



SCOTTISH HISTORIC  
ENVIRONMENT POLICY  
October 2008

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## INTRODUCTION

1. Scotland's historic environment contributes to the Scottish Government's strategic objectives and to the National Performance Framework. The *Scottish Historic Environment Policy* (SHEP) document sets out Scottish Ministers' policies for the historic environment, provides greater policy direction for Historic Scotland and provides a framework that informs the day-to-day work of a range of organisations that have a role and interest in managing the historic environment. These include the Scottish Government, local authorities and the range of bodies that is accountable to Scottish Ministers, including Historic Scotland. The SHEP complements and has the same authority as the Scottish Planning Policy series and other relevant Ministerial policy documents. The SHEP is a relevant document in the statutory planning, Environmental Impact Assessment (EIA) and Strategic Environmental Assessment (SEA) processes. It has been prepared and is published in parallel with Scottish Planning Policy 23 on the Historic Environment.
2. The original SHEP series was a response to the review of Historic Scotland in 2003–04 which recommended that an 'Executive endorsed policy statement for the historic environment in Scotland should be developed in consultation with stakeholders...'. Historic Scotland is an executive agency of the Scottish Government and its Framework Document sets out the roles and responsibilities of Scottish Ministers and the Chief Executive, who is accountable to Ministers for the operation of the agency (see Note 0.1). Everything that Historic Scotland does is done on behalf of Scottish Ministers, and a specific reference to HS in this document usually means that the agency has an operational role in handling applications or other matters.
3. The SHEP series was originally developed as individual free-standing documents. Now that the series is nearing completion Ministers have decided to publish it as a single comprehensive policy document. The policies included in this consolidation have not been materially altered, except (in Chapter 1) to take account of a different Scottish Government policy context, and changes in terminology. The original publications were, and have been superseded, as follows:
  - a. SHEP 1: Scotland's Historic Environment (March 2007) – now forms the greater part of Chapter 1 of this document;
  - b. SHEP 2: Scheduling (March 2006) – now incorporated into Chapter 2;
  - c. SHEP 3: Gardens & Designed Landscapes (March 2008) – now incorporated into Chapters 2 and 3;
  - d. SHEP 4: Scheduled Monument Consent (March 2008) – now incorporated into Chapter 3;
  - e. SHEP 5: Properties in the Care of Scottish Ministers (March 2008) – now incorporated into Chapter 4.

4. Published here for the first time are the documents that were consulted upon as free-standing SHEPs on Listing and Listed Building Consent, now incorporated into Chapters 2 and 3 respectively. All the component parts of the SHEP have been subject to formal public consultation according to current Scottish Government procedures apart from those sections on Conservation Areas, which have been redacted from Section 4 of the *Memorandum of Guidance on Listed Buildings and Conservation Areas*, in advance of future consideration of policy in this area.
5. The consolidated SHEP will continue to develop and will be revised as necessary: Ministers have consulted on policy on the Marine Historic Environment and Historic Battlefields and finalised policy on these subjects will be incorporated in future revisions of the SHEP.
6. This publication of this consolidated SHEP formally supersedes the policy elements of the *Memorandum of Guidance on Listed Buildings and Conservation Areas* (the rest of which will be withdrawn in the Spring of 2009).

## CHAPTER 1: SCOTLAND'S HISTORIC ENVIRONMENT

- 1.1. Scotland's distinctive character has been shaped by some 10,000 years of human activity. Past generations have left their mark in the form of monuments, buildings and sites, in our towns and cities and in the countryside around us, even in the patterns of our streets and fields. This rich historic tapestry is our **historic environment**. The historic environment is part of our everyday lives. It helps give us a sense of place, well-being and cultural identity. It enhances regional and local distinctiveness. It forges connections between people and the places where they live and visit. It helps make Scotland a great place to live and work. It is important that everyone in Scotland takes care of this inheritance now, so that future generations will also be able to enjoy it.
- 1.2. The historic character of our environment is important to our quality of life and sense of identity. Many of its elements are precious, some are not well understood; if it is lost or damaged, it cannot be replaced. The historic environment requires careful and active management to ensure its survival.

### The Historic Environment

Our whole environment, whether rural or urban, on land or under water, has a historic dimension that contributes to its quality and character. It has been shaped by human and natural processes over thousands of years. This is most obvious in our built heritage: ancient monuments; archaeological sites and landscapes; historic buildings; townscapes; parks; gardens and designed landscapes; and our marine heritage, for example in the form of historic shipwrecks or underwater landscapes once dry land.

We can see it in the patterns in our landscape – the layout of fields and roads, and the remains of a wide range of past human activities.

Importantly, it also includes our buildings erected before 1919 (see Note 1.1). Although the majority of older buildings are not listed, most provide flexible and often spacious domestic and non-domestic accommodation. A huge investment of money, energy and materials went into these buildings – it would be poor stewardship of this inheritance to neglect it.

The context or setting in which specific historic features sit and the patterns of past use are part of our historic environment. The historical, artistic, literary, linguistic, and scenic associations of places and landscapes are some of the less tangible elements of the historic environment. These elements make a fundamental contribution to our sense of place and cultural identity.

- 1.3. The sense of place and the strong cultural identity provided by the historic environment plays a large part in the maintenance and regeneration of communities and in promoting a positive image of Scotland across the world. Scotland is also custodian of a number of World Heritage Sites, which have 'outstanding universal value' (see Note 1.2).

- 1.4. Interest in and efforts to conserve aspects of the historic environment were first given legal form in the UK in 1882. Now a web of international treaties and conventions underpins European and national law and regulation to ensure that Scotland's historic environment is protected, and that change in the historic environment is undertaken on the basis of sound evidence. Ministers are committed to ensuring that Scotland delivers on its international obligations and that we are seen as an international exemplar of how a small country can care for its historic environment.
- 1.5. Everything changes, matures and decays. Natural processes, such as climate change and erosion, and human interventions through land management, urban and rural development, transport and pollution, constantly erode or change our historic environment. The sustainable management of the historic environment is an integral part of the wider management of resources.
- 1.6. The historic environment has been adapted over time to meet changing needs. Our view of what is important develops and changes. New buildings, sites and environments are created, and over time, become historic. The challenge for sustainable management of the historic environment and how it contributes to the vitality of modern life, is to identify its key characteristics and to establish the boundaries within which change can continue so that it enhances rather than diminishes historic character.
- 1.7. The remains of the past can act as a powerful catalyst and a stimulus to high-quality new design and development, leading to successful regeneration and community-building. We believe that the historic environment should be valued as an asset, rather than thought of as a barrier to development. It reinforces the identity of communities, and can add value, provided that value is recognised at the outset and it becomes an integral part of any development or regeneration project.
- 1.8. **The protection of the historic environment is not about preventing change.** Ministers believe that change in this dynamic environment should be **managed intelligently and with understanding**, to achieve the best outcome for the historic environment and for the people of Scotland. Such decisions often have to recognise economic realities.
- 1.9. The historic environment faces many challenges:
  - a. poor understanding of the positive role it can play in the maintenance, development and regeneration of communities, their culture and their economy;
  - b. short-term visions for the development of places;
  - c. changing land-management practices and restructuring in the farming industry;
  - d. lack of knowledge and understanding of how older buildings were constructed and perform and their maintenance needs;
  - e. loss of sites to coastal and plough erosion;
  - f. inappropriate change that reduces the cultural significance, or detracts from the appearance or quality of conservation areas;
  - g. the needs of renewable energy generation;

- h. achieving a good carbon footprint for older buildings while maintaining their cultural significance;
- i. the lack of traditional skills, suitably-qualified craftsmen and locally-available materials for the maintenance and repair of the historic environment.

## SCOTTISH MINISTERS' VISION AND KEY PRINCIPLES

### *Vision*

- 1.10. We can see Scotland's history through its historic environment, which reflects the strength and diversity of different regions, and the contribution of many cultures and peoples. Scottish Ministers want everyone who lives in Scotland to have the opportunity to understand and connect with the historic environment that is all around them. Scottish Ministers have made large areas of Scotland's historic landscapes freely accessible through new rights of access to land and inland waters. There is a real and growing interest in the historic environment and the crucial part it plays in Scotland's cultural identity. Scottish Ministers believe that the people of Scotland are entitled to expect the historic environment to be protected, cared for and used sustainably so that it can be passed on to benefit future generations.
- 1.11. The protection and enhancement of the historic environment contributes to the Scottish Government's central purpose, which is 'to focus government and public services on creating a more sustainable country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth' (see Note 1.3). To support that, the Scottish Government has identified as a national outcome that 'We value and enjoy our built and natural environment and protect and enhance it for future generations'. Scottish Ministers will therefore take account of the wider sustainability agenda in all their decisions on matters relating to the historic environment. In particular, they will look to Historic Scotland to practise sustainable management of the properties in their care, to promote green tourism, and to advise other bodies on the sustainable management of the historic environment. Sustainable management practices recognise that the protection and management of the historic environment is best carried out in balance with the surrounding environment, not in isolation from it. Scottish Planning Policy 23 sets out how this will be managed in the planning system.
- 1.12. Scottish Ministers want to:
- a. realise the full potential of the historic environment as a resource – cultural, educational, economic and social – across every part of Scotland and for all the people;
  - b. make the best use of the historic environment to achieve their wider aims of economic and social regeneration;
  - c. identify the many aspects of our environment and protect and manage them in a sustainable way to secure their long-term survival and preserve their embodied energy;
  - d. understand fully all aspects of the historic environment, and their condition and inter-relationships;
  - e. broaden access to the historic environment and break down intellectual, physical and economic barriers;
  - f. ensure that effective systems underpinned by appropriate legislation and information are in place to conserve and manage the historic environment.

***Key outcomes***

- 1.13. Scottish Ministers are determined to achieve three key outcomes for Scotland's historic environment by putting in place a strategic policy framework for the historic environment, investing in its delivery and working in partnership with others:

**Key Outcome 1:** that the historic environment is cared for, protected and enhanced for the benefit of our own and future generations.

**Key Outcome 2:** to secure greater economic benefits from the historic environment.

**Key Outcome 3:** the people of Scotland and visitors to our country value, understand and enjoy the historic environment.

The historic environment can make a valuable contribution to Scottish Ministers' wider agenda to create an aspiring, confident country with sustainable economic growth, confident communities, a vibrant and dynamic cultural life, and offering unparalleled tourism opportunities. Progress towards these outcomes will be measured by Scotland's Historic Environment Audit (see para 1.50) and by other targeted research.

***Key principles***

- 1.14. The policy of Scottish Ministers is that:
- a. actions taken in respect of Scotland's historic environment should secure its conservation and management for the benefit and enjoyment of present and future generations;
  - b. there should be a presumption in favour of preservation of individual historic assets and also the pattern of the wider historic environment; no historic asset should be lost or radically changed without adequate consideration of its significance and of all the means available to manage and conserve it;
  - c. Scotland's historic environment should be managed in a sustainable way, recognising that it is a social, cultural, economic and environmental resource of great value;
  - d. all of the people of Scotland should be able to enjoy, appreciate, learn from and understand Scotland's historic environment, and be assisted in that through access, research, knowledge, information and education and proactive conservation investment, without compromise to cultural significance.
- 1.15. The conservation of any part of Scotland's historic environment should:
- a. be based upon sound knowledge and understanding of the particular site, building, monument or landscape, and of its wider context;
  - b. be founded on full awareness and consideration of its cultural significance and all phases of its development;
  - c. be carried out in accordance with a conservation plan, which brings together all of the information and research necessary to guide the proposed action;



- d. ensure that what is to be conserved is properly recorded before and, if necessary, during and after work;
  - e. make provision for recording where continued preservation is no longer possible or where loss is taking place through change or ongoing decay, and ensure that all records are retained in readily accessible archives;
  - f. incur only the minimum degree of intervention considered appropriate by the relevant authority for the type of site, building, monument or landscape;
  - g. use appropriate technical knowledge, materials, skills and methods of working;
  - h. have regard to retaining, or where appropriate enhancing, the setting of the site, monument, building or landscape;
  - i. ensure that, where change is proposed, it is appropriate, carefully considered, authoritatively based, properly planned and executed, and (if appropriate) reversible;
  - j. include effective arrangements for monitoring the condition and safety of the historic asset and for delivery of routine maintenance and good housekeeping;
  - k. take account of the rich biodiversity of many historic sites, buildings and landscapes.
- 1.16. The relevant bodies with responsibilities for any aspect of the historic environment should ensure, as appropriate, that:
- a. the regimes affording protection to the historic environment are fit for purpose;
  - b. effective use is made of the statutory provisions available to protect the historic environment;
  - c. the historic environment is afforded due respect in all their activities;
  - d. the highest standards are set for, and applied to, the broad range of conservation practices;
  - e. appropriate and effective systems are established for monitoring and recording the condition of the historic environment;
  - f. suitable knowledge, skills, materials and technologies are available to enable conservation and management to be carried out in ways that safeguard the intrinsic archaeological, architectural, historical, physical and cultural significance of the heritage;
  - g. support, advice, encouragement, and clear and comprehensive guidance, are readily available to all whose activities have an impact upon the repair, maintenance, management, protection and conservation of the historic environment;
  - h. training and education to enhance the quality of conservation practice and actions are widely available;
  - i. they work in partnership where there are shared interests.

***Cross-cutting policies***

- 1.17. Scottish Ministers' policies for the historic environment are closely related to other important cross-cutting policy areas:
- a. access to historic sites and the wider historic environment supports education, lifelong learning, internal and external tourism, and provides opportunities for exercise that promotes healthy bodies and minds;
  - b. the care, repair and maintenance of the historic environment provides employment in town and country, provides a major contribution to the turnover of the Scottish construction industry and supports the survival and expansion of traditional skills;
  - c. attractive and richly textured townscapes and rural landscapes promote Scotland as a good place to live and work;
  - d. the maintenance and regeneration of the historic environment helps support strong, safer communities;
  - e. the care, repair and maintenance of the historic environment has a significant part to play in wider sustainability policies;
  - f. so much of our environment is 'historic' that there are major links to policy on architecture, land management, planning and building standards;
  - g. there are close links between the historic environment and wider land-use and nature conservation policies that sustain a healthy landscape, diverse ecosystems and vigorous rural communities.

**PARTNERS IN THE VISION**

- 1.18. Scottish Ministers' vision for the historic environment can only be achieved by working in partnership with others in the historic environment community and beyond it. Some partnerships are statutory; most are voluntary. Much of this partnership working will be led on Scottish Ministers' behalf by Historic Scotland.
- 1.19. Scottish Ministers look to Historic Scotland to work in an open, inclusive and transparent way, to engage with stakeholders and to work in partnership in taking forward the visions and ambitions set out in this paper. In particular, Scottish Ministers look to Historic Scotland to work with:
- a. local authorities, which are key agents in protecting the historic environment and in harnessing the potential of the historic environment to contribute to Scotland's economic and social success. Scottish Ministers expect local authorities to play a full role in achieving their objectives for the historic environment (see Note 1.4);
  - b. the Royal Commission on the Ancient and Historical Monuments of Scotland (see Note 1.5);
  - c. Scottish Natural Heritage (SNH), with which Historic Scotland has a concordat. SNH has a significant role in the conservation of Scotland's landscapes, all of which have a historic element;
  - d. commercial, charitable and private owners and tenants of historic environment assets, who have a crucial role to play in conserving the fabric of the historic environment and, where appropriate, allowing and promoting public access and enjoyment;

- e. the voluntary sector, which makes a recognised and valued contribution: engaging local communities and individuals; undertaking important initiatives such as the Buildings at Risk Register and coastal archaeology surveys; acting as representative bodies for special interest groups; taking active roles in conserving individual sites or whole townscapes;
- f. Scottish and UK government departments, executive agencies, non-departmental bodies and other bodies with direct responsibilities for parts of the historic environment, whether managing individual assets or areas of landscape or with key policy responsibilities, and whose policies impact on the historic environment. There are more details about the responsibilities placed upon the government sector in paragraphs 1.42 and 1.43 below. Important bodies here include:
  - Scottish Government Departments;
  - NHS (Scotland);
  - Scottish Courts Service;
  - Scottish Prison Service;
  - Forestry Commission Scotland;
  - Transport Scotland;
  - Ministry of Defence, Defence Estates Agency;
  - the Northern Lighthouse Board;
- g. sources of expertise, whether individuals or organisations, which can enhance the policy-making process and strategic decision-making for the historic environment;
- h. the National Park Authorities, which have a statutory aim to conserve and enhance the cultural heritage;
- i. the wider cultural heritage sector, including national and local museums, galleries, theatres, libraries and archives, because the historic environment plays a major role in Scottish culture;
- j. educational and training institutions, which have an important role to play in research, formal and informal education and training of people of all ages;
- k. the wider public sector, working with organisations with important and varied roles to play such as: Architecture+Design Scotland; the Heritage Lottery Fund; the Lighthouse Centre; Scottish Enterprise; Highlands and Islands Enterprise; and the Enterprise Network;
- l. bodies working in other areas, such as social issues like citizenship, young people's needs and the needs of ethnic minorities, where the historic environment can have a beneficial impact;
- m. the building industry;
- n. professional bodies active in maintaining standards, skills and regulation in the historic environment sector.

- 1.20. The sustainable management of the historic environment has an impact on the broader environment, as well as economic and social implications. Working in partnership not only enables us to take on board competing priorities and weigh up conflicting concerns, it also opens up positive opportunities to enhance our environment. To this end, Historic Scotland has entered into, or is in discussion about, formal agreements with partner organisations to clarify their respective roles and how they will engage. Concordats are in place or planned with:
- a. Scottish Natural Heritage;
  - b. the National Trust for Scotland;
  - c. the Royal Commission on the Ancient and Historical Monuments of Scotland;
  - d. Forestry Commission Scotland;
  - e. the Scottish Government Built Environment Directorate.
- 1.21. There is Statement of Intent between Historic Scotland and the National Museums of Scotland. A Sector Skills Agreement is also in place with Construction Skills and the National Heritage Training Group. Minutes of Agreement are also in place with the Scottish Stone Liaison Group, and Grampian Fire and Rescue Services on behalf of the Scottish Fire and Rescue Services.
- 1.22. Scottish Ministers will encourage the creation of further concordats and other arrangements, where these add value, and expect to see existing ones kept up-to-date, and operating systems reviewed to ensure that their terms are adhered to.
- 1.23. Individuals, business and organisations working together to a common purpose can ensure that a shared vision for the historic environment is delivered as a reality.
- 1.24. All responsible public organisations, non-governmental organisations or large businesses whose activities have a significant effect on the way the historic environment is conserved or managed should have in place robust strategic and operational policies to set out their engagement with the historic environment and the bodies which take the lead in caring for it.
- 1.25. Scottish Ministers will ensure that the historic environment is, where appropriate, taken account of from the earliest stage of developing Scottish Government policy and that of other public bodies.

## **IDENTIFICATION, DEFINITION AND DESIGNATION**

- 1.26. Scotland, like all countries in the developed world, has in place legislation and systems to identify and record its historic environment, and legislation and regulation to protect important monuments, buildings, landscapes and areas and to control what happens to them. Scottish Ministers are committed to protecting Scotland's historic environment and to ensuring that effective legal and administrative systems are in place and maintained, to identify, record, conserve and enhance it in the national interest for present and future generations.
- 1.27. It is vital that we understand the many different forms the historic environment can take and the historical and cultural significance of all its different elements. This will allow us to develop clear criteria for protecting Scotland's historic environment. The most significant historic assets are protected through national systems of designation; others are protected or managed through other mechanisms such as the planning system or the system of government payments to farmers.

- 1.28. Identifying and designating heritage assets is a continuous process as each generation assesses and re-evaluates the inheritance it wishes to pass on to succeeding generations. That process also takes account of improvements in our understanding of the historic environment, brought about by continuing academic research and by developments in technology, such as geographic information systems and new techniques for recording and investigation. Scottish Ministers are committed to continuing this process and will look to Historic Scotland, the Royal Commission on the Ancient and Historical Monuments of Scotland and other key bodies to play complementary roles and to share knowledge and expertise.
- 1.29. The desire to protect and the identification of what to protect must flow from values that are shared across Scotland. Scottish Ministers are committed to ensuring, in part through this SHEP, that the principles and processes behind identification and designation are open and well-understood; that appropriate review mechanisms are in place and that owners and occupiers of assets proposed for designation have the opportunity to be consulted.

## **PROTECTION AND MANAGEMENT OF THE HISTORIC ENVIRONMENT**

- 1.30. Scottish Ministers are committed to protecting and managing Scotland's rich and diverse historic environment in a way that ensures that it can benefit current and future generations. Scottish Ministers have put in place, and will continue to support, a range of actions to achieve this.
- 1.31. Scottish Ministers want to recognise the value of the wider historic environment: so that people have attractive, varied and interesting places to live; so that the wider history of Scotland continues to be reflected in its landscapes and townscapes; so people can feel connected to where they, and perhaps their ancestors, lived.
- 1.32. Understanding the development of our environment through time helps inform decision-making about its management. It offers a longer-term perspective on important topics such as the nature and impact of past climate change and past management of the land, soil degradation, loss of woodland, building decay processes and the results of past economic and industrial development. Good stewardship of the historic environment can make a contribution towards addressing wider issues like energy conservation (maintaining and using existing resources and embodied energy) and reuse of buildings and building materials (including recycling). The use of local resources, traditional materials and skills can help reduce the impact of transportation.
- 1.33. Scottish Ministers want to emphasise the contribution made to a sustainable Scotland by the repair, maintenance, preservation and reuse of our older buildings, particularly the half million traditionally-constructed domestic buildings built before 1919. It is their policy that the waste caused by unnecessary demolition and replacement, with consequent loss of embodied energy, the need for landfill and the sourcing and transport of new materials, should be avoided wherever possible. Ministers will develop policy aimed at minimising the carbon footprint of older buildings on the basis of sound research that takes account of the characteristics and materials of traditional construction and respects the value of the diverse historic character of these buildings, and the contribution they make to the identity and quality of townscapes and rural landscapes.

- 1.34. The principles of good stewardship are set out immediately below. The philosophy underlying good stewardship is that it is essential to manage the historic environment carefully for both present and future generations. This clearly resonates with the concept of sustainability and the wise use of resources.
- 1.35. Maintaining quality is a key aim of good stewardship and involves the following considerations:
- a. proper repair and maintenance of the historic environment is generally the most sustainable course of action;
  - b. management, and any proposed alteration or change of use, should be appropriate and follow best conservation practice;
  - c. to retain historic character and future performance of older buildings it will be important to use appropriate and compatible materials and construction techniques;
  - d. it is important that new developments are sensitive to historic character and attain high standards in design and construction, while recognising the portfolio of original building materials;
  - e. provisions for access should be appropriate to the character of the historic environment and should be adequately monitored.
- 1.36. It is recognised that some conflict can arise between the sustainable management of the historic environment and actions that are considered sustainable in other respects. It is also possible that the impact of proposed actions on the historic environment will be uncertain. In these cases the risk of potentially damaging actions should be minimised by following these key principles:
- a. ensure that existing and intended management or use is appropriate and based on best available knowledge;
  - b. ensure that any proposed change of use is necessary;
  - c. use appropriate assessment methodologies to determine the full impact of any proposed management, use or development;
  - d. avoid change wherever its effects cannot be adequately assessed;
  - e. where change is to proceed, adopt strategies to mitigate its impact and keep any interventions to a minimum;
  - f. ensure that management or alteration, including remedial work, is sympathetic to historic character, using compatible materials and construction techniques.
- 1.37. The protection and sustainable management of the historic environment also depends on understanding the techniques used in the original construction and on the availability of the appropriate indigenous traditional building skills and materials. Scottish Ministers are committed to establishing a proper understanding and awareness of what is needed.
- 1.38. There is a range of mechanisms in place to protect and manage the historic environment. For example, once an important monument, building or shipwreck has been identified and appropriately designated, specific consents may need to be sought or special consideration be given within the planning system. Where Scottish Ministers have a direct role to play in these processes they are committed

to having clear policies that ensure consistency, transparency and fairness. They look to Historic Scotland to provide clear and consistent advice and to promote good practice in considering and managing change to the historic environment.

- 1.39. Scottish Ministers expect Historic Scotland and planning authorities to work together to try to improve mutual understanding, to find ways of increasing efficiency in administrative processes, and to remove impediments to the fuller use of the powers available both to designate and protect historic assets.
- 1.40. Scottish Ministers also look to the planning authorities to undertake their responsibilities for the historic environment in a pro-active and committed way. They should develop appropriate policy frameworks and procedures, and use all local mechanisms available to them for designation, management and control. They should also ensure that they have access to sufficient information and suitably qualified and experienced staff to meet their needs.
- 1.41. Scottish Ministers have direct responsibility for the management of over 340 monuments in their care and recognise that they hold these monuments in trust for future generations. Ministers are committed to conserving the monuments in a way that exemplifies the principles of sustainable management, and to making them accessible to the public. Further information is provided in Chapter 4.

### ***Responsibilities of government departments***

- 1.42. It is long-established policy that all government departments should discharge properly their duty of care for heritage assets they own or lease. This means that, for example, the Ministry of Defence has robust policies and procedures in place for the management of historic buildings and archaeological sites and landscapes on its bases and training areas.
- 1.43. Scottish Ministers expect all departments and agencies of the Scottish Government, all UK government departments and agencies operating in Scotland, and all non-departmental public bodies to adopt and adhere to current policy and guidance for the care of the historic environment by government (see Note 1.6).

## **INVESTMENT IN THE HISTORIC ENVIRONMENT**

- 1.44. Scottish Ministers recognise that investment in the fabric and management of Scotland's historic environment is needed to meet the objectives they have set for its care, protection and enhancement, and for increasing public appreciation and enjoyment. Investment will also ensure that the historic environment is maintained as an irreplaceable asset that makes a major contribution to Scotland's economic, social and cultural well-being. Ministers are committed to promoting high-quality standards of repair, maintenance, and conservation and the sympathetic re-use of heritage assets where this is appropriate.
- 1.45. Most of Scotland's historic environment assets are owned by individuals, businesses, charities or public bodies. It is their responsibility to maintain and care for their properties. Scottish Ministers will make every effort to encourage good stewardship and proper standards of regular maintenance and repair, and to help owners make informed choices about changes to their properties. Historic Scotland will provide information and advice to enable owners to make informed decisions about the well-being of their property and will support and encourage other bodies outside government in providing such information. Owners can also look to the Scottish Government Rural and Rural Payments and Inspections Directorates and the Royal Commission on the Ancient and Historic Monuments of Scotland to provide appropriate information.

- 1.46. Scottish Ministers recognise that there can sometimes be additional costs associated with repairing and conserving historic buildings, sites and monuments that may on occasion require public support. For example, support may be justified where the private benefit is low or where the effort to rescue or adapt a building may be beyond ordinary market forces. Scottish Ministers are therefore committed to providing appropriate investment through grant schemes operated on their behalf by Historic Scotland and by other public bodies. Through this, Ministers aim to:
- a. meet the repair and conservation needs of the most important elements of the historic environment;
  - b. deliver benefits to communities by helping to regenerate and promote the active use and ongoing care, repair and maintenance of the historic environment, broadening access to it, promoting sustainable economic and rural development and reinforcing local identity and sense of place;
  - c. champion quality and develop skills and knowledge by promoting high standards of repair and maintenance, training in traditional craft skills, the continued access to and use of indigenous building materials and the educational value of the historic environment;
  - d. build capacity for local heritage management by enabling voluntary heritage organisations, network bodies and local authorities to deliver successful outcomes for the historic environment.
- 1.47. Scottish Ministers are committed to investing in the conservation of monuments and properties that are in their own care or are their responsibility as part of the Government Estate, which includes buildings, wild and farmed land, forests, bridges and harbours. They are committed to ensuring that their investment meets the conservation needs of these monuments and buildings and sets the benchmark of good practice with the appropriate knowledge, skills and materials.

## **ACCESSIBILITY AND UNDERSTANDING**

- 1.48. The historic environment is all around us. Specific places, buildings and sites are generally widely accessible and provide immense opportunities for enjoyment. These range from the pleasures of the views of the World Heritage Site afforded from the battlements of Edinburgh Castle, to a visit to Kilmartin Glen, with its evocative remains of Scotland's prehistoric peoples. Throughout Scotland places of historic or architectural interest, in cities, towns, villages and the countryside, are readily accessible, very often on our doorstep. Scottish Ministers are committed to assisting the owners of such places across Scotland to promote and enable access to them.
- 1.49. Scottish Ministers believe that there needs to be greater awareness, knowledge and understanding of the historic environment. This needs to address lay, vocational, technical, professional, scientific and academic needs. Better understanding should inform interpretation, enabling people to understand the development of the historic environment and the significance of key monuments in Scottish history. A fuller evidence base will inform policy making and investment decisions.

### ***Scotland's Historic Environment Audit***

- 1.50. Scottish Ministers have established an ongoing, comprehensive audit of Scotland's historic environment (see Note 1.7). Historic Scotland is leading the audit process, which will build on existing information about the historic environment, and will gather new data to identify trends and issues relevant to its well-being. The audit will examine the impact and benefits of the resources used to manage and



protect the historic environment. The audit has great potential to improve our understanding of how the nation's heritage is perceived and valued by people and communities and how it can best be promoted as an economic and social asset. Scottish Ministers expect Scotland's Historic Environment Audit to play an important role in building the evidence base for policy-making.

- 1.51. Scottish Ministers want the Government and its agencies to participate in the audit and would encourage all other members of the sector, particularly local government, to take part, in particular through the provision of data.

### ***Technical, professional and academic knowledge***

- 1.52. The historic environment cannot be managed or cared for without a basic understanding of its nature and how it is changing. Scottish Ministers are committed to increasing and sharing knowledge more widely about the historic environment. They will undertake and promote research:
- a. on individual sites, buildings and landscapes through survey of various kinds, excavation and documentary research;
  - b. into older buildings to inform policies and strategies for maintenance and the supply of skills and materials;
  - c. into the economic value and impact of the historic environment, including its vital role in Scotland's tourist industry.
- 1.53. To support this, Ministers expect Historic Scotland to continue to extend and update their series of publications, both for expert and for more general audiences, and to continue to work in partnership with other bodies to develop accessible sources of information, knowledge and training about the historic environment. Examples of where this has already been successful include PASTMAP (see Note 1.8), the Historic Landuse Assessment Project, Technical Advice Notes and Practitioners Guides.

### ***Access and educational initiatives***

- 1.54. The historic environment is a great learning resource. Scottish Ministers have already recognised the value of the historic environment in formal education: Historic Scotland is at the forefront in promoting understanding of the historic environment to school-age children, welcoming some 65,000 pupils each year as they take part in free educational visits to properties in the care of Scottish Ministers, and in promoting the historic environment as a resource to support the Scottish schools' curriculum for pupils aged 3 to 18. Scottish Ministers look to Historic Scotland and other relevant bodies to support and encourage initiatives to develop the historic environment as a resource for further education and lifelong learning initiatives.
- 1.55. Scottish Ministers are committed to promoting access and enjoyment of the historic environment. They will continue to support a broad range of initiatives and projects such as:
- a. working with local authorities to promote access to and understanding of the historic environment, to facilitate the integration of the historic environment with wider social justice, lifelong learning and capacity-building initiatives;
  - b. supporting Historic Scotland's aim of promoting intellectual and physical access for the nearly three million visitors a year to its properties in care by

- carefully balancing the requirements of the various Equality duties with the sensitivities and practical constraints of these culturally significant sites;
- c. promoting access to information on the historic environment through the work of the Royal Commission on the Ancient and Historical Monuments of Scotland, and through developing and extending the PASTMAP website;
  - d. supporting the National Trust for Scotland in caring for some of Scotland's most important historic buildings and landscapes and working with the Historic Houses Association in Scotland and other network bodies to promote the positive stewardship of the historic environment that is in private ownership;
  - e. working with The Lighthouse, Glasgow, Scotland's Centre for Architecture, Design and the City, to explore the productive relationship between the historic and contemporary in architecture and environment;
  - f. supporting the voluntary heritage sector, which in turn supports local people in caring for and becoming involved in their historic environment.
- 1.56. Scottish Ministers will also seek out new ways of promoting and enabling access and understanding, for example by exploring opportunities for greater community involvement and the development of cultural tourism routes.

### ***Interpretation***

- 1.57. Scottish Ministers want to increase awareness and understanding of the historic environment and of Scotland's history. They recognise the value of a wider understanding of the significance of the historic environment, of connecting people to tangible evidence of their past, and its role in developing a confident national identity. Ministers have asked Historic Scotland to continue to develop new and innovative ways of presenting and interpreting the historic environment for a diverse range of visitors. Scottish Ministers expect Historic Scotland to continue to develop good practice in interpretation in partnership with other interpretation providers in Scotland, supporting excellence in the heritage tourism portfolio.

### **RELEASING THE FULL POTENTIAL**

- 1.58. Scottish Ministers recognise that the historic environment is one of Scotland's greatest assets – economic, cultural and social. It provides the setting for Scotland as an attractive place to invest in, visit, work and live. It is a generator of wealth in both urban and rural areas, capable of attracting millions of visitors to Scotland each year.
- 1.59. Scottish Ministers wish to stress the importance they place on the intrinsic value of the historic environment, as part of the embodiment of the nation's identity, and on the value of the historic environment for Scotland's social and cultural success.
- 1.60. Economic, social and cultural values come together in the important role the historic environment has in building, maintaining and regenerating communities.
- 1.61. Scottish Ministers see the historic environment as a vibrant and crucial asset in three key areas of economic activity.

***Tourism***

- 1.62. Tourism is one of the world's biggest and most resilient business sectors. It is also one of Scotland's largest industries and Ministers have endorsed challenging targets for growth over the next 10 years. Historic Scotland is a key player in the Scottish tourism industry, both as a provider of heritage visitor attractions and as an employer in rural and urban settings throughout the country. Research shows quite clearly that visitors to Scotland, particularly those from overseas, want to visit castles and other heritage attractions, and the important role played by tourist visits by Scots within Scotland must not be forgotten. Scottish Ministers expect Historic Scotland to work in partnership with the private and public sectors to maximise opportunities in the promotion of Scotland – both within and beyond the border – as a tourist destination. Ministers expect Historic Scotland, as the operator of some of Scotland's most popular visitor attractions, to continue to invest in improving what is offered to the visitor.

***Building, supporting and regenerating communities***

- 1.63. The historic environment has a key role to play in regeneration. Scottish Ministers want to build on past success and to see more regeneration projects that have a clear understanding of the cultural value of the historic environment, how it has developed over time, and how it can be used creatively to meet contemporary needs. Historic Scotland's Conservation Area Regeneration Scheme will be able to contribute to this process as will the City Heritage Trusts that are now established in all of Scotland's cities and supported by Scottish Ministers through Historic Scotland.

***Construction industry***

- 1.64. Scottish Ministers are committed to the support of the construction industry in its role in maintaining the historic environment. The care and maintenance of the historic environment is an important factor in the economic security of Scotland's construction industry. More than half of the industry's annual £6.5 billion turnover comes from the repair and maintenance of existing building stock and £1.2 billion is spent on pre-1919 buildings. Scottish Ministers have invested £105 million in historic building repair grants since 1999, levering in a further £492 million from private, commercial and other public sources. This investment and expenditure supports employment across Scotland and has been important in retaining at least a base in the traditional skills required to repair and maintain the historic environment. Scottish Ministers believe that this investment is well-targeted and look to Historic Scotland to play a key role in helping to educate, train and inform owners, the professions, business and industry how they can best invest in the maintenance, repair and enhancement of their property.

***Skills and materials***

- 1.65. The sustainable management of the historic environment has an impact on the broader environment, as well as economic and social implications. For example, the use of locally-produced traditional building materials and skilled craftsmen, which are essential for maintaining the quality and diversity of the historic environment, brings benefits to the local economy. At the same time, repairing and using traditionally-constructed buildings using appropriate materials and labour from local sources reduces carbon emissions, the costs of transport and its harmful impact on the environment.

- 1.66. Scottish Ministers share the widespread concern about the maintenance and repair of older buildings:
- a. traditional building construction and performance is not as well-understood as it should be, and the inappropriate use of modern materials and techniques have frequently been shown to be damaging, counter-productive or a waste of money;
  - b. traditional skills necessary for ensuring appropriate repair and maintenance – masonry, carpentry, roofing – are in decline, meaning that many repairs are carried out by tradesmen who do not have the necessary understanding of traditional construction techniques, or the required knowledge and experience;
  - c. materials necessary for appropriate repairs – such as slate and building stone – may be available locally but may be inaccessible. Inappropriate alternatives often have to be transported, unsustainably, from great distances.
- 1.67. Ministers will look to Historic Scotland to take the lead in addressing these issues, working in partnership with others in other parts of the Scottish Government and the wider public, industry, commercial, professional and voluntary sectors.
- 1.68. The management of the historic environment requires the use of natural resources, through, for example, conservation actions, such as access to and supplies of the materials used in the repair of structures; and through visitor activities, particularly the means of transport used. It is important that we try to understand and minimise the impact of such actions.
- 1.69. Scottish Ministers will work with partners – particularly local authorities and professional and industry lead-bodies – to address these issues, and will ensure that the Scottish Government takes a ‘joined-up’ approach to dealing with the problems and developing solutions.
- 1.70. There are other skills that Scotland must cultivate: the ‘people’ and organisational skills to promote Scotland’s historic visitor attractions; the land management skills necessary to maintain the historic environment; the professional skills needed to investigate, understand and protect the historic environment.

## CHAPTER 2: DESIGNATION

### INTRODUCTION

- 2.1. This chapter sets out Scottish Ministers' policies on the designation of sites and structures which are particularly important features of the historic environment. It covers three statutory designations:
- **Ancient Monuments**, which are designated through *scheduling*;
  - **Buildings and other structures** which are designated through *listing*;
- and
- **Conservation Areas**.
- 2.2. It also includes a non-statutory designation through inclusion in a published non-statutory Inventory: **Gardens and Designed Landscapes**.
- 2.3. Historic Scotland is part of the Scottish Government and acts on behalf of Scottish Ministers. This chapter makes specific references to Historic Scotland where the agency has operational responsibility or where, in particular circumstances, contact should be made directly with Historic Scotland.

### STATUTORY DESIGNATIONS

#### *Scottish Ministers' general policies on designation*

- 2.4. There are some policies that apply to all forms of designation, whether statutory or non-statutory, relating to decision-making, transparency and communication. These are: that decisions on designation and removing a designation will be made on the basis of the best evidence available; that information on designated sites, structures and places and on the processes involved with designation will be made widely and easily available; and that all decisions relating to designation will be explained in clear language.

#### *Scheduling*

##### LEGAL AND ADMINISTRATIVE CONTEXT OF SCHEDULING

- 2.5. This section sets out Scottish Ministers' policy for the identification and designation of nationally important ancient monuments. This process plays an important part in the conservation of evidence for Scotland's past.
- 2.6. Ancient monuments offer a tangible, physical link with the past. They are a finite and non-renewable resource containing unique information and have the potential to contribute to increasing our knowledge of our past. Such remains are part of Scotland's identity and are valuable both for their own sake and as a resource for research, education, regeneration, leisure and tourism. The remains are often very fragile and vulnerable to damage or destruction and care must be taken to ensure that they are not needlessly damaged or destroyed.

- 2.7. The United Kingdom government is party to the European Convention on the Protection of the Archaeological Heritage (the ‘Valletta Convention’; see Note 2.1), which places an obligation on States, under Article 2, to institute a legal system for the protection of the archaeological heritage, on land and under water.
- 2.8. The United Kingdom has had legislation in place to protect ancient monuments since 1882. Currently, nationally important monuments in Scotland are protected under the provisions of the Ancient Monuments and Archaeological Areas Act 1979 (see Note 2.2) The Act places a duty on the Scottish Ministers to compile, maintain and publish a Schedule (a list) of monuments. Once included in the Schedule, monuments have legal protection. Up-to-date information on monuments contained in the Schedule is available from Historic Scotland at [www.historic-scotland.gov.uk/index/heritage/searchmonuments.htm](http://www.historic-scotland.gov.uk/index/heritage/searchmonuments.htm) or through visiting [www.pastmap.org.uk](http://www.pastmap.org.uk).
- 2.9. ‘Monuments’ are defined in the 1979 Act as (see Note 2.3):
- a. any building, structure or work, whether above or below the surface of the land, and any cave or excavation;
  - b. any site comprising the remains of any such building, structure or work or of any cave or excavation; and
  - c. any site comprising, or comprising the remains of, any vehicle, vessel, aircraft or other moveable structure or part thereof which neither constitutes nor forms part of any work which is a monument as defined within paragraph (a) above.
  - d. Any machinery attached to a monument shall be regarded as part of the monument if it could not be detached without being dismantled.

The definition of ‘remains’ includes any trace or sign of the previous existence of the thing in question (see Note 2.4).

- 2.10. To be scheduled, a monument must meet the Act’s definition. A structure in use as a dwelling house cannot be scheduled as an ancient monument nor can buildings in ecclesiastical use, portable objects or wrecks protected under the Protection of Wrecks Act 1973.
- 2.11. The process of scheduling under the terms of the 1979 Act is entirely separate from the process of listing under the terms of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 (see Note 2.5).
- 2.12. The process of scheduling, ‘descheduling’ (removing a monument from the Schedule) and scheduled monument consent (the control of works affecting scheduled monuments) is undertaken on behalf of Scottish Ministers by Historic Scotland.
- 2.13. The sole legal criterion in the 1979 Act for inclusion in the Schedule is that a monument is of ‘national importance’ (see Note 2.6). After consultation, Scottish Ministers have determined what constitutes national importance and how it should be determined. The Criteria and Guidance they have developed are set out in Annex 1. (see Note 2.7).
- 2.14. Once a monument is scheduled, it becomes an offence to carry out, without the prior written consent of the Scottish Ministers (scheduled monument consent), any works which would have the effect of demolishing, destroying, damaging, removing, repairing, altering, adding to, flooding or covering up the monument (see Chapter 3 and Note 2.8).

- 2.15. The scheduling process and the need for scheduled monument consent run in parallel with the statutory planning process, where planning permission is also necessary for any planned work. The protection of ancient monuments is a material consideration in the determination of planning applications.

#### **SCOTTISH MINISTERS' POLICY ON SCHEDULING**

- 2.16. The following principles, additional to those set out in paragraph 2.4 above, will underpin the scheduling process:
- a. the past of all parts of Scotland is worthy of study and should be considered for conservation;
  - b. no part of Scotland's past and no part of Scotland's land is inherently more or less likely to produce monuments of national importance than another;
  - c. scheduling will be based on an appreciation of the regional character of Scotland's past, as reflected in its ancient monuments, and on the basis of an up-to-date set of criteria and guidance;
  - d. scheduling will be applied to monuments across Scotland in a consistent way;
  - e. monuments that do not meet the criteria for national importance will be removed from the Schedule (descheduled);
  - f. owners and occupiers of land on which monuments lie, and the local authorities in which they are situated, will be consulted on proposals to add a monument to the Schedule, other than in exceptional circumstances;
  - g. scheduling will be an ongoing process that recognises that every generation will have its own view of what comprises its heritage;
  - h. scheduling is applied to secure the legal protection of monuments in the national interest. It is the intrinsic value of the monument to the nation's heritage that is the primary consideration in deciding whether or not a site shall be scheduled and in determining applications for scheduled monument consent.

#### **IMPLEMENTATION OF POLICY ON SCHEDULING**

- 2.17. Historic Scotland plays the lead role on behalf of Scottish Ministers in implementing policy on scheduling. In carrying out this work Historic Scotland will:
- a. publish its operational policies on scheduling on its web site;
  - b. set out in its Corporate Plan the level of resources that it will commit to the programme of scheduling monuments;
  - c. add monuments to the Schedule through a strategic, normally area-based programme run on a 30-year cycle. The agency's corporate plan will set out the areas to be tackled over the plan period and set targets;
  - d. reconsider all existing schedulings, as part of the area-based programme, and check, and where necessary correct, all existing scheduling documentation;

- e. develop means, such as the successful PASTMAP site (see Note 1.8) , of making information as widely available as possible, both to specialist users and to the general public; and
- f. keep the strategic and operational policies on scheduled ancient monuments under review.

## *Listing*

### LEGAL AND ADMINISTRATIVE CONTEXT FOR LISTING

- 2.18. This section sets out Scottish Ministers' policy on listing: the process that identifies, designates and provides statutory protection for buildings of 'special architectural or historic interest'.
- 2.19. Historic buildings and structures are a highly visible and accessible element of Scotland's rich heritage. They cover a wide range of uses and periods, which together chart a great part of the history of Scotland. They affect all aspects of life, from education to recreation, to defence, industry, homes and worship. Much of Scotland's social and economic past and its present is expressed in these exceptional buildings. Listing recognises their historic importance. This in turn helps ensure that their potential for the study of history and for wider issues such as sustainability, community identity, local distinctiveness, and social and economic regeneration are all fully explored.
- 2.20. The listing process under the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 set out here is entirely separate from that for scheduling under the terms of the Ancient Monuments and Archaeological Areas Act 1979 (see above and Note 2.5).
- 2.21. Most European countries have systems to protect and to control change on important historic buildings. The system in Scotland operates under the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 (see Note 2.9). Listing ensures that a building's special character and interest are taken into account where changes are proposed (see Note 2.10). The Scottish Ministers' lists are compiled for the purposes of the 1997 Act and for the guidance of planning authorities in the performance of their duties set out in the 1997 Act. The Act places a duty on Scottish Ministers to compile or approve lists of buildings of special architectural or historic interest (see Note 2.11). Up-to-date information on buildings on the list is available at [www.historic-scotland.gov.uk/index/heritage/historicandlistedbuildings.htm](http://www.historic-scotland.gov.uk/index/heritage/historicandlistedbuildings.htm). Listing is the statutory process by which buildings are added to these lists. Once included on the lists the building – both exterior and interior – has statutory protection under the provisions of the 1997 Act. Listing is intended to safeguard the character of Scotland's built heritage and to guard against unnecessary loss or damage.
- 2.22. Any building or man-made structure may be considered for listing. In order to be listed under Section 1 of the 1997 Act any such building or structure must be of special architectural or historic interest. Other factors, such as condition, implications for future use or financial issues are not relevant in considering whether a building should be listed.
- 2.23. Any individual or organisation can propose buildings to Historic Scotland for listing. Buildings can be listed both routinely and in response to new development proposals which appear to threaten as yet unlisted buildings that could be of interest.



- 2.24. Consultation with appropriate persons or bodies with a special knowledge of, or interest in, buildings of special architectural or historic interest will normally be carried out before a building is listed (see Note 2.12). Consultation with owners is not a requirement under the Act although as a matter of courtesy Historic Scotland will normally consult owners on a proposed listing.
- 2.25. Historic Scotland, is required to inform the planning authority when a building is listed and the local authority is required to notify the owner, lessee and occupier. This will be done as soon as possible after listing takes effect (see Note 2.13).
- 2.26. Once Historic Scotland has decided to list a building or buildings it sends the revised List to the local planning authority (see Note 2.14).
- 2.27. A listing applies to any building within the curtilage of the subject of listing which was erected on or before 1 July 1948 (see Note 2.15). This could include many ancillary structures such as boundary walls, garages or estate buildings.
- 2.28. Any work which affects the character of a listed building or structure will require listed building consent (see Note 2.16). Applications for listed building consent are, in normal circumstances, dealt with by the planning authority (see Note 2.17). Any work carried out to a listed building without consent and which affects its character as a building of special architectural or historic interest, is an offence punishable by a fine or imprisonment.
- 2.29. There is no right of appeal against listing, but Historic Scotland may reconsider a subject's case for designation if a building has lost its special architectural or historic interest, for example through alteration. This may be because the building in question has been demolished or altered in such a way as to reduce its special architectural interest, or because an interested party or the owner, has demonstrated to the satisfaction of Scottish Ministers that the building is not of sufficient architectural or historical interest to merit listing.
- 2.30. Prior to, or at the same time as, formal notification by the local authority, the owners of newly listed or re-categorised buildings are supplied with key documentation and supporting material by Historic Scotland (see Note 2.18).

### **SCOTTISH MINISTERS' POLICY ON LISTING**

- 2.31. Scottish Ministers are committed to the sustainable use and management of the historic environment. This means meeting the needs of today without compromising the opportunity for future generations to understand, appreciate and benefit from the historic environment. Listing is thus applied to afford protection, where possible, to buildings of special architectural or historic interest for future generations.
- 2.32. The lists are compiled to give guidance to planning authorities in the course of their work by identifying buildings of special architectural or historic interest (see Note 2.19). They inform development, provide awareness of value and character and support the planning process.
- 2.33. Many buildings are of interest, architecturally or historically, but for the purposes of listing this interest must be 'special'. Listing is therefore assessed against a set of clear criteria which are set out in Annex 2.
- 2.34. The following principles, additional to those set out in section 2.4 above, underpin listing policy:

- a. the selection process is informed by a wide range of factors (see Annex 2) which help determine the level of special architectural or historic interest which the subject of listing may possess;
  - b. listing will follow the consistent application of clear criteria, as set out in Annex 2;
  - c. all aspects of Scotland's past are worthy of study and should be considered for listing;
  - d. listing will be based on an understanding of regional differences as expressed in Scotland's architectural and built heritage;
  - e. listing will be an ongoing process that recognises our changing level of knowledge and that every generation will have its own view of what comprises its heritage;
  - f. buildings less than 30 years old will normally only be considered for listing if found to be of outstanding merit and/or facing immediate threat.
- 2.35. Historic Scotland will consult the relevant local authority about a listing proposal or an amendment to the list. Historic Scotland will normally also consult with such other persons or bodies as appear as having specialist knowledge of or interest in buildings of architectural or historical interest. In addition, they will normally consult with the owner of the property.
- 2.36. Where anyone is making or is aware of proposals that might make changes to or lead to the demolition of a building that is not listed but may be of special architectural or historic interest, Scottish Ministers encourage them to contact Historic Scotland as early in the process as possible. This is to enable an assessment of the special interest of a building to ensure that resources are not wasted on abortive schemes. While a decision to list will be taken on the merits of the case, a building will not normally be listed once a planning application in respect of it has been submitted, granted or while works which have received planning permission are under way. Similarly, a building would generally not be listed in the course of an appeal period or current appeal against refusal of planning permission.

#### **IMPLEMENTATION OF POLICY ON LISTING**

- 2.37. Historic Scotland implements Scottish Ministers' policy on listing. In fulfilling that duty the agency will:
- a. add to, re-categorise or remove subjects from the List through ongoing list maintenance, revision of topographic areas and through thematic surveys;
  - b. use a range of techniques and mechanisms such as the Welcome Pack to make relevant information available as widely as possible and pursue a programme to tell people about the process and operational programmes of listing;
  - c. publish and regularly update guidance on listing, particularly for the owners and occupiers of listed property;
  - d. review operational programmes of work regularly in consultation with stakeholders;
  - e. make its decision-making process transparent; and,
  - f. keep policy and process for listing under review.

## *Conservation Areas*

### **LEGAL AND ADMINISTRATIVE CONTEXT**

- 2.38. Conservation areas are defined as ‘areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance’. All planning authorities are required from time to time to determine which areas meet this definition and to designate them as conservation areas. Conservation areas embrace the urban and rural: from the historic cores of our cities to isolated rural settlements or landscapes there is a wide range of historic places which might be designated as a conservation area.
- 2.39. Scottish Ministers have the power to determine, after consultation with the planning authority, that an area should be a conservation area and to designate accordingly. This is a reserve power which will be used only exceptionally.
- 2.40. Once a planning authority has decided to designate a conservation area, notice of the designation must be published in the Edinburgh Gazette and at least one local newspaper (see Note 2.20).
- 2.41. Scottish Ministers, at the same time as the designation is advertised, must be notified formally of the designation of conservation areas and provided with a copy of the published notice, together with a copy of the designation map and a list of the street names (see Note 2.21).
- 2.42. Planning authorities may also vary or cancel conservation areas already designated (see Note 2.22).
- 2.43. Every planning authority is required to compile and keep available for public inspection a list containing appropriate information about any area in its district which has been designated as a conservation area.
- 2.44. Planning authorities have a duty to submit their proposals for the preservation and enhancement of conservation areas for consideration to a local public meeting and should, when preparing schemes of preservation and enhancement, seek the advice and views of local residents and amenity groups.
- 2.45. Once an area has been designated, it becomes the duty (see Note 2.23) of the planning authority and any other authority concerned, including Scottish Ministers, to pay special attention to the desirability of preserving or enhancing the character and appearance of the area when exercising their powers under the planning legislation and under Part I of the Historic Buildings and Ancient Monuments Act 1953.
- 2.46. Planning authorities can extend planning controls in conservation areas through the use of an Article 4 Direction. An Article 4 Direction normally requires the approval of Scottish Ministers but this is not the case where it relates to a listed building, to a building notified to the authority by Scottish Ministers as a building of special architectural or historic interest, or to development within the curtilage of a listed building.
- 2.47. A wide Direction restricting development over a whole conservation area, covering both listed and unlisted buildings, would, however, require Scottish Ministers’ approval.

## **SCOTTISH MINISTERS' POLICY ON THE DESIGNATION OF CONSERVATION AREAS**

- 2.48. Scottish Ministers expect local authorities to designate only those areas which they consider to be of special architectural or historic interest as conservation areas. As part of this process they encourage them to undertake a thorough appraisal of any area before designation, to ensure that its character and appearance are properly understood. The criteria to be taken account of in designation are set out in Annex 3.
- 2.49. Scottish Ministers consider it important that before designation all planning authorities should give the public ample opportunity to comment, either through responses to local plans or, where no local plans are in preparation, through another convenient consultation process (see Note 2.24).

## **NON-STATUTORY DESIGNATIONS**

### ***Gardens & Designed Landscapes***

#### **LEGAL AND ADMINISTRATIVE CONTEXT**

- 2.50. This section sets out Scottish Ministers' policy for designating gardens and designed landscapes.
- 2.51. Gardens and designed landscapes can be defined as grounds that are consciously laid out for artistic effect. They are often the setting of important buildings and, in addition to parkland, woodland, water and formal garden elements, can often have significant archaeological and scientific interest.
- 2.52. Fashions in gardens and designed landscapes changed over time, through formal, informal, picturesque and modern styles, and many designed landscapes show these layers of change today. They are important tourist attractions, rich wildlife havens, major parts of the Scottish scenery, and are living examples of unique artistic talent. They are a living cultural record reflecting centuries of social and economic change and are widely enjoyed by people of all ages, backgrounds and cultures.
- 2.53. For more than 20 years government has recognised the need to identify the nation's most important gardens and designed landscapes. Such recognition resulted in the production of an inventory of sites: the Inventory of Gardens and Designed Landscapes in Scotland (the 'Inventory'), published in five volumes in 1987–88 and covering 275 sites. In 1993 a programme to extend the Inventory was begun and supplementary volumes have been published for the Lothians, Highlands and Islands and Fife. In March 2007 further sites were added and the entire Inventory became available electronically via the Historic Scotland website. Currently there are 386 sites included in the Inventory. Inclusion of a site means that it receives recognition and a degree of protection through the planning system.
- 2.54. Compilation and management of the Inventory is undertaken on behalf of Scottish Ministers by Historic Scotland, and all references to Scottish Ministers below should be read in this way.
- 2.55. There is no primary legislation that gives protection to gardens and designed landscapes. National planning policy, however, confirms that maintaining and enhancing the quality of the historic environment and preserving the country's heritage are important functions of the planning system. Designed landscapes are part of that heritage. Thus at the strategic planning level development plans routinely include policies which identify the designed landscapes in their area

and outline the policy criteria which will apply to their appropriate protection, conservation and management within the planning system in accordance with national policy.

- 2.56. Where relevant, such policies will inform planning authorities' consideration of individual planning applications within development management. Some additional statutory provisions also apply at this stage. Section 15(1)(j)(iv) of The Town and Country Planning (General Development Procedure) (Scotland) Order 1992 (the GDPO) as amended (see Note 2.25) requires planning authorities, prior to granting planning permission, to consult Scottish Ministers on 'development which may affect a historic garden or designed landscape' that is, on the Inventory. In the context of the 1992 Order gardens and designed landscapes are defined as 'a garden or landscape identified in the "Inventory of Gardens and Designed Landscapes in Scotland"'. Historic Scotland's views on such applications will be a material consideration in the planning authority's determination of the case.
- 2.57. It is not Scottish Ministers intention to legislate in this area in the immediate future, but this will be kept under review.

#### **SCOTTISH MINISTERS' POLICY ON GARDENS AND DESIGNED LANDSCAPES**

- 2.58. Scottish Ministers are committed to the sustainable use and management of the historic environment. This means meeting the needs of today without compromising the opportunity for future generations to understand, appreciate and benefit from the historic environment. In the context of gardens and designed landscapes sustainable use and management means identifying and publishing details of nationally important gardens and designed landscapes in an Inventory and offering guidance and advice in the management of proposed changes to Inventory sites in order that future generations may enjoy these valuable assets as we do.
- 2.59. The purpose of the Inventory is to identify sites of national importance at the time of designation. It is Scottish Ministers' intention that this should continue and that Historic Scotland should compile the Inventory.
- 2.60. The following principles, additional to those set out in section 2.4 above, underpin the process of including sites in the Inventory:
- a. the selection process is informed by a wide range of factors (Annex 4). These help determine the level of interest which the site may possess;
  - b. selection will follow the consistent application of clear criteria, set out in Annex 4; other factors, such as implications for future use or financial issues are not relevant in considering whether a garden or designed landscape should be added to or removed from the Inventory;
  - c. gardens and designed landscapes in all parts of Scotland are worthy of study and should be considered for inclusion in the Inventory;
  - d. adding sites to and removing sites from the Inventory will be an ongoing process that recognises our changing level of knowledge and that every generation will have its own view on what comprises its heritage.
- 2.61. Owners and occupiers of gardens and designed landscapes, and planning authorities, will be consulted on proposed additions to the Inventory other than in exceptional circumstances.

- 2.62. To be deemed as being of national importance, and therefore to be included in the Inventory, a site will usually have to meet a majority of the criteria set out in Annex 4. In particular it would have to be demonstrated that it had sufficient integrity in its design to merit inclusion.

**IMPLEMENTATION OF POLICY ON DESIGNATING GARDENS AND DESIGNED LANDSCAPES**

- 2.63. Historic Scotland implements Scottish Ministers' policy on identifying nationally important gardens and designed landscapes and works closely on their behalf with planning authorities on consent for development proposals affecting Inventory sites. In fulfilling that duty Scottish Ministers expect the agency to:
- a. add to and remove sites from the Inventory through on-going maintenance and revision;
  - b. make information on the Inventory readily available;
  - c. communicate information on Scottish Ministers' role in the planning permission process for proposed development affecting Inventory sites in clear language;
  - d. make its decision-making process transparent;
  - e. provide advice and support in aid of the protection and management of gardens and designed landscapes, including the development of a grant scheme to support the planning and management of gardens and designed landscapes; and,
  - f. keep policy and process for gardens and designed landscapes under review.

## CHAPTER 3: CONSENTS

### INTRODUCTION

- 3.1. This chapter sets out Scottish Ministers' policies on scheduled monument consent, listed building consent and conservation area consent, and provides guidance to planning authorities on the consideration of planning applications affecting sites on the non-statutory Inventory of gardens and designed landscapes. Historic Scotland, as an agency of the Scottish Government, acts for Scottish Ministers, and all references to the handling of casework by Historic Scotland should be interpreted as meaning Historic Scotland on behalf of Scottish Ministers.

### STATUTORY DESIGNATIONS

#### *Scheduled Monument Consent*

#### LEGAL AND ADMINISTRATIVE CONTEXT

- 3.2. This section sets out Scottish Ministers' policy for the control of works affecting scheduled monuments of national importance that are legally protected under the Ancient Monuments and Archaeological Areas Act 1979. A scheduled monument is included in 'the Schedule' compiled under the 1979 Act (see Chapter 2 of this SHEP and Notes 3.1 and 3.2). Works to a scheduled monument require the prior written consent of Scottish Ministers: this is known as scheduled monument consent; there were about 8000 scheduled monuments in 2008.
- 3.3. Scheduled monuments range from 10,000-year-old sites created by the first settlers in Scotland to 20th-century military defences, and from abbeys and castles to the slight traces of prehistoric and medieval farms. They are a non-renewable resource, which provides us with valuable information about Scotland's past. Scheduled Monuments are part of Scotland's identity and are important both for their own sake and as a resource for research, education, regeneration, leisure and tourism, as well as creating a sense of local identity and community. They are often very fragile and vulnerable to damage or destruction.
- 3.4. Scheduled monument consent is required for any works that would demolish, destroy, damage, remove, repair, alter or add to the monument or to carry out any flooding or tipping on the monument (see Note 3.2). A consent under section 42 of the 1979 Act is also required to use a metal detector within a scheduled monument (see Note 3.3). It is a criminal offence to carry out any of these works without consent.
- 3.5. Some types of works do not require scheduled monument consent as they are deemed to have consent, under the terms of the Ancient Monuments (Class Consents) (Scotland) Order 1996 ('the Class Consents Order') (see Note 3.4).
- 3.6. The 1979 Act and the scheduled monument consent process also provide for the proper evaluation and investigation of scheduled monuments if damage or destruction is unavoidable.

- 3.7. Some monuments are both scheduled and listed. Where this is the case only scheduled monument consent is required for any works and the relevant parts of the listed buildings legislation are disapplied (see Note 3.5).
- 3.8. Every application for scheduled monument consent is considered on its merits and attention is drawn to the fact that in the 10 years 1995–2005, out of 2156 applications, only 16 were refused. In 2005–06 no applications were refused from a total of 249; in 2006–07 265 applications were received: one application was refused and another was provisionally refused resulting in a public local inquiry.

#### **THE SCHEDULED MONUMENT CONSENT PROCESS**

- 3.9. Historic Scotland administers the scheduled monument consent process on behalf of Scottish Ministers. Applicants (who may be the owner, tenant or any other party) are encouraged to contact Historic Scotland as early as possible to discuss their proposals. Applications must be made on the appropriate form (see Note 3.6) and should be supported by sufficient information to allow the proposed works and their impact upon the monument to be understood. The amount of information required will depend on the nature of the monument and the proposals. If further information is required, Historic Scotland will ask the applicant to submit this before reaching a view.
- 3.10. On receiving an application Historic Scotland will issue a provisional view to the applicant and other interested parties. The applicant can either accept this provisional view within 28 days or make representations to Scottish Ministers through Historic Scotland. The right to make representation applies to anyone who wants to. If agreement cannot be reached, Scottish Ministers can call for a public local inquiry to be held. They may also give the applicant or any other person an opportunity of appearing before and being heard by a person appointed by Scottish Ministers for that purpose (see Note 3.7). The final decision on the Inquiry Reporter's recommendations is taken by Scottish Ministers.
- 3.11. Scheduled monument consent is separate from the statutory planning process (see Annex 5 and Note 3.8). It may run in parallel in cases where planning permission is also required, and such cases are normally dealt with most effectively if applications for planning permission and scheduled monument consent are prepared at the same time.
- 3.12. The protection of scheduled monuments is taken account of in policies and procedures across a wide range of Scottish Ministers' responsibilities, for example in agriculture and forestry. Work on scheduled monuments also has to take account of other requirements, for example those covering health & safety, access and the general biodiversity duty under the Nature Conservation (Scotland) Act 2004. It is the responsibility of the applicant to satisfy these and any other legal requirements. In every case, except where covered by the Class Consents Order (see Note 3.9), scheduled monument consent must be obtained, no matter what other consents have been granted or what other legal requirements are being followed (for more information about class consents see Note 3.4).
- 3.13. Development affecting the setting of a scheduled monument is dealt with under the planning system and does not require scheduled monument consent.



### SCOTTISH MINISTERS' POLICY ON SCHEDULED MONUMENT CONSENT

- 3.14. Scottish Ministers are committed to the sustainable use and management of the historic environment. This means meeting the needs of today without compromising the opportunity for future generations to understand, appreciate and benefit from the historic environment.
- 3.15. Scottish Ministers include a monument in the Schedule to secure the long term legal protection of the monument in the national interest, *in situ* and as far as possible in the state it has come down to us. Scheduled monuments have an intrinsic value as monuments, not related to any concept of active use. It is the value of the monument to the nation's heritage, in terms set out in the section on Scheduling in Chapter 2 of this SHEP, that is the primary consideration in determining applications for scheduled monument consent.
- 3.16. Monuments are subject to decay and the threat of destruction, from natural and human causes. Conservation work is normally needed to prolong the life of a monument, but there is a risk that this can be so invasive that it irreversibly modifies the monument's character and affects the special interest or features that made the monument important in the first place.
- 3.17. Works on scheduled monuments should therefore **normally** be the minimum level of intervention that is consistent with conserving what is culturally significant in a monument. (Annex 1 sets out guidance as to how cultural significance and national importance should be determined.)
- 3.18. As each monument will require treatment specific to its individual nature, characteristics, significance and needs, any proposed change to it must be fully and explicitly justified.
- 3.19. Scheduled monument consent applications must be considered in terms of the cultural significance of the monument and the impact that the proposals would have upon this cultural significance. The greater the cultural significance of the monument, the stronger the case will be against intervention unnecessary for the long-term preservation of the monument. Similarly, the more important particular features of the monument are to its cultural significance, the greater will be the case against interventions which modify these features.
- 3.20. Extensive intervention will only be allowed where it is clearly necessary to secure the longer-term preservation of the monument, or where it will clearly generate public benefits of national importance which outweigh the impact on the national cultural significance of the monument. Such public benefits could come from, for example, interventions which make public access to scheduled monuments easier, or assist public understanding, or will produce economic benefits once the works are completed.
- 3.21. Where change is proposed, it should be carefully considered, based on good authority, sensitively designed, properly planned and executed, and where appropriate in the context of an individual monument, reversible.
- 3.22. Where unavoidable circumstances, such as coastal erosion, threaten the survival of a scheduled monument, it should, where possible, be excavated and/or recorded in detail before its destruction.

- 3.23. Where consent for the range of works set out in paragraph 3.4 is granted, conditions are normally applied to ensure the works are undertaken in an appropriate manner. Common requirements are:
- a. the use of appropriate assessment methodologies to determine the full impact of any proposed management, use or development;
  - b. the avoidance of irreversible change particularly wherever its effects cannot be adequately assessed;
  - c. that where change is necessary, strategies should be adopted to mitigate its impact and limit intervention;
  - d. that the management and execution of alteration, including remedial work, is sympathetic to the historic character;
  - e. that appropriate skills and techniques, materials and construction techniques are specified where appropriate;
  - f. that an appropriate level of record is made before, during and after any work and deposited in local and national archives, and, where appropriate, published;
  - g. that it is possible, on close inspection, to differentiate new work from old particularly on masonry structures;
  - h. that any archaeological excavation or other intrusive investigation should be based upon a detailed research strategy, with adequate resources, using appropriately skilled and experienced archaeologists with a satisfactory record of the completion and publication of projects (see Note 3.10);
  - i. that the design, planning and execution of works on scheduled monuments are undertaken by people with appropriate professional and craft qualifications, skills and experience.

#### **IMPLEMENTATION OF POLICY ON SCHEDULED MONUMENT CONSENT**

- 3.24. In carrying out this work for Scottish Ministers Historic Scotland will:
- a. undertake scheduled monument consent casework timeously and publish in its Corporate Plan the targets set for dealing with scheduled monument consent casework;
  - b. keep scheduled monument consent policies and processes under review;
  - c. clearly communicate decisions and information on scheduled monuments and scheduled monument consents;
  - d. make information on scheduled monuments and on the application procedure for scheduled monument consent readily available;
  - e. make its decision-making process transparent.
- 3.25. It is the responsibility of the applicant to ensure that applications for scheduled monument consent include all the necessary information to allow the proposals and their impact to be assessed fully.
- 3.26. For departments and agencies of the UK and Scottish governments undertaking works to monuments in Scotland there is a parallel system known as scheduled monument clearance. This is governed by the same principles and procedures as

the scheduled monument consent processes and in all cases proposals are assessed by the Inspectorate within Historic Scotland.

- 3.27. Most properties in the care of Scottish Ministers are also scheduled monuments. In the case of these properties Historic Scotland must go through the same clearance process as set out in 3.26. In these cases the Properties in Care Group of Historic Scotland is the applicant, while the consent is processed and considered by the Inspectorate in the same way as any other application. The process of considering these applications is rigorous and significant applications are considered by the Historic Scotland Board before a decision is made. The minutes of the Board are available on Historic Scotland's website and the Board's composition (including in 2008 six non-executive directors) is set out in the agency's Annual Reports.
- 3.28. Third-party applicants for works on Properties in Care of Scottish Ministers will require scheduled monument consent; the impact of works proposed in the application will be subject to the same scrutiny as for other scheduled monuments. Policies on considering works proposed by third parties at Properties in Care are set out in Chapter 4 of this SHEP.
- 3.29. Policies for the use of or the provision of activities at Properties in Care are set out in Chapter 4 of this SHEP.

### ***Listed Building Consent***

#### **LEGAL AND ADMINISTRATIVE CONTEXT**

- 3.30. This section sets out Scottish Ministers' policy for the control of works affecting listed buildings.
- 3.31. Historic buildings and structures are a highly visible and accessible element of Scotland's rich heritage. They cover a wide range of uses and periods, which together chart a great part of the history of Scotland. They affect all aspects of life, from education to recreation, to defence, industry, homes and worship. Much of Scotland's social and economic past and its present is expressed in these exceptional buildings. Listing recognises their historic importance. This in turn helps ensure that their potential for the study of history and for wider issues such as sustainability, community identity, local distinctiveness, and social and economic regeneration are all fully explored.
- 3.32. Listed buildings are protected under the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997. This establishes that any work which affects the character of a listed building will require listed building consent. It is a criminal offence to carry out such work without listed building consent. Annex 6 provides more information on what aspects of a listed building are covered by the listed building consent provisions, those works which are exempt from the requirement for listed building consent as well as the processes to be followed by applicants and by planning authorities in dealing with applications.
- 3.33. In assessing an application for listed building consent, the planning authority is required to have special regard to the desirability of preserving the building, or its setting, or any features of special architectural or historic interest which it possesses.
- 3.34. Works of like-for-like repair or other works which do not affect a building's character, would not normally require listed building consent. Such works could include repointing a wall or altering part of a building which does not contribute to the overall special interest.

- 3.35. Listed building consent is separate from the statutory planning process (see Annex 7) but there is a close relationship between them and this policy should therefore be read in conjunction with current Scottish Government planning policy for the historic environment (see Note 3.11). The two systems may run in parallel in cases where planning permission is also required, and such cases are normally dealt with most effectively if applications for planning permission and listed building consent are submitted at the same time. It is not possible to seek or to be given outline listed building consent.
- 3.36. The majority of listed buildings are adaptable and have met the needs of successive generations while retaining their character. Change should therefore be managed to protect a building's special interest while enabling it to remain in active use. Each case must be judged on its own merits but in general terms listing rarely prevents adaptation to modern requirements but ensures that work is done in a sensitive and informed manner.

#### **THE LISTED BUILDING CONSENT PROCESS**

- 3.37. Local authorities administer the listed building consent process, except where the local authority is itself the applicant, in which case Scottish Ministers will determine the application. Applications must be made on the appropriate form and should be supported by sufficient information to allow the proposed works and their impact upon the building's character to be understood. The amount of information required will depend on the nature of the building and the proposals.
- 3.38. On receiving an application the local authority will undertake the appropriate consultation before reaching a view. Where the local authority is minded to grant listed building consent, they must notify Historic Scotland. Historic Scotland will consider the notification within 28 days and either clear it back to the local authority or request further time to consider the proposal. Exceptionally, where a proposal raises issues of national significance Scottish Ministers may require that the application be referred to them for a decision.
- 3.39. Work to listed buildings has to take account of other requirements, for example those covering health & safety, equalities duties, access and the general biodiversity duty under the Nature Conservation (Scotland) Act 2004. It is the responsibility of the applicant to satisfy these and any other legal requirements.

#### **SCOTTISH MINISTERS' POLICY ON LISTED BUILDING CONSENT**

- 3.40. Scottish Ministers are committed to the sustainable use and management of the historic environment. This means meeting the needs of today without compromising the opportunity for future generations to understand, appreciate and benefit from the historic environment.
- 3.41. In the context of listed buildings this means recognising the advantages to be gained from retaining existing buildings and ensuring that their special interest is protected (see Chapter 2 and Annex 2). How 'special interest' is established is set out in Annex 2.
- 3.42. Once lost listed buildings cannot be replaced. They can be robbed of their special interest either by inappropriate alteration or by demolition. There is, therefore, a presumption against demolition or other works that adversely affect the special interest of a listed building or its setting.
- 3.43. Listed buildings will however, like other buildings, require alteration and adaptation from time to time if they are to remain in beneficial use, and will be at risk if

such alteration and adaptation is unduly constrained. In most cases such change, if approached carefully, can be managed without adversely affecting the special interest of the building.

### *Applications*

- 3.44. Knowing what is important about a building is central to an understanding of how to protect its special interest. Applications should demonstrate that in arriving at a strategy for intervention, the importance of the building has been clearly understood and those features which contribute to its special interest have been identified.
- 3.45. In general the more extensive the intervention which is proposed, the more supporting information applications should provide. Where proposals involve significant intervention, evidence that less intrusive options have been considered should be provided. Where the application would have a significantly adverse effect on the building's special interest, but is believed to offer significant benefits to economic growth or the wider community, applicants should prepare a statement which justifies the intervention in relation to these benefits. This statement should demonstrate that the benefits could not be realised without the intervention proposed.
- 3.46. Where the application proposes the demolition of a listed building applicants will be expected to provide evidence to show that:
- a. the building is not of special interest; or
  - b. the building is incapable of repair; or
  - c. the demolition of the building is essential to delivering significant benefits to economic growth or the wider community; or
  - d. the repair of the building is not economically viable and that it has been marketed at a price reflecting its location and condition to potential restoring purchasers for a reasonable period.
- 3.47. Potential applicants are encouraged to have pre-application discussion with planning authorities and Scottish Ministers expect planning authorities to provide pre-application advice. A key aspect of that advice, to avoid delays at a later stage, should be to clarify what supporting information will be required when an application is submitted. Where proposals involve significant intervention to, or the demolition of a listed building the planning authority should involve Historic Scotland in the pre-application discussions.
- 3.48. Planning authorities should satisfy themselves, as soon as applications are received, that they include an appropriate level of supporting information.

### *Determination of applications*

- 3.49. Where a proposal protects or enhances the special interest of the building, for example through the like-for-like replacement of a window or door which is beyond repair or the reinstatement of important detailing, consent should normally be granted.
- 3.50. Where a proposal involves alteration or adaptation which will sustain or enhance the beneficial use of the building and does not adversely affect the special interest of the building, consent should normally be granted.

- 3.51. Where a proposal involves alteration or adaptation which will have an adverse or significantly adverse impact on the special interest of the building, planning authorities, in reaching decisions should consider carefully:
- a. the relative importance of the special interest of the building; and
  - b. the scale of the impact of the proposals on that special interest; and
  - c. whether there are other options which would ensure a continuing beneficial use for the building with less impact on its special interest; and
  - d. whether there are significant benefits for economic growth or the wider community which justify a departure from the presumption set out in paragraph 3.42 above.
- 3.52. In the case of applications for the demolition of listed buildings it is Scottish Ministers' policy that no listed building should be demolished unless it can be clearly demonstrated that every effort has been made to retain it. Planning authorities should therefore only approve such applications where they are satisfied that:
- a. the building is not of special interest; or
  - b. the building is incapable of repair; or
  - c. the demolition of the building is essential to delivering significant benefits to economic growth or the wider community; or
  - d. the repair of the building is not economically viable and that it has been marketed at a price reflecting its location and condition to potential restoring purchasers for a reasonable period.

#### **IMPLEMENTATION OF POLICY ON LISTED BUILDING CONSENT**

- 3.53. Historic Scotland, acting on behalf of Scottish Ministers and working closely with planning authorities, will:
- a. undertake listed building consent casework timeously and publish in its Corporate Plan the targets set for dealing with listed building consent casework;
  - b. keep listed building consent policies and process under review;
  - c. communicate information on Scottish Ministers' role in listed building consent in clear language;
  - d. make information on listed buildings readily available;
  - e. make its decision-making process transparent.
- 3.54. Ministers expect that the information provided with applications for listed building consent should be sufficient to enable planning authorities and Scottish Ministers to form a judgement, not only on the intended development of the listed building itself, but also any associated development of which the listed building forms a part. This requirement is in addition to those in place to notify Scottish Ministers of proposals involving the alteration or extension of listed buildings. The responsibility lies with the applicant to ensure that applications contain all the necessary information. Where significant change is considered necessary on economic grounds, Scottish Ministers expect applicants to provide supporting information to demonstrate this.

- 3.55. When considering a developer's proposals to integrate listed buildings into an overall development, Ministers expect planning authorities to take into account not only the desirability of preserving the building's historic fabric but the need to maintain it in an appropriate setting. Planning authorities involved in discussions about work to Category A and B listed buildings that is novel, contentious or large scale should consult with Historic Scotland at an early stage.

### ***Conservation Area Consent***

#### **LEGAL AND ADMINISTRATIVE CONTEXT**

- 3.56. Applications for conservation area consent are dealt with by planning authorities and policy is set out in Scottish Planning Policy 23. Advice on the management of Conservation Areas is contained in Planning Advice Note 71 and further guidance will be promulgated by Historic Scotland.
- 3.57. Scottish Ministers have directed that conservation area consent required for demolition of unlisted building in conservation area shall not apply to certain specified buildings and structures (see Annex IV of SDD Circular 17/87 dated 25.9.87): the term 'conservation area consent' is used for applications to demolish unlisted buildings in conservation areas. Anyone wishing to demolish a building within a conservation area must first apply for conservation area consent.
- 3.58. Planning authorities who are themselves seeking consent to demolish an unlisted building in a conservation area must, as for listed building consent, apply direct to Scottish Ministers.
- 3.59. The demolition of unlisted buildings in conservation areas is brought under control by applying, with modifications, listed building controls. In particular, the provisions relating to the advertisement of applications and to the notification of applications to Scottish Ministers and to the Royal Commission on the Ancient and Historical Monuments of Scotland apply (see Note 3.12).

#### **SCOTTISH MINISTERS' POLICY ON CONSERVATION AREA CONSENT**

- 3.60. The demolition of even a single building and the construction of a new building or buildings in its place could result in harm to the character or appearance of a conservation area, or part of it. In deciding whether conservation area consent should be granted, planning authorities should therefore take account of the importance of the building to the character or appearance of any part of the conservation area, and of proposals for the future of the cleared site. If the building is considered to be of any value, either in itself or as part of a group, a positive attempt should always be made by the planning authority to achieve its retention, restoration and sympathetic conversion to some other compatible use before proposals to demolish are seriously investigated. In some cases, demolition may be thought appropriate, for example, if the building is of little townscape value, if its structural condition rules out its retention at reasonable cost, or if its form or location makes its re-use extremely difficult.
- 3.61. In instances where demolition is to be followed by re-development of the site, consent to demolish should in general be given only where there are acceptable proposals for the new building.
- 3.62. Both Scottish Ministers and the planning authority are required to have regard to the desirability of preserving or enhancing the appearance of the conservation area in exercising their responsibilities under the planning legislation, and this statutory duty should always be borne in mind when considering demolition applications.

## **NON-STATUTORY DESIGNATIONS**

### ***Gardens and Designed Landscapes***

#### **SCOTTISH MINISTERS' POLICY ON THE TREATMENT OF GARDENS AND DESIGNED LANDSCAPES IN THE PLANNING PROCESS**

- 3.63. As stated in Scottish Planning Policy 23, the effect of proposed development on a garden or designed landscape is a material consideration in the determination of a planning application.
- 3.64. Scottish Ministers expect planning authorities to have careful regard for the specific qualities, character and integrity of gardens and designed landscapes. Planning authorities should therefore continue to extend protection to designed landscapes through the inclusion of appropriate policies in their development plans.
- 3.65. The Inventory is intended to identify sites of national importance. There are however many sites across Scotland which do not meet the criteria set for national importance but nevertheless make an important contribution to the local historic environment and landscape character of the area. Planning authorities are therefore encouraged also to develop policies within their development plans for the identification and future management of such non-Inventory sites in their areas.
- 3.66. Planning authorities should use appropriate conditions to protect and enhance sites on the Inventory. Planning authorities are also encouraged to obtain management plans for gardens and designed landscapes from owners both to identify conservation needs and direct how change can be best accommodated.
- 3.67. Informed change should be managed carefully with the aim of ensuring that the significant elements justifying designation are protected or enhanced.



## CHAPTER 4: PROPERTIES IN THE CARE OF SCOTTISH MINISTERS

### INTRODUCTION

- 4.1. This chapter sets out Scottish Ministers' policy on the conservation of and access to the properties in their care that are looked after by Historic Scotland on their behalf.

### LEGAL AND ADMINISTRATIVE CONTEXT

- 4.2. The United Kingdom government is party to the European Convention on the Protection of the Archaeological Heritage (the 'Valletta Convention') (see Note 2.1). Under this convention states recognise, in Article 2, that they must have a legal system for the protection of the archaeological heritage, on land and under water. Article 4 requires provision for 'the conservation and maintenance of the archaeological heritage preferably *in situ*'. Article 5 ensures that 'the opening of archaeological sites to the public...does not adversely affect the archaeological and scientific character of such sites and their surroundings'. Article 9 provides an obligation to develop public awareness.

#### *The law*

- 4.3. The United Kingdom has had legislation in place to protect ancient monuments since 1882. One part of that protection was the power of the Commissioners of Works to acquire ancient monuments for their protection and maintenance, by gift, purchase or agreement. It also provided powers for owners to retain nominal ownership of a monument, while passing the control and maintenance to the state by means of a deed of guardianship. Obligations and duties under the ancient monuments legislation have been extended over time.
- 4.4. Scottish Ministers' powers relating to the estate of Properties in Care are enshrined in the Ancient Monuments and Archaeological Areas Act 1979 (see Note 4.1). The Act places a duty on Scottish Ministers to maintain the monuments in their care and provides the powers to do 'all such things as may be necessary for the maintenance of the monument and for the exercise by them of proper control and management with respect to the monument'. Up-to-date information on the properties in state care is available from Historic Scotland either by writing or by visiting [www.historic-scotland.gov.uk](http://www.historic-scotland.gov.uk)
- 4.5. Access to Properties in Care is regulated under section 19 of the 1979 Act and the same section empowers Scottish Ministers to control and regulate that access.
- 4.6. Artefacts associated with the Properties in Care are not normally specifically scheduled under the 1979 Act but are protected by property law (see Note 4.2).
- 4.7. Historic Scotland is required to take full account of the requirements of all current health and safety legislation. It will also implements its equalities duties in

relation to race, gender, disability, sexual orientation, age and religion through an operational policy. It will shortly produce a Gaelic language plan for its operations.

- 4.8. Historic Scotland has statutory duties to promote biodiversity under section 1 of the Nature Conservation (Scotland) Act 2004. The Act sets out to develop an integrated and sustainable approach by the Scottish Government to the conservation and management of Scotland's diverse natural heritage. Historic Scotland will implement its statutory functions in accordance with its duties under the Act to ensure that the conservation of biological diversity is encouraged and advanced.

### *The estate of Properties in Care*

- 4.9. Historic Scotland cares for 345 ancient monuments on behalf of Scottish Ministers. While no collection of properties can cover all aspects of the historic environment, the national portfolio of Properties in Care is representative of the sites and buildings that successive generations have seen as being worthy of the investment and special protection offered by state care. The estate covers a wide geographical and period spread, from Muness Castle in Shetland to New Abbey Corn Mill in Dumfries, and from Calanais Standing Stones in the west to Tantallon Castle in the east. It extends from early prehistory through to the industrial age. The properties cared for by Historic Scotland complement what is held by other bodies and individuals.
- 4.10. The purpose of the state taking properties into its care is for the long term preservation, for the public benefit, of a collection of monuments which define significant aspects of Scotland's past. Much of that benefit lies in the properties being accessible to the people of Scotland and visitors to the country, now and for the future. In promoting these policies Ministers seek to ensure that the Properties in Care are a showcase for Scotland, demonstrating exemplary practice in conservation, enhancing their understanding and improving the provision of access and interpretation in a way which can stand comparison with the best in the world.
- 4.11. The Properties in Care have great cultural significance. They illustrate the history and development of Scotland and its people, and help to define its identity. They are a source of wonder, enjoyment and learning both for Scots and visitors, many of whom see Scotland's long history and rich culture as their principal reason for coming to this country. The properties and their associated collections of artefacts are unique and irreplaceable, which makes their preservation vital to our understanding of each monument's past and to its part in Scotland's history.
- 4.12. Properties in the care of Scottish Ministers are held either by guardianship (by far the majority) ownership (around a fifth of the estate), or a small number by leasehold. Most monuments are in guardianship, which means that each is held under an individual deed of guardianship. This requires Historic Scotland to comply with a range of obligations, rights and constraints arising principally from the legislation or from the terms of the specific deed of guardianship or leasehold. All have been taken into care for their preservation in perpetuity (see para 4.19 below).
- 4.13. The principles that underpin Historic Scotland's work at the properties have developed over time. Initially, the simple preservation of the monument was all that was expected of the state. The provision of public access was added as a responsibility in 1900: since then the public perception of access and the requirements of international conservation charters have continued to broaden.

Historic Scotland has to meet these expectations by investing in the wider public benefits that come from understanding and interpreting monuments for a wide range of visitors.

- 4.14. The Properties in Care currently attract around three million visitors a year to the staffed monuments, where numbers are recorded, with many more visiting the non-staffed sites. This supports Scottish Ministers' important role in the promotion of tourism in Scotland. Entrance to more than 250 of these monuments is free. For properties where an entrance fee is charged, prices are set in line with similar properties operated by others in the sector. Visitors expect high standards of care, interpretation and visitor facilities that reflect the character of each property and do not detract from its qualities. They expect that so far as possible, the properties will be accessible to all. Many of the properties are on occasion used for private or public events, for international gatherings, or as film locations. These various demands can make the management of often fragile sites a considerable challenge and such activities can only be encouraged where they do not conflict with Ministers' principal duties of care in relation to the properties.
- 4.15. Works at Properties in Care undertaken by Historic Scotland are currently covered by Crown immunity. This means that Historic Scotland's works at properties which are scheduled monuments do not require scheduled monument consent (see Chapter 3 on Consents). Ministers, however, have put in place a parallel system of 'scheduled monument clearance' for works at Properties in Care. This will apply to all Properties in Care and applies the same standards and tests to works (see para 3.27). Works proposed by other parties, however, require formal scheduled monument consent. Depending on the terms under which the monument is held in care, such works could also require the permission of Historic Scotland as guardian, owner or leaseholder. Developments of visitor facilities at Properties in Care are not exempt from the requirement to obtain planning permission from the local authority.

## **SCOTTISH MINISTERS' POLICY ON PROPERTIES IN THEIR CARE**

- 4.16. Scottish Ministers are committed to the sustainable use and management of the historic environment. This means meeting the needs of today without compromising the opportunity for future generations to understand, appreciate and benefit from the historic environment. In the context of Properties in Care sustainable use and management means ensuring the long-term preservation of a broad collection of properties, while enabling as many people as possible to access, understand and enjoy them.

### ***Composition of the estate***

- 4.17. Scottish Ministers will maintain an estate of properties with their associated collections in state care to preserve and make available a representative collection of the archaeological and architectural past, both for the enjoyment and understanding of the nation and visitors to Scotland, and to ensure that it is preserved for future generations.
- 4.18. The legislation envisages monuments and sites being taken into care in perpetuity. Proposals to add to the estate, therefore, must be very carefully considered. In addition to assessing their merit in terms of their cultural significance, the implications for the balance of the types of property within the estate, and present risks to the monument, Historic Scotland will also consider what alternative options for care there might be and assesses the public benefit that would flow from the new investment. The costs of caring for the existing estate have tended

to rise in real terms, so that a realistic approach needs to be taken to targeting public funds where they will best achieve the primary aims of Scottish Ministers in relation to their Properties in Care. Few properties proposed for Care are likely to meet these criteria.

- 4.19. Because of the importance of the Properties in Care as a collection, and because of the level of state investment involved, it is currently expected that monuments will be held in perpetuity by the state. Only in exceptional circumstances is a monument likely to go back out of care. In coming to a view on disposals, Scottish Ministers will also take account of the implications for the balance of the remainder of the estate and any possible loss of public access or understanding of the monument. Each case will require the approval of Scottish Ministers, who will consult as appropriate. This policy will not prevent Historic Scotland delegating by agreement to local bodies responsibilities for managing the visitor facilities at particular properties, as happens at present.

### ***Conservation of properties***

- 4.20. The primary purpose of monuments coming into care is for their long-term preservation. Scottish Ministers therefore see the long-term preservation of the monument as their principal consideration. Procedures are in place to support this aim.
- 4.21. Scottish Ministers ensure that all conservation decisions at Properties in Care are based on an evaluation of significance, informed by a thorough knowledge and understanding of their monuments. Scottish Ministers will ensure that an assessment of significance is provided for all Properties in Care, measured against internationally-recognised criteria and a broad understanding of Scotland's past. They will seek to promote conservation and an understanding of Scotland's past through appropriate evaluation, survey, research, investigation, study and interpretation of the Properties in Care.
- 4.22. In order to secure the maintenance of conservation standards Scottish Ministers will ensure that Historic Scotland, on their behalf, maintains an appropriate record of the buildings, sites and monuments in their care, and the work carried out upon them. It is recognised that improvements in knowledge, understanding, international conservation practice and techniques of analysis may lead to reassessment of conservation needs.
- 4.23. Scottish Ministers are committed to the proper management and implementation of conservation at their Properties in Care, each of which has its own particular requirements. They therefore expect Historic Scotland to run an effective programme of inspection, consolidation, maintenance and repair at Properties in Care, employing the best available techniques and the most suitable materials. Scottish Ministers also expect this work to be implemented by staff with the appropriate knowledge, expertise, craft skills, training and resources. The quality of conservation work at Properties in Care is reviewed by Historic Scotland regularly through property condition surveys to ensure it meets the best contemporary standards of conservation; Historic Scotland benchmarks its work against other operators.
- 4.24. Scottish Ministers recognise that Properties in Care are more than the sum of their constituent parts. They have important historical, cultural or emotional associations that give them a particular significance to the life of the nation, as well as to the

local communities within which they are set. Many have outstanding landscape or picturesque values and settings. Scottish Ministers will conserve the Properties in Care in a way that preserves these qualities within an appropriate setting, and will work with others to protect and enhance their wider setting.

### ***Managing activity and change***

- 4.25. Any proposals, whether by Historic Scotland or another party, to use, to provide activities at, or to undertake works at Properties in Care, require careful consideration. They may have implications either for the operation of the monument as a place opened to the public and interpreted for them, or for the preservation of the monument (see Note 4.3), or both. More detail on how such proposals will be assessed is provided in the following paragraphs.
- 4.26. Proposals by Historic Scotland to use or provide activities at Properties in Care which do not involve works are the subject of careful internal scrutiny, which considers their implications for the maintenance of the monument, public access to the monument and the proper control and management of the monument.
- 4.27. Proposals for works by Historic Scotland at Properties in Care will be subject to rigorous assessment by the Historic Scotland Inspectorate against Scottish Ministers' policies on scheduled monument consent (see Chapter 3 and particularly para 3.27).
- 4.28. Proposals by other parties to use or provide activities at Properties in Care which do not involve works will be the subject of careful scrutiny by Historic Scotland, which considers their implications for the maintenance of the monument, public access to the monument and the proper control and management of the monument.
- 4.29. Proposals for works by other parties at Properties in Care are likely to require scheduled monument consent. In that case they will be rigorously assessed by the Historic Scotland Inspectorate against Scottish Ministers' policies on scheduled monument consent.
- 4.30. Those proposing to use properties or to undertake works, or both, are encouraged to discuss their proposals with Historic Scotland at an early stage, and certainly before submitting a formal request or scheduled monument consent application. The Properties in Care Group of Historic Scotland should be the first point of contact, and they will involve the Inspectorate where applicants need pre-application advice about scheduled monument consent.
- 4.31. A very few Properties in Care are not scheduled monuments, but are listed buildings. In such cases Historic Scotland will assess proposals to use properties or to undertake works using the same criteria as for scheduled Properties in Care. Separate applications for listed building consent and, where necessary, planning permission, would, however, have to be made to the planning authority.

### ***Access to properties***

- 4.32. The provision of access to Properties in Care is one of the principal responsibilities of Scottish Ministers undertaken by Historic Scotland. The control and management of sites requires the provision of visitor facilities and information to support this. Access, and the associated understanding and promotion of the sites, lies at the heart of the sustainable management of Properties in Care.

- 4.33. Subject to the overriding objective of conservation and to the careful consideration of the safety of visitors and staff, Scottish Ministers are committed to improving, enhancing and encouraging all forms of access and understanding at their properties and their collections, and to setting the highest standards.
- 4.34. The process of planning for access put in place by Scottish Ministers seeks to optimise access. It will not, however, always be possible to provide full physical and intellectual access to the same degree at all sites. Some of the properties were designed to be difficult to access, and providing full access to these, or to parts of others, would require interventions that would be physically damaging or visually intrusive to an extent which is inconsistent with the primary duty of Scottish Ministers to conserve the properties in their care. Where full access is not possible they expect Historic Scotland to make efforts to provide other forms of access, particularly at popular sites.
- 4.35. Scottish Ministers are committed to developing the highest standards of practice in the presentation and interpretation of the properties, both on and off site. Where local or national interest groups, including equality and disability groups, exist, they expect Historic Scotland to involve user groups and local communities in planning and developing site facilities and in monitoring the effectiveness of the new provision.
- 4.36. A small number of Properties in Care is not currently accessible to the public on a regular basis, and occasionally parts of other properties may be closed for safety, security or other operational reasons. Scottish Ministers expect Historic Scotland to manage effectively such closures and to advertise changes to opening times. A clear explanation should be provided for the closure in each case.
- 4.37. Scottish Ministers are committed to promoting the use, understanding and enjoyment of Scotland's historic environment as a valuable resource for learning and teaching. They expect the properties to provide a focus to inspire, motivate and nurture learners of all ages and backgrounds across Scotland, through both formal education and lifelong learning. There is a commitment to continuing free educational access to Properties in Care.
- 4.38. The cost of caring effectively for the estate of Properties in Care is high. Scottish Ministers are conscious of the wider economic benefits which arise from visits to the properties and do not expect the estate to generate sufficient revenue to cover these costs. They do however consider that, as in most other countries, visitors should meet part of the costs of operating the estate. They expect Historic Scotland to set admission and other charges which are broadly comparable with those at attractions operated by others and to take into account the facilities provided at each site in setting these charges. For a range of reasons, well over 250 of the properties are likely to remain free for the foreseeable future.

## **IMPLEMENTATION OF POLICY ON PROPERTIES IN CARE**

- 4.39. Implementation of the principles laid out in this policy paper will be embedded in business planning, processes and procedures across Historic Scotland. Where there are particular requirements, operational policy or guidance will be put in place after appropriate consultation. These will include operational policy or guidance on conservation, equality duties, admissions charging, acquisitions and disposals, and the natural environment at Properties in Care. An early outcome will be the publication of an Access Guide to Properties in Care.
- 4.40. In order to improve knowledge, increase understanding and prioritise resources Historic Scotland will maintain a programme of research on different aspects of work on Properties in Care, and where appropriate publish or archive the results.
- 4.41. Historic Scotland will continue an active programme of conservation at Properties in Care. This is planned and documented in Historic Scotland's annual works programme.
- 4.42. Historic Scotland will continue an active programme of interpretation, education and lifelong learning through the Properties in Care.
- 4.43. Historic Scotland will implement its health and safety policy for Properties in Care.
- 4.44. Historic Scotland will include equality and disability awareness training in its training programmes.

## CONTACTS

Further information on Scheduling, Listing, Conservation Areas, the inclusion of Gardens & Designed Landscapes on the non-statutory Inventory, and on the related consents processes can be found on Historic Scotland's website [www.historic-scotland.gov.uk](http://www.historic-scotland.gov.uk). Copies of the booklets *Scheduled Monuments: a guide for owners, occupiers and managers* and *Scotland's Listed Buildings* can be obtained from Historic Scotland at the address below. Historic Scotland is constantly improving the information available on the nature, location and, where appropriate, the extent of designated sites on its website. Specific queries on the contents of this paper should be directed, as appropriate, to the following Historic Scotland staff:

- *The SHEP document itself* – The Head of National Policy  
Tel: 0131 668 8639 [HS.policy@scotland.gsi.gov.uk](mailto:HS.policy@scotland.gsi.gov.uk)
- *Scheduling* – The Head of Scheduling, Tel: 0131 668 8914  
[HS.Inspectorate@scotland.gov.uk](mailto:HS.Inspectorate@scotland.gov.uk)
- *Listing* – The Head of Listing, Tel: 0131 668 8701  
[HS.Inspectorate@scotland.gsi.gov.uk](mailto:HS.Inspectorate@scotland.gsi.gov.uk)
- *Gardens & Designed Landscapes* – Head of Gardens Team  
Tel: 0131 668 8798 [HS.Inspectorate@scotland.gsi.gov.uk](mailto:HS.Inspectorate@scotland.gsi.gov.uk)
- *Scheduled monument consent & listed building consent* – The Chief Inspectors  
Tel: 0131 668 8770 [HS.Inspectorate@scotland.gsi.gov.uk](mailto:HS.Inspectorate@scotland.gsi.gov.uk)
- *Properties in Care* – The Head of Cultural Resources, Properties in Care  
Tel: 0131 668 8763 [CRTenquiries@scotland.gsi.gov.uk](mailto:CRTenquiries@scotland.gsi.gov.uk)

All are based at Historic Scotland's headquarters:

Historic Scotland

Longmore House

Salisbury Place

Edinburgh

EH9 1SH

Switchboard Tel: 0131 668 8600



## NOTES

### NOTE TO THE INTRODUCTION

Note 0.1 More information on Historic Scotland can be found on its website [www.historic-scotland.gov.uk](http://www.historic-scotland.gov.uk) The 2008 Framework Document can be accessed on Historic Scotland's website: [www.historic-scotland.gov.uk/framework-document.pdf](http://www.historic-scotland.gov.uk/framework-document.pdf)

### NOTES TO CHAPTER 1

Note 1.1. Until 1919 most houses were built by craftsmen using traditional indigenous building materials.

Note 1.2. Information on World Heritage Sites generally can be found at: <http://whc.unesco.org/en/175/> and on the Scottish sites at [www.historic-scotland.gov.uk/index/heritage/worldheritage.htm](http://www.historic-scotland.gov.uk/index/heritage/worldheritage.htm)

Note 1.3. The National Performance Framework can be accessed on the Scottish Government website: [www.scotland.gov.uk](http://www.scotland.gov.uk)

Note 1.4. The 32 local authorities have a major contribution to make through their role as planning authorities, as co-ordinators of the community planning process, as owners of historic buildings, ancient monuments and parks, and as education and cultural authorities, operating museums, galleries, libraries and archives. Local authorities, at their own hand or through shared services or associated heritage trusts, undertake a wide range of duties in relation to the historic environment. These can include (although not all local authority or other analogous services provide all of the services listed here):

- a. determining listed building consent applications (in partnership with Historic Scotland);
- b. determining conservation area consent applications (in partnership with Historic Scotland);
- c. maintaining a Sites and Monuments Record or Historic Environment Record;
- d. providing advice to applicants for environmental management funds supplied through the Scottish Government to land managers;
- e. undertaking work to identify and protect important archaeological sites that might be affected by forest and woodland planting and management proposals on both public and privately-owned land.

Note 1.5. RCAHMS is a non-departmental public body sponsored by the Architecture Policy Unit, part of the Built Environment Directorate of the Scottish Government. It is a key partner of Historic Scotland whose work in survey and record-keeping underpins a significant proportion of Historic Scotland's work of designation and aids the work of many organisations, businesses and individuals. More information on RCAHMS can be found on its website [www.rcahms.org.uk](http://www.rcahms.org.uk)

Note 1.6. The current (2003) Protocol for the Care of the Government Historic Estate is accessible on Historic Scotland's website at: [www.historic-scotland.gov.uk/bcrprotocol.pdf](http://www.historic-scotland.gov.uk/bcrprotocol.pdf). The document is currently being revised and it is intended that it will form a chapter of a future edition of the SHEP.

Note 1.7. Scotland's Historic Environment Audit was set up on the recommendation of the Historic Environment Advisory Council for Scotland: the Audit website is at: [www.heritageaudit.org.uk](http://www.heritageaudit.org.uk).

Note 1.8. PASTMAP is a web-based information resource on the historic environment providing a range of information, free of charge, unparalleled elsewhere in Europe. The website represents a major joint initiative between Historic Scotland, the Royal Commission on the Ancient and Historical Monuments of Scotland, Scottish Natural Heritage and local government. The PASTMAP website ([www.pastmap.org.uk](http://www.pastmap.org.uk)) was launched in 2004 and has been a great and undoubted success.

Against a dynamic map base, users can display the locations and, where appropriate, the extent, of:

- a. all the sites, buildings and places recorded in the national database maintained by the Royal Commission on the Ancient and Historical Monuments of Scotland;
- b. all of Scotland's c. 47,000 Listed Buildings;
- c. Scotland's c. 8000 Scheduled Monuments;
- d. Gardens and designed landscapes;
- e. (over a growing part of Scotland) sites, buildings, places and findspots recorded by local government historic environment services.

## NOTES TO CHAPTER 2

Note 2.1. The Valletta Convention can be accessed at: <http://conventions.coe.int/Treaty/en/Treaties/Html/143.htm>

In addition, information on the development of international conservation charters is available in Historic Scotland Technical Advice Note 8.

Note 2.2. Part II of the 1979 Act, relating to archaeological areas, was not brought into effect in Scotland, and now has limited effect in England. The 1979 Act does not apply in Northern Ireland.

Note 2.3. Section 61(7) of the 1979 Act.

Note 2.4. Section 61(13) of the 1979 Act.

Note 2.5. Planning Advice Note 42, para 44. As a selective ('nationally

important’) sample of the nation’s archaeology, the Schedule differs from the more comprehensive List of buildings of ‘special architectural or historic interest’ compiled under the terms of the Town and Country Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, both in the subject matter and in the procedures which arise from inclusion. While Historic Scotland undertakes casework on scheduled monuments, the first point of contact for listed building consent is the local authority.

Note 2.6. Section 1(3) of the 1979 Act.

Note 2.7. The criteria in force between 1983 and 2005 were published in the Scottish Government’s Planning Advice Note 42 Archaeology, the Planning Process and Scheduled Monument Consent Procedures (PAN 42). These were superseded by the publication in 2006 of the criteria and guidance set out in Annex 1. PAN 42 is available at:

**[www.scotland.gov.uk/Publications/1994/01/17081/21710](http://www.scotland.gov.uk/Publications/1994/01/17081/21710)**

Note 2.8. Section 2 of the 1979 Act.

Note 2.9. The Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 can be accessed at **[www.statutelaw.gov.uk](http://www.statutelaw.gov.uk)**.

Note 2.10. The term ‘building’ is defined in the 1997 Act as amplified below:

- a. a ‘building’ includes any structure or erection, and any part of a building in a list compiled or approved by the Scottish Ministers. This can include street furniture, cranes, fountains, bridges, bandstands and earthen works such as ha-has;
- b. any object or structure which is fixed to a listed building, or which falls within the curtilage of such a building and, although not fixed to the building, has formed part of the land since before 1 July 1948, will be treated as part of the building. This includes ancillary structures and outbuildings such as stables, mews, garden walls, dovecots and gate lodges;
- c. any plant or machinery within a building is excluded from the definition of ‘building’ but can be included within the scope of listing if physically attached to the main building and hence falling within the category of a fixed structure or object;
- d. listing covers the interior as well as the exterior of the building: the fact that the list contains no detailed interior description does not alter this rule. As ‘any object or structure fixed to a building’ is also treated as listed the definition extends to major interior fixtures such as plasterwork or painted ceilings, chimney-pieces and panelling.

Note 2.11. 1997 Act, section 1 (1).

Note 2.12. 1997 Act, section 1 (3).

Note 2.13. 1997 Act, section 2(2) and 2(2)(a), sets out this requirement. Up-to-date information on the lists can be obtained from the appropriate local planning authority or from Historic Scotland. Every planning authority is required by the Act to keep available for public inspection, free of charge, at reasonable hours and at a convenient place, copies of those lists and the amendments to them which relate to the buildings within its area. The Scottish Ministers are similarly required to keep a copy of the full List available and do so at the headquarters of Historic Scotland at Longmore House, Edinburgh (under the 1997 Act section

2(4) and 2(3) and through the agency's website, [www.historic-scotland.gov.uk](http://www.historic-scotland.gov.uk)). The lists are also available through the Royal Commission on the Ancient and Historical Monuments of Scotland, and through PASTMAP ([www.pastmap.org.uk](http://www.pastmap.org.uk)).

Note 2.14. 1997 Act, section 2(2)(a).

Note 2.15. 1997 Act, section 1(4)(b).

Note 2.16. 1997 Act, section 6.

Note 2.17. 1997 Act' section 9. Where a building is both listed and scheduled, the scheduling legislation takes precedence and the other legislation is disappplied.

Note 2.18. Historic Scotland (since January 2006) issues a welcome pack to the owner of any newly listed building, including the findings of consultation and providing supporting information on the designation. Historic Scotland provides advice on what listing means to owners and occupiers in the free publication *Scotland's Listed Buildings*, also available at:

**[www.historic-scotland.gov.uk/listed\\_buildings.pdf](http://www.historic-scotland.gov.uk/listed_buildings.pdf)**

Note 2.19. 1997 Act, section 1.

Listed buildings are given categories of listing which distinguish their relative merit. These categories have no statutory weight but are advisory. They inform levels of designation and grant award. There are three categories, defined as follows:

- A buildings of national or international importance, either architectural or historic, or fine little-altered examples of some particular period style or building type;
- B buildings of regional or more than local importance, or major examples of some particular period, style or building type;
- C(S) buildings of local importance; lesser examples of any period, style, or building type, as originally constructed or altered; and simple, traditional buildings which group well with others.

In addition, a system of group categories exists to highlight the contextual relationship which an individual listed building may possess in relation to others. These are A and B Groups. They are in addition to the individual category and likewise have no statutory significance. They serve to flag considerations of setting, function, design, planning and historic combinations where the individual value is enhanced by its association with others.

Note 2.20. Such notices must also give particulars of the effect of designation, especially the controls on demolition. There is no prescribed form of notice, but published notices should describe the area as clearly as possible, such as by reference to street names, with maps available for inspection. The conservation area map should be on a scale of 1:2500 or, exceptionally such as in the case of a large rural area, 1:10,000 and should be accompanied, where appropriate, by a street index complete with house numbers.

Note 2.21. Since this policy was first promulgated, Geographical Information Systems have become common. It is requested that Scottish Ministers also be provided with boundary information in an open GIS format.

Note 2.22. Notice of this must be published and Scottish Ministers informed in the same way as for new designations. When varying a conservation area, a planning authority should preferably cancel the existing boundaries and simultaneously redesignate the new area as a single whole, rather than adding small areas separately designated at the edge of the original area.

Note 2.23. 1997 Act, section 64.

Note 2.24. It might, for example, be sufficient to publish in a local paper and in the Edinburgh Gazette a notice conveying the authority's intentions, informing the public of a convenient place at which maps and background documents can be viewed and inviting comments. A public meeting will often be a useful way both of conveying information and of allaying unfounded fears about the impact of conservation area status on local owners. Consultation with other statutory authorities in the area is also recommended.

Note 2.25. The GDPO was amended in 2007 under the Town and Country Planning (General Development Procedure) (Scotland) Amendment Order 2007. The amended Order revised the definition of the Inventory to refer to the document that was published on 6 March 2007. The GDPO will be amended to reflect the publication of new entries on the Inventory. The amended Order also removed Scottish Natural Heritage (SNH) from its role as co-sponsor of the Inventory and as a statutory consultee on planning applications for developments that affect Inventory sites.

## NOTES TO CHAPTER 3

Note 3.1. The text of the Act is available at [www.statutelaw.gov.uk](http://www.statutelaw.gov.uk)

Note 3.2. Section 2 of the 1979 Act.

Note 3.3. Historic Scotland has a leaflet about metal detecting which can be found at [www.historic-scotland.gov.uk/textonly/revise/metal\\_detecting.pdf](http://www.historic-scotland.gov.uk/textonly/revise/metal_detecting.pdf)

Note 3.4. The classes of activity that are deemed to have consent are:

Class I certain agricultural, horticultural or forestry works;

Class II works executed more than 10m below ground level by the Coal Authority or their licensees;

Class III certain works by the British Waterways Board;

Class IV certain repair or maintenance works to machinery;

Class V certain works urgently necessary for health and safety;

Class VI certain works of archaeological evaluation;

Class VII certain works executed under Agreements under section 17 of the Act (management agreements);

Class VIII certain works grant-aided under section 24 of the Act;

Class IX certain works undertaken by the Royal Commission on the Ancient and Historical Monuments of Scotland.

Note 3.5. Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 section 55: [www.statutelaw.gov.uk](http://www.statutelaw.gov.uk)

Note 3.6. Currently set out in the Ancient Monuments and Archaeological Areas (Applications for scheduled monument consent) (Scotland) Regulation 1981. Forms are available from Historic Scotland and can be downloaded from the agency's website.

Note 3.7. 1979 Act, Schedule 1, Pt I, section 3.

Note 3.8. Only around 13% of scheduled monument consent applications are associated with a planning application. The rest relate to processes not covered by the planning system.

Note 3.9. Or where works are urgently necessary in the interests of health and safety (section 2.9 of the Ancient Monuments and Archaeological Areas Act 1979).

Note 3.10. These provisos are made because of experience in the 1960s to 1980s, when a large backlog of unpublished excavations developed; see G J Barclay & O Owen 'Historic Scotland's Backlog Project and the Projects Database', *Proceedings of the Society of Antiquaries of Scotland*, vol 125 (1995), 1–8, which can be accessed at:

[http://ads.ahds.ac.uk/catalogue/adsdata/PSAS\\_2002/pdf/vol\\_125/125\\_001\\_008.pdf](http://ads.ahds.ac.uk/catalogue/adsdata/PSAS_2002/pdf/vol_125/125_001_008.pdf)

Adequacy of resources will be determined on the basis of the scale and complexity of the project. It would be expected that an applicant for consent to excavate a nationally important monument will have completed and published projects of a comparable scale and complexity, and not have a backlog of unpublished fieldwork. Scheduled monuments are a small, nationally-important, proportion of Scotland's archaeological heritage, and should only be excavated by experienced archaeologists.

Note 3.11. Scottish Planning Policy 23 on the Historic Environment deals with listed buildings, conservation areas, World Heritage Sites, historic gardens, designed landscapes and their settings, and sets out the role of the planning system in protecting ancient monuments and archaeological sites and landscapes.

Note 3.12. To assist the Royal Commission in its task of selecting buildings which merit recording, it would be helpful if planning authorities could, when notifying demolition applications, include brief details of the building to include all unlisted buildings except ecclesiastical buildings in use as such, although this exemption may shortly be varied by order, scheduled monuments and buildings excepted by the direction of Scottish Ministers.

## NOTES TO CHAPTER 4

Note 4.1. The legal effect of guardianship is set out in section 13 of the Ancient Monuments and Archaeological Areas Act 1979. The Act can be accessed at: [www.statutelaw.gov.uk](http://www.statutelaw.gov.uk) Section 13 of the 1979 Act details the specific duty to maintain the monuments and to exercise proper control and management.

Access is regulated under section 19: subject to the provisions of this section, the public shall have access to any monument under the ownership or guardianship of the Scottish Ministers.

Section 19 empowers Scottish Ministers to control and regulate access by:

- a. setting the times of normal public access (what constitutes ‘normal’ is not defined by the Act, thereby enabling Scottish Ministers and Historic Scotland on their behalf to take account of a variety of considerations including location, the fragility of the monument and visitor safety);
- b. charging admission;
- c. excluding the public from all or any part of a monument in the interests of safety or of the maintenance or preservation of the monument;
- d. prohibiting or regulating any act or thing which would tend to injure or disfigure a monument or to disturb the public in their enjoyment of it;
- e. refusing admission to anyone where there is reasonable cause to believe they will injure or disfigure a monument or its amenities, or are likely to disturb the public enjoyment of it.

Note 4.2. The Historic Scotland operational policy paper Acquisition and Disposal of Artefacts (2001) regulates the acquisition and disposal by Historic Scotland of portable or semi-portable artefacts (‘the collections’). The adoption and implementation of this operational policy is a requirement of the Department of Culture Media and Sport Museums, Libraries and Archive Commission accreditation. Access is a major element underpinning the Museums, Libraries and Archives Council’s (MLA) accreditation scheme. On behalf of Scottish Ministers, Historic Scotland operates as a museum authority registered with MLA and is working towards accreditation status.

Note 4.3. For the vast majority of Properties in Care, which are scheduled monuments, under Section 2 of the 1979 Act.





## ANNEX 1: CRITERIA FOR AND GUIDANCE ON THE DETERMINATION OF ‘NATIONAL IMPORTANCE’ FOR SCHEDULING

### PREAMBLE

1. The Ancient Monuments and Archaeological Areas Act 1979 provides for the scheduling of ancient monuments, the sole criterion being that they are of national importance. A definition and operational guidance on how to determine whether or not a monument is of national importance was approved by the (former) Ancient Monuments Board for Scotland in 1983. The criteria and guidance offered here are an updated version that has taken account of the development of treaty, charter and practice in the UK and abroad and has been informed by a consultation exercise carried out in 2004. While based on the 1983 text, it also reflects the principles originally published in the *Stirling Charter* (2000), and now set out in paras 1.14 to 1.16 above. These have been informed by, and build on, the body of international conservation charters already in being. One of the most influential of these is the *Burra Charter* (current edn 1999), which introduced the now widely accepted concept of ‘cultural significance’. While taking into account national and international developments, this revised guidance has been prepared with the welfare of Scotland’s archaeological and built heritage in mind. The primary aim of this document is to provide guidance in determining whether monuments are unequivocally of national importance.

### ROLE OF HISTORIC SCOTLAND

2. The process of scheduling is undertaken on behalf of Scottish Ministers by Historic Scotland. Historic Scotland is an executive agency directly accountable to Scottish Ministers with the remit of protecting Scotland's historic environment. The selection of monuments and the scheduling process is undertaken by professional staff within Historic Scotland applying the policies, criteria and guidance set by Scottish Ministers.

### CULTURAL SIGNIFICANCE

3. The first step in considering whether a monument is of national importance is to identify and understand its cultural significance. The concept of ‘cultural significance’ will apply widely and to different degrees to all of Scotland’s historic environment, and should not be confused with the establishment of ‘national importance’, which is a separate process. For a monument or a class of monuments to be considered as being of national importance it must, first, have a particular cultural significance – artistic; archaeological; architectural; historic; traditional (factors listed in the 1979 Act); aesthetic; scientific; social – for past, present or future generations. Such significance is inherent in the monument itself, its fabric, setting, use, associations, meanings, records, related monuments and related objects.

4. For most of Britain's and Scotland's past, there are no 'national' prehistories or histories, as reflected in the built heritage. Instead, there is an aggregation of related prehistories and histories of different regions, which may have wider national or international links. It is through these linked regional histories and prehistories that the history of Scotland and the UK can be understood.
5. Cultural significance of any monument, whether of national importance or more local significance, can be characterised by reference to one or more of the following; the characteristics are in three groups:

- Intrinsic** – those inherent in the monument;
- Contextual** – those relating to the monument's place in the landscape or in the body of existing knowledge; and
- Associative** – more subjective assessments of the associations of the monument, including with current or past aesthetic preferences.

***Intrinsic characteristics***

- a. the condition in which the monument has survived. 'Condition' includes the potential survival of archaeological evidence above and below ground, and goes beyond the survival of marked field characteristics;
- b. the archaeological, scientific, technological or other interest or research potential of the monument or any part of it;
- c. the apparent developmental sequence of the monument. Monuments that show a sequence of development can provide insights of importance, as can places occupied for a short time;
- d. the original or subsequent functions of the monument and its parts.

***Contextual characteristics***

- e. The present rarity or representativeness of all or any part of the monument, assessed against knowledge of the archaeology of Scotland and of the region in which the monument occurs;
- f. the relationship of the monument to other monuments of the same or related classes or period, or to features or monuments in the vicinity. This is particularly important where individual monuments, themselves perhaps of limited immediate significance, form an important part of a widespread but varied class. The diversity of the class should be a material consideration in making individual decisions;
- g. the relationship of the monument and its parts with its wider landscape and setting.

***Associative characteristics***

- h. The historical, cultural and social influences that have affected the form and fabric of the monument, and vice versa;
- i. the aesthetic attributes of the monument;
- j. its significance in the national consciousness or to people who use or have used the monument, or descendants of such people; and

- k. the associations the monument has with historical, traditional or artistic characters or events.
6. Understanding of cultural significance may change as a result of the continuing history of the monument, or in the light of new information, or changing ideas and values.

## NATIONAL IMPORTANCE

7. The primary purpose of scheduling under the 1979 Act is the preservation of, and control of works on, monuments, the survival of which is in the national interest. The provisions of the 1979 Act are consistent with the principles of minimal intervention to ensure that the characteristics that make a monument of national importance are preserved as far as possible in the state in which it has come down to us, and is passed on to future generations in as unchanged a state as is practicable, in accord with the principles of sustainable development. In general, those principles will only be set aside in circumstances where wider considerations are deemed, on balance, to be of greater importance to the national interest, rather than to any sectoral or local interest; in individual cases such considerations may include the needs of research into Scotland's past.
8. It should be noted that no period of Scotland's past and no part of Scotland's land is inherently more or less likely to produce monuments of 'national importance' than another.
9. The purpose and implications of scheduling are issues that require to be taken into consideration when assessing monuments for scheduling. Scheduling may not be the only, or the most appropriate, mechanism to secure the future of all sites, even those that may otherwise meet the criteria.
10. The particular significance needed to define the monument as of 'national' importance may be established in terms of one or more of the following:
- a. its inherent capability or potential to make a significant addition to the understanding or appreciation of the past;
  - b. its retention of the structural, decorative or field characteristics of its kind to a marked degree;
  - c. its contribution, or the contribution of its class, to today's landscape and/or the historic landscape;
  - d. the quality and extent of any documentation or association that adds to the understanding of the monument or its context;
  - e. the diminution of the potential of a particular class or classes of monument to contribute to an understanding of the past, should the monument be lost or damaged; and
  - f. its place in the national consciousness is a factor that may be considered in support of other factors.

## ANNEX 2: CRITERIA FOR DETERMINING WHETHER A BUILDING IS OF ‘SPECIAL ARCHITECTURAL OR HISTORIC INTEREST’ FOR LISTING

1. The criteria can only provide a framework within which professional judgement is exercised in reaching individual decisions.
2. To be listed, a building need not be functioning for the purpose originally intended. For example, a redundant railway viaduct may have continued its life as a walkway or cycle path, even a wildlife sanctuary.
3. The principles of selection for statutory listing are broadly:
  - a. age and rarity;
  - b. architectural or historic interest;
  - c. close historical associations.

### AGE AND RARITY

4. The older a building is and the fewer of its type that survive the more likely it is to present a special interest. Age is a major factor in the evaluation process but its weight differs across the building types. Period definitions are given to facilitate the assessment but these are not intended to be watersheds or cut-off points.
5. All buildings erected before 1840 (pre-Victorian and the arrival of the railways) which are of notable quality and survive predominantly in their original form have a strong case. The year 1840 was selected because of the change which followed, in terms of the greater standardisation of materials and design, improved communications and the birth of the architectural press.
6. Buildings put up between 1840 and 1945 which are of special architectural or historic interest and of definite character either individually or as part of a group may be listed. As the survival rate increases after 1914, greater selectivity will be applied to take account of lesser rarity and relative age.
7. Those erected after 1945 may merit inclusion on the lists if their special architectural or historic interest is of definite architectural quality.
8. The listing of buildings less than 30 years old requires exceptional rigour because those making the judgement do not have the advantage of a long historical perspective. Threats to building types are often a trigger for advance consideration of buildings from this period.

## ARCHITECTURAL OR HISTORIC INTEREST

9. Selection for architectural or historic interest is assessed under a range of broad headings, summarised below.
10. *Interior:* Interior design and fixed decorative schemes of houses or business premises in all their variation can add to the case for listing. Examples include skirting boards, plasterwork, dado rails, chimney-pieces, staircases, doors and over-door panels, ornate radiators, floor grilles, sanitary ware, the existence of box-beds, vaulted basement or wine cellar divisions, slate shelving, servant bell systems, shop or pub fittings and fixed internal machinery.
11. *Plan Form:* The internal planning of buildings is instructive and can be ingenious although it may not be evident on the exterior. For example, the original flatting arrangement in terraced houses and tenements may not be obvious from the street and the plan of a farm steading, hospital or prison may reflect the latest theories in the design of each of these structures and therefore give the property additional significance.
12. *Technological excellence or innovation, material or design quality:* Evidence of structural or material innovation adds weight to a decision. Exceptional structural form can be significant and is found across the wide variety of building types from a cruck-framed barn to an early iron-framed jute mill or steel-framed office block. Exceptional use of materials or use of fine material may be a factor. Style will be considered against relevant conventions particularly for its quality or exceptional interest.
13. *Setting:* The context in which a structure sits can be a critical factor in its evaluation. It invariably accounts for its form and should not be under-rated. A structure whose setting has changed adversely, removing the original contextual character, or which has been removed from its context, has one less factor in support of its case for designation.
14. *Regional Variations:* The best examples of local vernacular buildings will normally be listed because together they illustrate the importance of distinctive local and regional traditions. It is important to ascertain distinctive regional variations in type, material and form.

## CLOSE HISTORICAL ASSOCIATION

15. Close associations with nationally important people, or events whose associations are well-documented, where the physical fabric of the building is also of some quality and interest, can be a significant factor. In consideration of such cases the association must be well authenticated and significant. The fabric should reflect the person or event and not merely be a witness to them. Local traditions are not always trustworthy. In most cases the building in question will have other qualities which combine to give it special interest, such as Walter Scott's house in Castle Street, Edinburgh, which forms part of a fine classical terrace. Where architectural interest is weak the case for listing on historical association must be strong. The building must be well preserved in a form and condition which directly illustrates its historical associations with the person or event in question. The transient association of short term guests, lodgers and tenants, however eminent, will not usually justify listing.

## WORKING WITH THE PRINCIPLES

16. In choosing buildings within the above broad principles:
  - a. particular attention is paid to the special value within building types, either for architectural or planning reasons, or as illustrating social and economic history;
  - b. a building may be listed for its contribution to an architecturally or historically interesting group, such as a planned burgh, town square or model village as well as its intrinsic merit considered in isolation;
  - c. the impact of vernacular buildings in particular is often made not only by individual buildings but by their grouping . At the other end of the spectrum, a major country house may well be enhanced by adjacent buildings such as stables, lodges, gatepiers and bridges in its curtilage, and vice versa;
  - d. authenticity, that is a building's closeness to the original fabric and therefore its ability to convey its significance, and levels of integrity, carries weight. It need not be the case that a building is as originally built, because changes made to it may have added to its significance. What is added or taken away will be considered for the overall benefit or detriment to its character.
17. It is important to stress that when buildings are being considered for listing, no factors other than architectural or historic interest as defined above can be taken into account. The condition of a property, for example, is not a factor in the evaluation unless it detracts significantly from the architectural or historic interest so that it can no longer be defined as special.

## ANNEX 3: CRITERIA FOR THE DESIGNATION OF A CONSERVATION AREA

1. It is the character or historic interest of an area created by individual buildings and open spaces and their relationship one with the other which the legislation covering conservation areas seeks to preserve.
2. The statutory definition is 'areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance' and conservation areas will inevitably be of many different kinds.
3. The principles of selection for designation as a conservation area are broadly as follows:
  - a. areas of significant architectural or historic interest in terms of specific listed buildings and/or ancient monuments;
  - b. areas of significant architectural or historic interest in terms of building groupings, which may or may not include listed buildings and/or ancient monuments, and open spaces which they abut;
  - c. areas with features of architectural or historic interest such as street pattern, planned towns and villages and historic gardens and designed landscapes;
  - d. other areas of distinctive architectural or historic character.
4. In designating a conservation area, thought should also be given to the reasons why it is felt that it should be protected. These may include:
  - a. its special architectural and historic importance;
  - b. its distinct character;
  - c. its value as a good example of local or regional style;
  - d. its value within the wider context of the village or town;
  - e. its present condition and the scope for significant improvement and enhancement.

## ANNEX 4: CRITERIA FOR DETERMINING WHETHER A GARDEN OR DESIGNED LANDSCAPE IS OF 'NATIONAL IMPORTANCE' FOR INCLUSION IN THE INVENTORY

1. Sites are assessed for their:
  - a. value as individual works of art in their own right;
  - b. historic value;
  - c. horticultural, arboricultural or silvicultural value;
  - d. architectural value;
  - e. scenic value;
  - f. nature conservation value;
  - g. archaeological value.
2. Their current condition and integrity are also important considerations.
3. The relative importance of a site depends on the extent to which each value is expressed. A site may have outstanding value, high value, some value, little value or no value.
  - a. A site has **outstanding** value as a work of art if, in its present form:
    - (i) it was considered to be have such value in contemporary views etc. at one or more stages of its history or, if it became a significant trendsetter for later works;
    - (ii) it is an important example of the work of a particular designer or designers. It might have rarity value if the designer executed few schemes or it might be particularly representative, intact or a key work.
  - b. A site has **outstanding** historic value if:
    - (i) there is good contemporary documentary and physical evidence of its development;
    - (ii) it is, as a whole, an outstanding representative of a particular period of the historic development of gardens and designed landscapes;
    - (iii) it has one or more components which provide an outstanding example of a particular period or style;
    - (iv) it was a trendsetting landscape at some stage in its history;



- (v) it has physical evidence of a particularly early form of designed landscape;
  - (vi) it has strong associations with an important historic personality.
- c. A site has **outstanding** horticultural, arboricultural or silvicultural value if:
- (i) it has an outstanding collection of plants shrubs or trees with a wide range of species, unusual species or rarities, which are in good condition and being renewed;
  - (ii) it has an **outstanding** scientific collection of plants, shrubs or trees which are in good condition, documented, propagated and made available to others;
  - (iii) it has an important place in the history of horticulture or arboriculture;
  - (iv) it demonstrates important pioneering steps in silviculture.
- d. A site has **outstanding** architectural value if:
- (i) it provides the setting for a building or buildings of outstanding architectural or historic interest;
  - (ii) it contains architectural features or ornamentation which, together, are of exceptional interest.
- e. A site has **outstanding** scenic value if:
- (i) it makes a major contribution to the quality of the surrounding landscape by virtue of its size, location or nature or, because it is particularly prominent because of rarity and contrast with the surrounding landscape.
- f. A site has **outstanding** nature conservation value if:
- (i) it contains habitats which are officially designated as, for example, Sites of Special Scientific Interest.
- g. A site has **outstanding** archaeological value if:
- (i) it provides the setting for or contains scheduled ancient monuments.
4. Evaluation and grading of sites can be a sensitive issue. Decisions on the relative importance of different sites must be based upon consideration of the ways in which the values noted above are expressed. Generally, the greater the number of outstanding or high values the more important the site. However, exceptionally, sites may be of such significance for one value that they too must be regarded as of national importance.
5. The condition of the site today and its overall integrity are important elements of the selection process. They become significant issues when the condition of site, and therefore its integrity, is such that its interest has become devalued to the degree that it cannot be regarded as of national importance in today's terms.

## ANNEX 5: RELATIONSHIP OF SCHEDULED MONUMENT CONSENT TO PLANNING CONSENT

1. Scheduled monument consent and planning permission are two quite separate statutory requirements, governed by different laws which serve different purposes. What is material to one decision will not necessarily be material to the other. Both are required where ‘works’ defined in section 2(2) of the Ancient Monuments and Archaeological Areas Act 1979 are also ‘development’ defined in section 26 of the Town and Country Planning (Scotland) Act 1997. Consent granted under one regime is without prejudice to the other. Where both are required, the applicant must obtain both consents before work can commence. This relationship is further explained in paragraph 57 of Scottish Planning Policy 1: The Planning System (SPP 1), which deals with what in planning terms is ‘other legislation’.
2. The purpose and objectives of the planning system are set out in Scottish Planning Policy 1. Following from that, SPP23 on the historic environment confirms that the preservation of scheduled monuments, *in situ* and within an appropriate setting, is a material consideration in both the development planning and development control processes.
3. Scheduled monument consent and planning permission are both required where works/development would have a direct impact on the legally protected area of the monument, as defined in the scheduling documents. However, the provisions of the Ancient Monuments and Archeological Areas Act 1979 do not extend beyond that. In the case of impact on the setting of the monument, securing the preservation of the monument ‘within an appropriate setting’ as required by national policy is solely a matter for the planning system. Whether any particular development will have an adverse impact on the setting of a scheduled monument is a matter of professional judgement. It will depend upon such variables as the nature, extent, design of the development proposed, the characteristics of the monument in question, its relationship to other monuments in the vicinity, its current landscape setting and its contribution to our understanding and appreciation of the monument.
4. The role of the planning system in the protection of both the site and setting of scheduled monuments is reflected in the statutory consultation requirements set out in the Town and Country Planning (General Development Procedure) (Scotland) Order 1992, and its 1994 amendment, and in the notification requirements of the Town and Country Planning (Notifications of Applications) (Scotland) Direction 1997.

## ANNEX 6: LISTED BUILDING CONSENT PROCESSES

### WHEN IS LISTED BUILDING CONSENT REQUIRED?

1. Where a planning authority considers that proposed works would not affect a listed building's character, it may indicate to an applicant that listed building consent is not required. If a planning authority judges that listed building consent is needed, the applicant must prepare drawings and any other related documents as required. The scope of the information required will vary considerably depending on the circumstances of the case.
2. Listed building consent is also not required in the following circumstances:
  - a. for works to objects or structures erected within the curtilage of a listed building since 1 July 1948 and not physically attached to the building;
  - b. for works of alteration or extension to ecclesiastical buildings in use as such;
  - c. for works to buildings which are scheduled as monuments and protected by the Ancient Monuments legislation, although consent under the terms of that legislation will almost certainly be required (Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, section 55);
  - d. for erection of a free-standing building in the curtilage of a listed building. Exceptionally, however, a proposal to build a substantial new structure extremely close to the listed building, but not physically attached, which the planning authority considers would be clearly out of character with the building or its setting could be regarded as constituting an alteration or extension to the listed building. Therefore it may be subject to listed building control. However, when considering a planning application for development within the curtilage of a listed building a planning authority must take into account the impact on its setting. It must also take account of alterations to any buildings within its curtilage (see Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, section 59).
3. Applications for listed building consent are determined by the planning authority, unless the local authority is itself the applicant, in which case Historic Scotland would consider the proposal on behalf of Scottish Ministers. Where any application proceeds to public local inquiry the final decision is taken by Scottish Ministers.
4. Under section 14(2) of the 1997 Act, in the determination of an application for listed building consent, the planning authority is required to have special regard to the desirability of preserving the building, or its setting, or any features of special architectural or historic interest which it possesses.

5. If a planning authority is minded to grant listed building consent affecting an A or B listed building, the application is automatically passed to the Scottish Ministers, who have a statutory 28-day period (unless extended) in which to decide whether to call in the application for their own decision. Scottish Ministers are advised by Historic Scotland in such cases. Applications for listed building consent which are refused by a council's planning committee are not referred to the Scottish Ministers. In such cases, and in instances where listed building consent is granted subject to conditions which the applicant considers unreasonable, the applicant may appeal to Scottish Ministers. During the lifetime of this SHEP Historic Scotland will be exploring the selective removal of the need to notify Historic Scotland in certain kinds of listed building consent casework.

## SETTING

6. Under section 59(1) of the 1997 Act the planning authority, in determining any application for planning permission for development that affects a listed building or its setting, is required to have special regard to the desirability of preserving the building, or its setting, or any features of special architectural or historic interest which it possesses.
7. Planning authorities must consult Scottish Ministers in respect of applications under the Town and Country Planning (Scotland) Act 1997 that affect a category A listed building or its setting (Town and Country Planning (General Development Procedure) (Scotland) Order 1992).

## DEMOLITION

8. Listed building consent is required for the demolition of a listed building. Demolition means the destruction, or substantial destruction, of the whole building. Less significant dismantlings are regarded as works of alteration and potentially requiring listed building consent. The question of whether a proposal falls into the category of demolition or alteration is ultimately one of fact and degree, and requires careful consideration by the planning authority.

## EXEMPTIONS

9. Under the terms of section 54 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 any ecclesiastical building which is for the time being used for ecclesiastical purposes in Scotland is exempt from the need to apply for listed building consent. The exemption for ecclesiastical buildings does not cover the demolition of a listed ecclesiastical building, since by definition ecclesiastical use must cease before demolition is carried out. Neither does it apply to any works to a former ecclesiastical building which has passed into secular use or which is disused. Exemption does not apply to a building used or available for use by a minister of religion as a residence. Similarly, listed churchyards taken over by local authorities as graveyards are not exempt from the requirement to obtain listed building consent for works to those graveyards.
10. Notwithstanding the exemption, there is a voluntary arrangement currently in place and agreed by Historic Scotland, the Scottish Churches Committee and COSLA, in consultation with the Scottish Society of Directors of Planning. Under this arrangement it was agreed to apply listed building control to buildings used by certain denominations in respect of works proposed to the exterior of churches in ecclesiastical use. The following denominations only, being members of the Scottish Churches Committee, are included:

Associated Presbyterian Churches

Baptist Union of Scotland

Church of Scotland

Free Church of Scotland

Free Presbyterian Church

Methodist Church in Scotland

Roman Catholic Church in Scotland

Scottish Episcopal Church

United Free Church of Scotland

United Reformed Church Scotland Synod (formerly Scottish Congregational Church)

## **MISCELLANEOUS**

11. Certain permitted development rights do not apply within the curtilage of listed buildings. This means that planning permission is required for minor forms of development such as erecting fences, walls, gates or small sheds.
12. From 12 June 2006 the Crown has had to obtain listed building consent for works to a listed building.
13. In some cases buildings or structures are both scheduled ancient monuments and listed. In such cases anyone wanting to undertake works which affect or cover the monument must apply only for scheduled monument consent. The application is made to Scottish Ministers, and the relevant parts of the listed buildings legislation do not apply. Where planning permission for development work is sought in respect of a building which is both scheduled and listed the planning authority must still consider whether it will affect the listed building's setting. If it thinks it would, it must advertise the application. The relationship between the scheduled monument consent and planning system is set out in Annex 5.

## ANNEX 7 LISTED BUILDING CONSENT AND PLANNING PERMISSION

1. Listed building consent and planning permission are two quite separate statutory requirements governed by different laws which serve different purposes. Both are required where development defined in section 26 of the Town and Country Planning (Scotland) Act 1997 is to be undertaken. Consent granted under one regime is without prejudice to the other. Where both are required the applicant must obtain both before work can commence. This relationship is further explained in paragraph 57 of Scottish Planning Policy 1: The Planning System (SPP 1), which deals with what in planning terms, is 'other legislation'.
2. The purpose and objectives of the planning system are set out in SPP 1. Following from that, Scottish Planning Policy 23 confirms that the preservation of listed buildings and their setting is a material consideration in both the development planning and development management processes.