



HISTORIC ENVIRONMENT
ADVISORY COUNCIL
for SCOTLAND

Report and recommendations on the infrastructure of the historic environment

**Presented to Linda Fabiani, MSP
Minister for Europe, External Affairs and Culture
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EXECUTIVE SUMMARY

This report covers the issue of the infrastructure for the historic environment sector which was identified as a priority by HEACS in its first term. The issue was subsequently made one of the four priority issues on which the then Minister for Tourism, Culture and Sport asked HEACS for advice during its second term of three years (2006-09). Infrastructure describes the range of support, co-ordination and representation provided to front-line voluntary organisations by umbrella or intermediary organisations, sometimes called infrastructure bodies.

A survey to map the infrastructure of the sector was carried out by Jura Consultants for HEACS, Historic Scotland and the Built Environment Forum Scotland (BEFS), and published in 2006. In 2008 a second research project was undertaken for HEACS by the Scottish Council for Voluntary Organisations (SCVO) on the nature and functions of intermediary organisations within the voluntary sector. A further project to assess the scope and importance of volunteering in the historic environment was carried out for HEACS by Volunteer Development Scotland (VDS), also in 2008.

The historic environment sector

HEACS understands the sector to be made up of a very diverse range of organisations from the public, private and voluntary sectors. The sector includes Government departments, non departmental public bodies, local authorities, professional bodies, trade associations, training bodies, private owners, developers, academic interests, NGOs and voluntary bodies. The historic environment sector as a whole is cross-cutting in that it covers a very diverse range of interests and extends across all three areas – the public, private and voluntary sectors.

The sector also extends across geographical scales: from the local to the national, as well as the international. While many organisations operate on the local scale, a significant number operate across most or all of Scotland. This would appear to fit the model of a sector characterised by complexity and diversity, and comprising a large number of local organisations and a significant number of national organisations.

Historic environment voluntary sector

The development of the voluntary sector has taken place over a considerable period of time. The commitment and energy within the sector means that it is well able to adapt or to create new organisations to deal with emerging issues. HEACS is not convinced that the historic environment voluntary sector is 'overcrowded' and takes the view that the current number of bodies is a measure of the breadth of interest represented by the historic environment and the considerable public commitment towards it.

The membership of voluntary organisations is important not only in financial terms, but also in demonstrating public interest. It is clear that very significant numbers are involved.

Over the last 40 years or so there has been a shift within the historic environment voluntary sector from bodies run entirely by volunteers to staff-led organisations. However, the continuing involvement by significant numbers of volunteers reflects both the strong interest of the public and the public desire to participate in civic activities in the sector.

Historic Scotland's commitment to supporting the voluntary sector is to be welcomed, although there is a strong perception that the historic environment sector in Scotland is

poorly resourced in financial terms. Moreover, Historic Scotland's policy is narrowly focussed and fails to take account of the wider range of Government social and economic policies to which a strong active voluntary sector makes a significant contribution. Historic Scotland should be more proactive in making links with these wider policy areas on behalf of the historic environment.

Infrastructure bodies

The Wolfenden Report on The Future of Voluntary Organisations (1978) included a clear and systematic analysis of the emerging infrastructure. Wolfenden used the term 'intermediary bodies' to describe the organisations operating either as generalist, serving the sector as a whole, or specialist to a particular area.

These intermediary bodies are now recognised as representative bodies for the sector as a whole, or for their area of special interest, are in regular dialogue with Government and other external bodies, and have an important role in co-ordinating responses to various consultations and proposals from Government. There is a recognition by Government that intermediary bodies should be funded. Government has an important role in funding such bodies.

The infrastructure for the historic environment

There are two main generalist infrastructure bodies in Scotland serving the voluntary sector, including the historic environment voluntary sector: SCVO (Scottish Council for Voluntary Organisations) and VDS (Volunteer Development Scotland).

HEACS considered the activities of specialist intermediary bodies which relate to the historic environment sector. These include BEFS, Scottish Environment LINK, Archaeology Scotland, as well as several other bodies in Scotland. The role of Heritage Link in England was also examined.

The SCVO study commissioned by HEACS provides an overview of the structure and operations of a cross-section of intermediary bodies in the wider voluntary sector. Most were relatively small, and led by a chief executive. Central Government funding was the most important source of funding, followed by membership fees.

The most important key functions of the intermediaries surveyed were:

- representation and lobbying (both at national and local level);
- communication, information and advice;
- policy and research; and
- promoting good practice.

Key characteristics of successful intermediaries included:

- strong and positive relations with all stakeholders;
- effective representation and leadership skills; and
- independence and the ability to challenge policy and decision makers.

To HEACS it is clear that BEFS comes closest to being an intermediary body for the historic environment sector. However, assessed against the SCVO criteria, BEFS provides only a limited range of services to its members and to the sector as a whole. While BEFS is still developing as an organisation, it cannot yet be considered an effective intermediary body for the historic environment.

HEACS concludes that the key gap in the infrastructure for the historic environment sector in Scotland is the lack of an effective intermediary body at national level.

An intermediary body for the historic environment sector

HEACS became aware from early in its work that the historic environment sector had difficulty in identifying key current issues and lacked an influential collective voice. The sector lacks a focal point, outwith Government, with the capacity to bring the sector together and provide the leadership which would enable the sector to be more outward looking, both to the wider voluntary sector and to Government at large. The sector also appears to have missed out on opportunities for development through Government policies and programmes not in themselves directly related to the historic environment.

HEACS considers that there is a real need for an intermediary body which can champion the historic environment on behalf of a variety of interests, not only to Government, but also to a much wider audience, in a way which would reflect the high degree of public interest in the historic environment. A voice is required which can not only complement and/or challenge Historic Scotland and act as an effective ‘counterweight’ to the agency, but can also be heard by other Government bodies and other sectors, including the voluntary sector as a whole.

HEACS has itself become a useful focal point for the sector and has also been a means by which views from the sector have been co-ordinated and taken forward. These are important functions which should be taken on by a national intermediary body. HEACS considers that the annual funding which has been made available to HEACS through Historic Scotland should not be lost to the sector.

Investment in infrastructure would:

- enhance the capacity of the sector to engage with policy issues and would pay dividends in producing a more coherent and more representative contribution to

policy debates and policy formulation, and in response to consultations;

- assist in giving organisations influence and enable them to be heard more readily when attempting to raise concerns. In taking a common or generic message to the highest level, an intermediary body should free up other organisations’ resources; and
- help to increase effectiveness within the sector and decrease the risk of wastage of time and duplication of effort on the part of other sector bodies, as well as assist in identifying gaps.

The SCVO report stressed the importance of central Government funding for infrastructure bodies. Government funding will provide an essential, continuing, and very significant portion of income for an intermediary body.

There is concern that a number of the leading voluntary organisations within the historic environment sector are highly dependent on Historic Scotland for their funds. However, there is little possibility of revenue funding for infrastructure for the historic environment being provided by other parts of Scottish Government or by other public bodies. It should be assumed that Government funding for an intermediary body for the historic environment will be provided through Historic Scotland.

HEACS is aware of concerns when a body heavily reliant on central Government funding engages in advocacy on behalf of the sector. The Scottish Compact between the Scottish Government and the voluntary and volunteering sectors committed Government to recognising and supporting “the sector’s independence, including its right to comment on and challenge Executive policy.” HEACS considers that advocacy is a proper function for an intermediary body.

What the intermediary body should look like

HEACS recommends that a bespoke national infrastructure body for the historic environment sector would be a voluntary organisation and would represent voluntary bodies within the historic environment sector. However, there are advantages in the body serving the sector as a whole, and being open to public, private and voluntary sector bodies.

HEACS would expect the following to be included amongst its functions:

- representation and advocacy;
- communication and networking;
- capacity building; and
- policy and research.

In view of the complexity of the sector, it is crucial that the infrastructure body has a remit targeted on the historic environment sector.

To be effective the infrastructure body must have a chief executive or director who can bring about a consensus within the sector, represent the sector at the highest level, and take a lead in developing policy. A team of five staff, including a chief executive and policy and development officers, would enable the body to play an effective role.

Next steps

The creation of a bespoke intermediary body for the historic environment can be seen to be attended with a number of issues. Although BEFS is the nearest to an intermediary body, HEACS is uncertain whether an organisation can serve both the contemporary and historic built environments effectively. While in some crucial respects BEFS is anchored in the historic environment, HEACS is concerned that BEFS may not be fully committed to undertaking the role of the intermediary body for the historic environment.

Notwithstanding these concerns, HEACS recommends that BEFS should be invited by Historic Scotland to submit proposals and a business plan showing how it could develop as the national intermediary body for the historic environment. BEFS should be prepared to appoint a chief executive or director with the authority to manage and represent the organisation, and to represent the sector at large from time to time.

Should BEFS choose not to submit such a proposal, or if the proposal is not acceptable to Historic Scotland, HEACS recommends that the recommendations in the SCVO report should be followed to establish a new bespoke intermediary body for the historic environment.

Other issues

As has been noted, there are other organisations which provide a range of infrastructure functions for a particular part of the sector. HEACS concludes that these organisations fulfil important functions and recommends that they should continue to be funded for these purposes.

HEACS is not convinced that Historic Scotland's commitment to supporting the sector extends much beyond providing funding. Welcome though this is, there is a question as to whether Historic Scotland understands and appreciates the role and importance of the voluntary sector for the historic environment. As a first step, Historic Scotland should be required to review its commitment and policies towards the voluntary sector and confirm recognition of the terms of the Compact.

HEACS accepts that duplication of effort amongst organisations should be avoided. However, Historic Scotland should look to encourage the sharing of resources and facilities and working in partnership as a more productive approach than seeking the merger of organisations with different aims and objectives.

Recommendations

HEACS recommends that:

- (1) the historic environment sector should have a bespoke national intermediary body to fulfil the functions as identified in the SCVO report;
- (2) the Scottish Government through Historic Scotland should provide sufficient and sustainable funding for this body to a level which would provide for a team of five staff, including a chief executive;
- (3) the annual funding which has been made available to HEACS through Historic Scotland should not be lost to the sector;
- (4) BEFS should be invited by Historic Scotland to submit proposals and a business plan to reconstitute itself as the national intermediary body for the historic environment sector;
- (5) if BEFS does not wish to become such a body, or if its proposals are not acceptable to Historic Scotland, the steps set out in the SCVO report should be followed;
- (6) funding for other bodies providing infrastructure functions for parts of the historic environment sector should continue to be provided through Historic Scotland;
- (7) Historic Scotland should be required to review its commitment and policies towards the voluntary sector and Compact requirements;
- (8) Historic Scotland should look to encouraging the sharing of resources and facilities and working in partnership by voluntary bodies as a more productive approach than seeking the merger of organisations with different aims and objectives; and
- (9) Historic Scotland should support and encourage leadership organisations in the voluntary sector to become more proactive in making links with wider policy areas on behalf of the historic environment.

INTRODUCTION

1. The report is submitted by HEACS, the Historic Environment Advisory Council for Scotland, which was established in 2003 to provide Scottish Ministers with strategic advice on issues affecting the historic environment.
2. This report covers one of the four priority issues on which the then Minister for Tourism, Culture and Sport asked Council for advice during its second term of three years.
3. HEACS recognises the importance of the contribution which the historic environment sector makes to the preservation and enjoyment of the historic environment, and the wider social, cultural and economic benefits which the sector also brings. HEACS also recognises the enthusiasm and commitment shown by the many local heritage societies and building preservation trusts throughout Scotland, and the significant voluntary input involved. This report, however, concentrates on national organisations, particularly on organisations which represent and service the sector as a whole, or offer good models from within the sector.
4. HEACS also recognises the crucial role that local authorities play in the historic environment sector. This role was examined in the HEACS Report on the Role of Local Authorities (2006).

BACKGROUND

5. Infrastructure was identified by HEACS during its first year as an issue to be examined outside of the list of five topics set by the Minister in June 2003. Infrastructure describes the range of support, co-ordination and representation provided to front-line voluntary organisations by umbrella or intermediary organisations.
 6. In its response to the Review of Historic Scotland in 2003, HEACS took the view that “infrastructure development is the key requirement of Government if the overall health of the Historic Environment is to be addressed.” An Infrastructure Working Group was established “to review the infrastructure for the historic environment in Scotland, with a view to proposing a strategic approach to its continuing development.”
 7. The issue was incorporated in the list of tasks for HEACS to address in its second term of three years from June 2006. In her letter of 3 April 2006 the then Minister asked HEACS to provide advice as follows: *To map the infrastructure of the historic environment as it relates to the voluntary sector, professional associations and private sector organisations, and to make recommendations on actions that may need to be taken to fill gaps and optimise coverage.*
- The inquiry process**
8. A survey to map the infrastructure of the sector was carried out by Jura Consultants for HEACS, BEFS and Historic Scotland. The survey targeted non-governmental organisations, primarily in the voluntary sector, and also professional associations. 383 organisations were invited to participate and 123 valid responses were received.
- The report, *Mapping the Infrastructure of the Historic and Contemporary Built Environment*, was published in 2006.
9. HEACS considers that the report of the mapping project goes some way towards mapping the infrastructure of the sector and contains some useful baseline information. However, HEACS recognises that the report does not provide a complete description of the sector, nor fully identify gaps in the infrastructure.
 10. A second research project, undertaken for HEACS by SCVO, analysed the structure and functions of intermediary organisations, both within the historic environment sector and within the voluntary sector as a whole.¹
 11. HEACS met twice with BEFS to discuss this topic, in June 2007 and again in June 2008. A well-attended seminar of voluntary and public bodies was held in November 2007: the views expressed at the seminar formed an important source of evidence. A further seminar was held in July 2008. This brought together some of the key bodies from the sector when the report was at an advanced stage, in order to ‘test out’ the recommendations with a significant group of stakeholders. Appendix A contains a list of those who attended the seminars. HEACS also met with a considerable number of organisations throughout Scotland during the course of its quarterly meetings and heard their views.
 12. A wide range of written material was gathered through desk research. HEACS has corresponded with a number of bodies including the Scottish Civic Trust, BEFS and Heritage Link. Appendix B contains a select list of websites consulted and relevant literature.

¹A *Comparative Study of the Infrastructure of Voluntary Organisations in Scotland*, SCVO, 2008: www.heacs.org.uk/documents

THE HISTORIC ENVIRONMENT SECTOR

13. There are different ways of describing the historic environment sector. For the purposes of this report, HEACS understands the sector to be made up of a very diverse range of organisations from the public, private and voluntary sectors, and from national to local levels. In its widest sense the sector includes Government departments, non departmental public bodies, local authorities, professional bodies, trade associations, training bodies, private owners, developers, academic interests, NGOs and voluntary bodies.

14. The wide range of organisations within the historic environment sector reflects the richness and diversity of the historic environment itself. Organisations which responded to the Jura consultancy identified themselves as covering:

- the built heritage, including cityscapes, places of worship, industrial sites, townscapes, and rural buildings;
- historic landscapes, including the coast and maritime heritage, relict farm land, roads and bridges and other features, and battlefields;
- planned landscapes and gardens, including historic graveyards; and
- the moveable heritage, including museum collections and interior decoration and fittings.

This range of interests accords fully with the definition of the historic environment in the Government's recently published Scottish Historic Environment Policy.²

15. These organisations also saw their areas of impact as equally wide ranging, including:

- quality of life;

- regeneration and sustainable economic development;
- repair, maintenance and refurbishment;
- conservation and preservation;
- education, community engagement and social inclusion;
- culture and arts;
- national identity;
- tourism and access;
- regulation and legislation;
- planning and development; and
- policy.

These areas reflect the varied ways in which the historic environment is recognised to contribute to the Government's National Performance Framework and other Government policy.³

16. Other policies and areas of legislation also impinge on the sector, including charity law, youth policies and health and safety.

Public

17. Various parts of the Scottish Government have a role to play within the sector. Policy responsibility for the historic environment is held by Historic Scotland, an executive agency which is also the main provider of Government funding for the historic environment. However, other parts of the Scottish Government, including the Planning, Rural and Marine Directorates, have policy responsibilities which impact on the historic environment. Other Government departments have managerial interests over physical assets of the historic environment including,

² *Scottish Historic Environment Policy*, p5, Historic Scotland, 2008

³ *Historic Scotland Corporate Plan 2008-11*, pp3-6, Historic Scotland, 2008

for instance, the Ministry of Defence and Forestry Commission Scotland. A diverse range of public bodies, such as Architecture and Design Scotland, the Royal Commission on the Ancient and Historical Monuments of Scotland (RCAHMS), the Heritage Lottery Fund, VisitScotland, the British Geological Survey, and Scottish Natural Heritage, play important roles. Independent strategic advice has been provided to Scottish Ministers since 2003 by HEACS. The abolition of HEACS in 2009 has a bearing on this report in terms of the gap which will be left.

Local authorities

18. Local authorities play a key role in the conservation and interpretation of the historic environment.⁴ Local authority interests are represented in a range of ways: through COSLA; the Scottish Society of Directors of Planning; Planning Departments and Archaeology Services; Association of Local Government Archaeology Officers (ALGAO Scotland); and the Institute of Historic Building Conservation (IHBC).

Professional

19. The main professional bodies include: the Royal Incorporation of Architects in Scotland (RIAS); the Royal Institution of Chartered Surveyors in Scotland (RICS); Royal Town Planning Institute (RTPI); the Institute for Archaeologists (IfA); IHBC; and the Institute of Conservation (ICON).

Higher and further education institutions

20. Higher and further education institutions provide teaching and training in a very diverse range of subjects and disciplines related to the historic environment, including, for instance, stone masonry,

joinery, history, archaeology, history of art, architecture and planning. The higher and further education sector provides the teaching and training of future practitioners, as well as making an essential contribution to knowledge generation, research, and also providing consultancy services.

Private

21. The private sector also contains a diverse range of organisations relevant to this inquiry. There are, for instance, representative bodies of owners and land and property managers, including the Historic Houses Association (HHA) and the Scottish Rural Property and Business Association (though many individual owners are not represented in these bodies); consultants of various kinds ranging from architectural and heritage consultants; developers; archaeological companies; and craftspeople with traditional skills, through to those involved in construction and suppliers of traditional materials. A range of professional and trade associations, such as the Association of Woodworkers, represent many private practitioners.

Museums and galleries

22. Museums and galleries are generally regarded as part of the cultural sector. However, a significant number of museums have a clear connection with the historic environment, through their responsibility for historic buildings, sites and collections, ranging from the National Museums of Scotland to locally run museums. Museums also straddle the public, local authority and private sectors.

Voluntary organisations

23. Voluntary sector organisations form a central part of the historic environment

⁴ *Report and Recommendations on the Role of Local Authorities in Conserving the Historic Environment*, HEACS, 2006: available at www.heacs.org.uk/documents

sector in Scotland. There is a very diverse range of voluntary organisations – in part reflecting the diversity of the historic environment as a whole, but also characteristic of the voluntary sector in general. These organisations range from large organisations such as the National Trust for Scotland (NTS), to very small local bodies, run entirely by volunteers. The following section deals with particular issues relating to the voluntary sector.

Local

24. Although the focus of this report is on national bodies and structures, it is important to keep in view the large number of local bodies, including local archaeological and historical societies, young archaeologists clubs, civic trusts, and preservation trusts. The focus of these bodies ranges from undertaking conservation projects, and recording sites, to campaigning on behalf of the local heritage and promoting access and enjoyment.
25. The Jura report indicated that there was a “high concentration of small, local organisations operating in Scotland with a low level of annual expenditure and a significant number of organisations operating at national level with a variety of levels of expenditure.” The importance of this range of activity at the local level should not be underestimated, either in terms of buildings and sites preserved and maintained, or in terms of maintaining local awareness and enjoyment of their history and environment. HEACS’ own experience from study tours has provided much visible evidence of local involvement, and this has been confirmed by the HEACS study of [volunteering in the historic environment](#), commissioned from VDS in 2008.⁵

Historic Environment interests

26. There is a small number of significant organisations for whom the historic environment is not the sole or main priority. For several of the professional organisations, most notably RIAS, RICS and RTPI, the historic environment is of significant but not of prime interest. The Built Environment Forum Scotland (BEFS) is concerned with the contemporary built environment as well as the historic environment. The National Trust for Scotland protects and promotes Scotland’s natural and cultural heritage.

Geographic distribution

27. It is worth noting that a number of the more prominent bodies in the sector are UK-wide rather than Scottish. For instance, of the 123 organisations which responded to the Jura consultation, 17 have a base in England. Most professional bodies operate on a UK basis though many have a strong administrative presence in Scotland. The majority of voluntary sector organisations are Scottish-based, but a number operate throughout the UK, for example, the Garden History Society, the Society for the Protection of Ancient Buildings (SPAB), and the Association of Preservation Trusts. Most such voluntary organisations have a Scottish committee or branch and, in some cases, paid Scottish officers. The Historic Houses Association is UK-based but has a Scottish committee and has strengthened its administrative capacity in Scotland since Devolution. There are also organisations such as Europa Nostra and ICOMOS which are essentially international, albeit with a varying Scottish presence.

⁵ VDS, *Volunteering in the Historic Environment*, 2008; available at www.heacs.org.uk/documents

28. The Jura report indicated that, while many organisations operate on the local scale, a significant number operate across most or all of Scotland. This would appear to fit the model of a sector characterised by a large number of local organisations and a significant number of national organisations.
29. The geographical distribution of the locations of respondent organisations was as follows: 24% of organisations were based in Edinburgh, 13% in Glasgow, 20% in the Central Belt, 29% outwith the Central Belt, and 14% in England.
30. The historic environment sector as a whole is cross-cutting in that it extends across a very diverse range of organisations and across all three areas – the public, private and voluntary sectors. It also extends across geographical scales: from the local to the national and the international.

Most will respond to Government consultations, particularly those issued by Historic Scotland. A number of the voluntary sector bodies receive financial assistance in one form or another from the Scottish Government.

The inner core of the historic environment sector

31. Within the considerable diversity exhibited by the historic environment sector, there is at national level an inner core of organisations. Identification of this inner core and its constituents is partly a matter of judgement. It comprises a relatively small number of public, voluntary, professional and private organisations for whom the historic environment is of primary importance. These include organisations such as ALGAO Scotland, Archaeology Scotland, the Historic Houses Association, the IHBC, the National Trust for Scotland and the Scottish Civic Trust.
32. Such organisations usually have professional administrators, operate at the national level, and are, to a greater or lesser extent, involved in campaigning on behalf of the historic environment.

THE HISTORIC ENVIRONMENT VOLUNTARY SECTOR

33. The development of the historic environment voluntary sector has taken place over a considerable period of time. The Society of Antiquaries of Scotland, founded in 1780, is the oldest antiquarian society in Scotland. The Glasgow Archaeological Society was founded in 1856. Some local civic societies are also of long-standing: for instance, The Cockburn Association in Edinburgh was established in 1875. However, as in other sectors, the majority of voluntary organisations date from the 20th century. The National Trust for Scotland was established in 1931 and Archaeology Scotland (formerly the Council for Scottish Archaeology) in 1946 (initially as a part of the Council for British Archaeology).
34. Several organisations were established after the Second World War in response to the increased threat to Scotland's heritage. The Architectural Heritage Society of Scotland originated from a group formed in 1956 to respond to the threatened demolition of Edinburgh's George Square. Similar but wider considerations lay behind the foundation of the Scottish Civic Trust in 1967. The Charles Rennie Mackintosh Society was founded in 1973.
35. More recent times have seen the creation of organisations such as the Scottish Lime Centre Trust in 1994 and the Scottish Redundant Churches Trust in 1996. The recent establishment of the Scottish Stone Liaison Group, launched as separate entity in 2000, and SCAPE (Scottish Coastal Archaeology and the Problem of Erosion), created in 2001, demonstrate the ability of the sector to create new organisations to deal with emerging issues. This process will undoubtedly continue.

Membership of voluntary organisations

36. The membership of voluntary organisations is important not only in financial terms, but also in demonstrating public interest in the historic environment. Membership can fall into various categories: individual members, 'friends', local authorities, local societies, and corporate members. Assessing the overall number of participants is a difficult task, but it is clear that very significant numbers are involved. With some 320,000 members the National Trust for Scotland is the largest conservation charity in Scotland: there are 39 member groups in Scotland and two in England. Members, or Fellows, of the Society of Antiquaries of Scotland number over 3,500 across the world, while the Architectural Heritage Society of Scotland has about 1,500 members throughout Scotland and beyond, as does the Charles Rennie Mackintosh Society. It is interesting to note that there are some 82,000 members (formerly Friends) of Historic Scotland.

Evolution of voluntary organisations

37. Over the last 40 years or so there has been a shift within the historic environment voluntary sector from bodies run entirely by volunteers to staff-led organisations, with staff taking the lead with decisions on policy, planning and strategy. This has paralleled developments in other parts of the voluntary sector. The shift should be seen as a strength, although it is recognised that there may be concerns about 'over-professionalisation'. The shift is likely to continue, in the historic

environment sector and elsewhere, as the voluntary sector is increasingly identified as a means of delivery in a range of policy priorities. One of the most important challenges facing the historic environment sector is to identify policy priorities of the Scottish Government which it is helping to deliver beyond the immediate corporate objectives of Historic Scotland.

Volunteering

38. The high level of public commitment is also demonstrated by the valued contribution made by volunteers to the historic environment. Organisations surveyed by Jura drew on a wide volunteer base, ranging from a small number of volunteers who run a charitable organisation as trustees, through to the NTS with its 3,000 volunteers. The number of volunteers working in respondent organisations outnumbered the staff employed by at least three times. This increased to ten times the number when related to staff employed specifically in historic (and contemporary) built environment activity.
39. The high number of volunteers reflects the strong interest of the public in the historic environment and the public desire to participate in civic activities in the sector. But it also reflects a worrying position of insufficient resources for the sector, leading to an overly high dependency on volunteers.
40. In 2008 HEACS commissioned an audit and review of volunteering in the historic environment which looked at the range and scale of volunteering, examined opportunities to improve the co-ordination and management of volunteers, and assessed relevant skills and resources across the sector.⁶ The study identified over 900 voluntary bodies in the historic environment sector. A sample of 227 organisations (26%) responded to a questionnaire survey, and this information was supplemented by in-depth consultation with a number of case

studies. Within these 227 organisations, over 167,000 volunteer hours are given by almost 12,000 active volunteers in Scotland in the average month. The economic value of the contribution of volunteers in the historic environment has been valued at over £28 million per annum, about double that of the natural environment. On the other hand there is considerably less provision for volunteer support in the historic environment.

Funding

41. The issue of funding is of particular importance for voluntary sector bodies. They derive their funding from a variety of sources including Government, the Lottery, trusts, donations, legacies, and membership fees. The responses to the Jura report indicated that organisations were typically funded through a combination of external and internal funding both for projects and revenue requirements. The report suggested that the large number of external sources, coupled with a relatively low incidence of sources reported by more than one respondent, indicates that the external funding environment is “extremely fragmented.”
42. Local organisations are often able to draw on a variety of local sources. However, as Historic Scotland recognises, for national historic environment voluntary sector bodies, the agency can often be the largest single source of funding. This position is not unusual in the wider voluntary sector and is in line with the long standing commitment to the sector by successive administrations. There is a history of strong cross party support for the voluntary sector. However, there is a perception that this can put at risk the independence of an organisation. Experience has shown that the best protection against this risk is for an organisation to ensure that it has access to a range of sources of funds.

⁶ VDS, *Volunteering in the Historic Environment*, 2008; available at www.heacs.org.uk/documents

Historic Scotland policy and funding for the voluntary sector

43. Historic Scotland's voluntary sector policy is founded on the Scottish Government's policy towards the sector as a whole. This states that "Scottish Ministers recognise the added value that voluntary organisations can bring to public services and community life and they have outlined their vision for the voluntary sector. Their vision is of a vibrant, sustainable, strong and independent sector, which from its position of strength in communities is able to play to its strengths, and build its voice and capacity to deliver."⁷ The vision is underpinned by a commitment to invest in the sector.
44. The agency's commitment to supporting the sector is stated in its Operational Policy on Support for the Voluntary Sector. Voluntary sector organisations are recognised as having "long provided crucial support to the Scottish Government in its efforts to conserve the historic environment."⁸
45. Historic Scotland's policy recognises that grants to voluntary bodies are an essential part of efforts to safeguard the historic environment and promote its understanding and enjoyment. The agency's investment in the voluntary sector is targeted at projects and organisations which help the agency to meet its corporate objectives. Whilst recognising and welcoming the agency's support, HEACS takes the view that this may have the effect of narrowing the focus of Historic Scotland's support for the voluntary sector. It fails to take account of the wider range of Government social, environmental and economic policies to which the historic environment voluntary sector can make a significant contribution.
46. The level of resources available to the organisations is a useful proxy for the strength of the sector, although it is frequently the case that small organisations can "punch above their weight" and the financial measure of an organisation's worth can often hide a greater value. Overall there is a strong perception that the historic environment sector in Scotland is poorly resourced in financial terms and deserving of greater investment. Conversely, the evidence from the studies commissioned by HEACS confirms that the sector is 'time rich' in terms of the time that people give voluntarily to the historic environment.
47. In line with the Efficient Government Initiative, Historic Scotland has asked those voluntary sector bodies it supports to consider whether there is any scope for them to consider merging or undertaking some form of sharing of common services. Historic Scotland has stated that it will consider making funding available to enable organisations to "share, merge, or integrate their functions or work in partnership."
48. Scottish Government Ministers have recently made it clear that they consider that the historic environment voluntary sector is 'overcrowded'. Certainly, new bodies do emerge, sometimes as the result of work by existing bodies. Alternatively the sense of overcrowding might be attributable to a lack of focus within the sector, of too many priorities. HEACS is not convinced that the sector is 'overcrowded'. HEACS takes the view that the current number of bodies is a measure of the breadth of interest represented by the historic environment as a whole and the considerable public commitment towards it. This view is supported by HEACS' experience of meeting with a wide range of

⁷ *Historic Scotland's Support for the Voluntary Sector: Operational Policy*

⁸ Historic Scotland website: www.historic-scotland.gov.uk

organisations throughout Scotland:
Council has encountered many examples of organisations pursuing very clear and relevant goals, and only a few examples of duplication and overlap.

49. HEACS is aware of concerns that there is wastage and overlap within the sector, and that duplication of effort amongst organisations should be avoided, but cautions against attaching conditions specific to this purpose to the availability of public or private funds. Historic Scotland should encourage the sharing of resources and facilities and working in partnership. This would be a more productive approach than seeking the merger of organisations with different aims and objectives.

INFRASTRUCTURE OR INTERMEDIARY BODIES

The growth of infrastructure bodies

50. The 20th century was a time of major growth of voluntary organisations, both in terms of their numbers, the range and scale of causes and interests which they spanned, and of their impact and influence.
51. From very early in the century there was a growing awareness of how distinctive in nature these organisations were from Government organisations and from businesses, even where they might be active in the same fields of interest and engaging in very similar activities. This distinction was recognised to be important and rooted in a particular way in community life.
52. There already existed many large organisations and movements, which had developed networks of local and regional branches with a supporting infrastructure to hold them together in common cause. From very early in the 20th century there began to emerge groupings of organisations which came together because of their voluntary or charitable status. This began first among social welfare organisations – the first Council of Social Service in Scotland was established early in the 20th century – creating a network of local voluntary and charitable bodies in the social welfare field. These new networking and co-ordinating bodies were not primarily service delivery organisations. Their work included providing support services to local NGOs in their area, identifying needs and gaps in service provision, and helping to develop new services to meet them.
53. By 1943, when the Scottish Council for Social Service – now the SCVO – was established, there were local bodies of this kind in many areas of Scotland. A key part of the role of the national body was to support the local network and help to establish new local councils. The role of these bodies expanded steadily to include representation to Government, training, information and advice, and research. Similar networks began to develop in other fields of interest.
54. *The Wolfenden Report on the Future of Voluntary Organisations* (1978) included a clear and systematic analysis of this growing infrastructure. The vocabulary and the detailed functions have changed since then, but the structural analysis is still sound.
55. Wolfenden used the term ‘intermediary bodies’ to describe these organisations, and assigned them to four broad categories: generalist/specialist and local/national. The generalist bodies are few in number, and work at a ‘whole sector’ level, across disciplines and special interests. There are generalist and specialist intermediaries at local and national levels. Their core functions include capacity building (training, information, networking); representation and advocacy; policy development; research; encouraging good practice and setting standards.
56. Crucially, these intermediary bodies are now recognised as representative bodies for the sector as a whole, or for their area of special interest. They are in regular dialogue with Government and other external bodies, and have an important role in co-ordinating responses to various consultations and proposals from Government. The development of key agreements and national strategies like the Compact, the Vision for the Voluntary

Sector, and the National Strategy for Volunteering, is negotiated with these bodies in the lead. In addition, they have an important advocacy role. All of this places great importance on their capacity to maintain a high level of competence and awareness of Government and sector policy, and the development of a good negotiating capacity.

57. In Scotland, there are two national generalist organisations for the voluntary sector as a whole: SCVO for NGOs and the third sector, and VDS for volunteering and the volunteering sector. The corresponding generalist bodies at local levels are the Councils for Voluntary Service (CVS) and Volunteer Centres. There is a wide range of national specialist intermediary bodies, each supporting a network of local bodies, and/or member organisations. Sub-sectors may be represented by intermediary bodies.
58. The framework set out in the Wolfenden Report was largely adopted by the *Report of the Commission on the Future of the Voluntary Sector* (the Deakin Report of 1996) and the *Report of the Commission on the Future of the Voluntary Sector in Scotland* (SCVO 1997). It has featured strongly in recent Government papers on the voluntary and community sector.⁹
59. For the purposes of this report, HEACS places particular emphasis on the following definition: *Infrastructure describes the physical facilities, structures, systems, relationships, people, knowledge and skills that exist to support and develop, co-ordinate, represent and promote front line organisations thus enabling them to deliver their missions more effectively. Infrastructure organisations are those*

*whose primary purpose is to provide infrastructure functions or services (support and development, co-ordination, representation and promotion) to front line organisations. They are sometimes called umbrella organisations, second tier organisations or intermediary organisations.*¹⁰

60. It is important to keep in view that the concept of infrastructure can be applied both to the historic environment voluntary sector and to the historic environment sector as a whole.

⁹ See for instance *The Role of the Voluntary and Community Sector in Service Delivery: A Cross Cutting Review*, HM Treasury, 2002; and *ChangeUp: Capacity Building and Infrastructure Framework for the Voluntary and Community Sector*, Home Office, 2004.

¹⁰ *ChangeUp: Capacity Building and Infrastructure Framework for the Voluntary and Community Sector*, Home Office, 2004.

CURRENT INFRASTRUCTURAL PROVISION FOR THE HISTORIC ENVIRONMENT

61. This section describes the current infrastructure for the historic environment. It includes a brief consideration of the generalist infrastructure bodies and is followed by a more detailed consideration of the specialist bodies which provide infrastructure services to the historic environment sector.

Generalist intermediary bodies

62. There are two main generalist infrastructure bodies in Scotland serving the voluntary sector, including the historic environment voluntary sector: SCVO (Scottish Council for Voluntary Organisations) and VDS (Volunteer Development Scotland).

63. The Jura report clearly suggested that there was a high level of awareness of SCVO amongst the organisations which responded to its survey. However, the report also suggested that this could be because of the high profile of the SCVO, rather than an indication of the linkages between respondents and the SCVO. By contrast, only 25% of respondents were aware of VDS.

64. There is a perception that the historic environment sector does not participate in the wider voluntary sector in the way that other parts of the sector do, though some historic environment organisations do use the services provided by SCVO.

Specialist intermediary bodies

65. A number of bodies carry out some infrastructural activities or provide services to the historic environment sector. The following section looks in some detail at BEFS, which comes closest to being an intermediary body for the historic environment sector, and

considers the infrastructure activities of a number of other bodies.

66. **BEFS** brings together organisations with an interest in the built environment including both voluntary (NGO) and professional organisations with a Scottish remit; it also includes the HHA which may be considered to represent a group of private owners. It covers both the contemporary and historic built environments and has (as of September 2008) 20 member organisations and six subscriber organisations. Some of these are other umbrella bodies. BEFS is funded by Historic Scotland (£45,000 in 2007-08) and also through its membership subscriptions (£8,219 in 2007-08). It employs a Forum Co-ordinator (30 hours per week) and an Administrative Assistant (18 hours).

67. The Forum's mission, as stated in its Strategy for 2008-11, "is to support organisations in pursuing excellence in place-making by providing a forum for understanding, promoting and influencing the dynamic relationship between the historic environment, new design and sustainable development."

68. The objectives of BEFS are as follows:

- building capacity within the forum structure to work collaboratively on developing successful places;
- acting as a focus for strategic issues to be addressed and developed;
- creating constructive dialogue within its cross-disciplinary membership on areas where there is both consensus and divergence;
- championing policies and practices that will improve the enjoyment of the built environment; and

- representing the collective views of its members on policy and practice to decision makers and influencers.
69. BEFS provides the following services:
- holding quarterly meetings;
 - holding working groups;
 - administering time-limited taskforces;
 - responding to consultations;
 - disseminating information;
 - facilitating workshops; and
 - supporting delegates or representatives of BEFS.
70. The origins of BEFS go back to 1996 when a group, composed mainly of representatives of amenity societies in Scotland, tried to advance areas of common interest by setting up a body initially called the Scottish Environment Amenity Link, but subsequently renamed the Built Environment Forum. Two events made an important impact on the Forum. The first was the coming together of professional institutes and voluntary organisations in formulating a response to the Government's (then) draft Policy on Architecture in 1999. At the same time, Historic Scotland was looking to the voluntary sector to adopt a more co-ordinated and more strategic approach. The agency had been encouraging, in an informal way, the creation of an umbrella body to represent the breadth of concerns more effectively. This became of particular importance in the light of the Government's abolition in 2003 of two former statutory advisory bodies, the Historic Buildings Council for Scotland and the Ancient Monuments Board for Scotland.
71. BEFS was established as an independent voluntary organisation to serve the common strategic interests of national Scottish bodies working with the nation's cultural environments: archaeological, historic and contemporary. It was inaugurated in 2002 and incorporated as a company limited by guarantee, and received charitable recognition the following year. Its establishment coincided with that of HEACS.
72. In a meeting with HEACS in June 2007, BEFS said it considered that the role it saw itself performing fitted that of the intermediary specialist body, even though its capacity was limited by its current level of resources. Its focus was on the built environment of which the historic environment was an element. BEFS described itself as having developed three broad constituencies or themes: the historic environment; sustainable development; and urban design. These were interdependent and pursued as cross-cutting issues. BEFS championed the historic environment within this wider context and considered that all three constituencies or themes should move forward at the same time. BEFS felt that the width of its remit and membership was a unique selling point.
73. According to its Strategy for 2008 to 2011, BEFS' priorities include: expanding and working more closely with its membership; developing the services it provides as an intermediary body – to support, develop, co-ordinate, represent and promote the activities of its member organisations; and increase its resources, particularly recruiting additional policy staff.
74. HEACS met with BEFS again in June 2008 when the implications of the SCVO report (see below) were considered. A lengthy discussion took place, led by HEACS and designed to assist Council in formulating its recommendations for this report.

75. **Scottish Environment LINK** is the forum for voluntary sector environment organisations working in Scotland. Established in 1987, LINK provides a forum and network for its member organisations, enabling informed debate amongst its members, and assists co-operation within the sector so that the environment is fully recognised in the development of policy and legislation affecting Scotland. LINK states that it “strives to be a dynamic network that helps members to achieve their own aims and their collective goals by sharing knowledge, building consensus on key concerns and taking action.” According to its Operating Principles, LINK strives to ensure that collective work amongst NGOs achieves something additional to the individual efforts of member bodies. “LINK is a vehicle for its membership to network, share skills, establish and participate in joint task forces, projects and liaison – to pursue issues and employ tactics which, as collective initiatives, promise to achieve more for the environment movement than individual action.”
76. Although its 32 members (September 2008) are mainly concerned with the natural environment, Archaeology Scotland is amongst them. LINK receives funding from both the Scottish Government and SNH (£40,000 and £62,000 in 2008-2009), as well as membership subscriptions and donations from major charities. LINK is managed by a board of trustees and a core staff of six (6.68 FTEs) and two project staff; it also has a President.
77. LINK works largely through its task forces – groups of members and sometimes co-opted organisations working together on issues of mutual interest. There are nine task forces: Agriculture, Biodiversity, Climate, Deer, Freshwater, Landscape, Marine; Woodland; and the Scottish Environmental Fundraising Forum (SEFF).
- Three of the task forces are led by officers from one of LINK’s largest members. As well as responding to consultations through a signing up process, through its task forces LINK is involved in briefing, advocacy and campaigning. It has mounted a major initiative for a Scottish Marine Bill: special funding from the Tubney Charitable Trust and Esmee Fairbairn Foundation has allowed LINK to employ a research and a campaign officer for this purpose.
78. **Archaeology Scotland** is a voluntary membership organisation that works to secure the archaeological heritage of Scotland for its people through education, promotion and support. Its purpose is to be an effective champion for archaeology in Scotland. It has over 900 members including local archaeological and heritage societies, museums and other bodies, and individuals. It supports local archaeological action and initiatives and offers a comprehensive information service. Its key objectives are: education, both formal and informal; promotion of the conservation, management, understanding and enjoyment of, and access to, Scotland’s archaeological heritage; and support through the provision of advice, guidance, resources and information relating to archaeology in Scotland. Archaeology Scotland facilitates communication amongst the archaeological community, both amateur and professional; co-ordinates the Scottish network of Young Archaeologists’ Club branches; and acts as a source of information about archaeology.
79. Other bodies also act to a greater or lesser degree as intermediary bodies. For example, the UK **Association of Preservation Trusts** provides building preservation trusts with a forum for networking and sharing information and advice, and a single voice in communicating with Government. The

Scottish Civic Trust acts as an umbrella body for over 100 local civic societies and local environment groups throughout Scotland, as well as co-ordinating Doors Open Days in Scotland and the Buildings at Risk Register, campaigning for the betterment of Scotland's built environment, and advising the Government on policy. **Museums Galleries Scotland** is the lead body for the funding, development and advocacy of over 340 museums and galleries in Scotland. The **Heritage Lottery Fund** not only provides funding towards the conservation of all aspects of the historic environment, but also assists groups and organisations of all sizes, and encourages involvement and appreciation amongst the population at large.

80. Outwith Scotland, particular attention must be drawn to the role of **Heritage Link in England**, which was set up in 2002 by national heritage groups to promote the central role of the voluntary movement in the sector and to make their voice heard collectively and coherently. It has 86 members and covers mainly England, but a number of its member organisations operate across the UK and overseas. They range from the National Trust for England and Wales to many smaller and more specialised heritage groups representing interests from specialist advisers, practitioners and managers, volunteers and owners, to national funding bodies and local building preservation trusts. Heritage Link is involved in: influencing policy; underpinning advocacy; and increasing capacity. Heritage Link provides a forum for members to formulate and promote policy on core issues, as well as a support and information network. Funding for core costs comes from subscriptions, donations from members, and through English Heritage under its National Capacity Building Programme, which provides 75% of core costs.

AN ASSESSMENT OF THE CURRENT INFRASTRUCTURE

81. This section assesses the current infrastructure for the historic environment in terms of the gaps or what might be missing. It consists of two parts: the findings of the SCVO study commissioned by HEACS, which provides an overview of the structure and operations of a cross-section of intermediary bodies in the voluntary sector;¹¹ and secondly, HEACS' assessment and conclusions.

SCVO study of the infrastructure of voluntary organisations

82. The SCVO study was based on responses to a questionnaire from 13 intermediary voluntary sector bodies, including Archaeology Scotland and BEFS, with follow-up interviews; a focus group; and an investigation of the context.

83. All of the organisations surveyed were membership organisations although the number of members varied. Staffing levels tended to be relatively small: the average organisation was led by a chief executive, supported by two or three officers and an administrator.

84. The key functions of the intermediaries surveyed were, in order of importance:

- representation and lobbying (both at national and local level) – informing constituents of current policy issues, facilitating consultations and development of views and communicating these views to policy makers, service planners and funders;
- communication, information and advice – providing access to constituents for Government, policy and planning

partnerships and other public and private sector bodies; providing information and advice;

- policy and research – improving understanding of the needs and issues of constituents; collecting and providing information and ideas on needs, role and developments within voluntary organisations to influence policy, planning and service delivery;
- promoting good practice – facilitating sharing of good practice among constituents and promoting developments in good practice and new standards;
- growth and development – providing tailored direct support services to meet existing needs and identify unmet support needs; identifying new opportunities, supporting start-ups and growth in response to changing needs and circumstances; and
- brokerage and partnership building – proactively identifying opportunities for organisations to work together; bringing together voluntary organisations and public/private sector organisations for joint co-operative policy making, planning and service delivery; networking and mutual support.

Of these, representation, communication and networking, and policy and research, were regarded as the three most important functions.

85. Central Government funding was the most important source of funding, followed by membership fees. Most intermediary bodies, however, required to exploit a range of funding sources.

86. Key characteristics of successful intermediary bodies included:

¹¹ *A Comparative Study of the Infrastructure of Voluntary Organisations in Scotland*, SCVO, 2008: www.heacs.org.uk/documents

- strong and positive relations with all stakeholders. The importance of chief officers and board members with authority and “clout” was emphasised;
- clarity of purpose and strategic direction;
- effective representation and leadership skills;
- independence and the ability to challenge policy- and decision-makers;
- good communication with constituents;
- working collaboratively to maximise the benefits of available resources. The scope for more emphasis on shared services and collaboration was highlighted; and
- a strong and active board.

87. The SCVO report drew attention to the “clear evidence of the importance of quality support and representation for frontline voluntary organisations to assist them to achieve their full potential contribution to society and the economy.” The report identified the key roles performed by intermediary organisations and implied that the historic environment sector was relatively unsupported. The report suggested that a “bespoke intermediary is needed to support and represent organisations working in this area”.

88. HEACS accepts the conclusion that a bespoke intermediary is needed, but does not accept that the only way forward is to set up such a body from scratch as the report recommends. HEACS considers that it is more sensible to examine and test the possibilities and potential for development within the current infrastructure before the need for a new body is accepted.

An assessment of the current infrastructure

89. The current infrastructure for the historic environment (examined above) includes a number of bodies providing some intermediary functions to parts or all of the historic environment sector.

90. BEFS, while still developing as an organisation, is increasingly positioning itself as an intermediary body. When appearing before the Scottish Parliament, Education, Lifelong Learning and Culture Committee in January 2008, BEFS claimed that it had become “a credible representative body for the whole sector” (meaning the built environment sector). However, it admitted that, given its resources, BEFS had “a problem with creating the critical mass” that would enable it to meet the expectations of its members and external stakeholders such as the Parliament, the Government and others. The Forum was in discussion with Historic Scotland as to how it could have a greater staff complement so as to enable it to deliver more functions. In written evidence to the Committee, BEFS stated that its members and wider stakeholders had identified the need for a champion for the historic environment sector and saw BEFS as undertaking that type of activity.

91. In correspondence with HEACS, BEFS stated that it was “dedicated to carrying out the typical functions of an intermediary for Scotland’s historic environment sector”, although this dedication is not reflected in BEFS’ mission, aims and objectives. Nevertheless, it seems to HEACS that BEFS’ workload is shifting towards the historic environment in response to demand and that the funding BEFS has secured is also principally in respect of its historic environment work.

92. BEFS has a membership of national organisations which makes it broadly representative of the sector. Analysis by HEACS of the membership of BEFS suggests that of its 20 members, 11 are mainly associated with the historic environment, eight with both the historic and contemporary built environment, and only one has a sole interest in the contemporary built environment. Of its six subscribers, three are mainly associated with the historic environment, two may be counted as having an interest in both the historic and contemporary built environment, and one has a sole interest in the contemporary built environment. It is suggested that the balance of the membership of BEFS lies in the historic environment.
93. HEACS has examined the constitution of BEFS, its mode of operating, its functions and the services it provides to its members and to others in the sector. HEACS recognises that BEFS does carry out some of the key functions of an intermediary body for the historic environment sector (as identified in the SCVO report). BEFS facilitates consultations and the development of views amongst its members and thereby improves the ability of members to engage with the policy process. It also disseminates information amongst its members. It is not, however, a representative body for the sector, nor does it act as an advocate for the historic environment. It does not engage in policy and research, promote good practice, nor encourage growth and development within the sector.
94. There are other organisations, for instance Archaeology Scotland, which provide a range of infrastructure functions for a particular part of the sector, including maintaining links with local bodies. Organisations such as these clearly fulfil important functions and HEACS recommends that they should continue to be funded for these purposes.
95. HEACS became aware from early in its work that the historic environment sector had difficulty in identifying the key current issues and lacked an influential collective voice. This was apparent during the review of Historic Scotland in 2003, for instance, when the sector found it difficult to arrive at an agreed position in relation to some of the key questions raised by the review.
96. The response within the sector to HEACS' annual conferences, and from formal and informal contacts across Scotland in the course of its quarterly meetings and study tours, suggests to HEACS that too much is expected of Historic Scotland given the limits imposed by its position as an executive agency. It has been further confirmed by consultation events, for example, the seminar held by HEACS on the Report of the Cultural Commission in October 2005, and the seminars conducted by the HEACS Infrastructure Working Group, where there was frequent reference to the difficulty of achieving a co-ordinated approach to issues within the sector and a collective voice. HEACS noted that the SCVO report simply did not recognise the present existence of an intermediary body for the historic environment sector as a whole. HEACS understood its implication that none of the existing bodies fit the model, but has not fully accepted the subsequent recommendation.
97. HEACS is of the view (first expressed in its response to the review of Historic Scotland) that the key gap in the infrastructure for the historic environment sector in Scotland is the lack of an effective intermediary body at national level. The sector lacks a focal point outwith Government with the capacity to bring the sector together, and to provide the leadership which would enable the

sector to be more outward looking to the wider voluntary sector, the media, and to Government at large. The lack of internal consultation undertaken across the whole of the historic environment sector has been marked. The absence of a generic annual conference for the sector is also an indication of how the sector has failed to come together.

98. One consequence has been that the sector appears to have missed out on opportunities for development through Government policies and programmes not in themselves directly related to the historic environment. At present it lacks a body which would enable it to maximise the strength of the interest in the historic environment, from local through to national levels, using that as the basis for strong and effective advocacy for its protection, conservation and enjoyment. HEACS sees little evidence of demand for an intermediary body which straddles both the historic environment and the built and contemporary environment.
99. HEACS concludes that the main gap to be filled is a bespoke national infrastructure body for the historic environment sector. The body would be a voluntary organisation and would represent voluntary bodies within the historic environment sector. However, HEACS believes there would be advantages in the body serving the sector as a whole, by being open to public, private and voluntary sector bodies. HEACS would expect the body's functions to include the following:
- representation and advocacy;
 - communication and networking;
 - capacity building; and
 - policy and research.

FUTURE INFRASTRUCTURAL PROVISION FOR THE HISTORIC ENVIRONMENT SECTOR

Issues to be considered

100. In considering the future infrastructural provision for the historic environment, HEACS has been made aware of a number of issues which require consideration.

Leadership, representation and advocacy

101. Lack of leadership has been identified as an issue for the historic environment sector; it surfaced, for instance, at the Holyroodhouse seminar in 2007. There are concerns that the sector as a whole appears, to a large extent, dependent upon Historic Scotland for leadership. The Historic Scotland Corporate Plan (2004-2007) stated that the agency would “Support the Scottish Ministers in championing the historic environment” and “Act as an advocate for the historic environment explaining its importance and the contribution it makes to the economic and social well-being of the people of Scotland.” Such aims are absent from the recently published Corporate Plan (2008-11). In fact, neither Scottish Ministers nor Historic Scotland, as part of Government, can be all-embracing champions or advocates for the historic environment. Moreover, the regulatory functions of Scottish Ministers and thus of Historic Scotland can add to their difficulties in this area.

102. HEACS considers that there is a real need for an intermediary body which can champion the historic environment on behalf of a variety of interests, not only to Government, but also to a much wider audience, in a way which would reflect the high degree of public interest in the historic environment. A voice is required which can not only complement

and/or challenge Historic Scotland and act as an effective counterweight to the agency, but can also be heard by other Government bodies and other sectors, including the voluntary sector as a whole. Advocacy on behalf of the historic environment would be an essential role for an intermediary body for the historic environment sector.

103. HEACS provides Scottish Ministers with independent strategic advice. The abolition of HEACS is at one and the same time a loss to the sector and an opportunity. HEACS has created a useful focal point for the sector through its annual conferences and its ability to move around the country meeting a wide range of organisations and individuals active in the sector. It has also, through its reports to Ministers, and the related process of evidence gathering and consultation, been a means by which views from the sector have been co-ordinated and taken forward. These are important functions which should be taken on by a national intermediary body. HEACS considers that the annual funding which has been made available to HEACS through Historic Scotland should not be lost to the sector.

104. HEACS is aware of concerns that organisations within the historic environment sector are not good at working together or forming a consensus. Good infrastructure should enable many voices to be heard as it is important that the diversity of the sector is reflected – as happens in other sectors. However, there are times when the sector should speak with one voice, especially to Government or to local authorities. This is essential if the sector is to intervene successfully in the policy arena.

105. In taking a common or generic message to the highest level, an infrastructure body should free up other organisations' resources. Meetings with the Minister are very valuable, but less likely to be secured by individual organisations. Such meetings are particularly valuable if undertaken on regular basis so that the Minister becomes familiar with the intermediary body and its members, as happens for example with Scottish Environment LINK in the natural environment sector.

106. HEACS believes that the historic environment sector needs to be more tuned in to political agendas. It also needs to cut down on the number of issues it seeks to bring to Ministers. It is important to focus in on a small number of core or key current issues to be effective.

107. Assistance is required to give organisations influence and enable them to be more readily heard when attempting to raise concerns. Smaller organisations do not necessarily have the status and presence to be taken seriously. There is a need for a platform for advocacy.

Policy development

108. Many organisations within the sector face barriers to involvement in contributing to policy. The Jura report cited internal constraints, including remit and resources, and external barriers. Of these, resource constraints – lack of time, capacity, and staff – were identified as of particular significance. The report indicated that “respondents require capacity building in order to participate fully in and contribute to policy affecting the historic and contemporary built environment.” The report also suggested that there might be a lack of internal capacity to address the external barriers which were reported. Investment in infrastructure would enhance the capacity

of the sector to engage with policy issues and would pay dividends in producing a more coherent and more representative contribution to policy debates and policy formulation, and in response to consultations.

Capacity building

109. In its Corporate Plan for 2004-07, Historic Scotland aimed to “Help to build the capacity of the voluntary heritage sector by providing financial support.” The latest Corporate Plan for 2008-11 states that the agency will continue to support the voluntary sector through grant and practical aid: capacity building is only mentioned in the context of local heritage management and Historic Environment Grants. It might be expected that capacity building should extend beyond the provision of financial support. However, it may be doubted whether Historic Scotland has the necessary expertise or capacity itself to engage in such wider voluntary sector capacity building. Instead, it might be suggested that the sector should make more use of the resources of SCVO and VDS. There are, however, services which would be provided more appropriately by a specialist intermediary body. These include supplying information and networking opportunities specifically for the historic environment sector; assistance with policy development; and arranging generic training. An infrastructure body should help to increase effectiveness within the sector and decrease the risk of wastage of time and duplication of effort on the part of other sector bodies, as well as assisting in identifying gaps.

Remit, structure and resources

110. An essential question is whether an infrastructure organisation for the historic environment sector should be solely

devoted to that sector. HEACS is of the view that, in view of the complexity of the sector, it is crucial that the infrastructure body has a remit targeted on the historic environment sector.

111. HEACS considers it essential that an effective infrastructure body must have a chief executive or director who can bring about a consensus within the sector, represent the sector at the highest level, and take a lead in developing policy.
112. Drawing on evidence from the SCVO report, HEACS is of the view that a team of five staff, including a chief executive and policy and development officers, would enable the body to play an effective role.
113. HEACS is aware of concerns that voluntary organisations within the historic environment sector are highly dependent on Historic Scotland for their funds. There is little possibility of revenue funding for infrastructure for the historic environment being provided by other parts of Scottish Government or by other public bodies. Investing in a bespoke intermediary body for the historic environment sector will go some way to achieving Historic Scotland's stated aims of supporting the voluntary sector.
114. HEACS reiterates the statement in the SCVO report that "sustainable funding is crucial for an intermediary to achieve real impact." The SCVO report stressed the importance of central Government funding for infrastructure bodies and, while other sources of funding may become available, Government funding will continue to provide an essential, continuing, and very significant portion of income, particularly in the earlier lifetime of a body. In the historic environment sector, membership fees are not likely to be significant given the financial pressures on voluntary bodies within the sector.

115. HEACS is aware of concerns in some quarters when a body heavily reliant on central Government funding engages in advocacy on behalf of the sector. The Scottish Compact between the Scottish Government and the voluntary and volunteering sectors committed Government to recognising and supporting "the sector's independence, including its right to comment on and challenge Executive policy." HEACS considers that advocacy is a proper function of an intermediary body supported by Government, as happens in other parts of the voluntary sector.

Historic Scotland awareness and understanding of the voluntary sector

116. Scottish Government guidance on Implementing Compacts discusses the need for culture change on the part of public bodies and the voluntary sector. The issues include the level of awareness that public bodies have of the voluntary sector and vice versa, the extent to which there is mutual understanding and awareness of the constraints facing each partner, and the way funding relationships are managed. HEACS is not convinced that Historic Scotland's commitment to supporting the sector extends beyond providing funding. There is a question as to whether Historic Scotland truly understands and appreciates the role and importance of the voluntary sector for the historic environment. The issues which culture change raises are deep-rooted. As a first step, Historic Scotland should be required to review its commitment and policies towards the voluntary sector and confirm recognition of the terms of the Compact.

Next steps

117. HEACS has already noted that BEFS has been positioning itself as the national intermediary body for the historic environment sector and considers that it has the potential to develop this role, but it is essential that it be required to demonstrate that it can and will make the necessary changes.
118. BEFS should be invited by Historic Scotland to submit proposals and a business plan showing how it would develop as the national intermediary body for the historic environment. If necessary, Historic Scotland should offer funding to BEFS to engage a consultant to help with this.
119. HEACS acknowledges that BEFS has continued to argue in favour of retaining all the elements of its current remit and that there is value in the historic environment sector gaining greater understanding of issues relating to new design and sustainable development. But HEACS is clear in its view that what is needed at this time is an intermediary body whose primary focus is the historic environment in Scotland. HEACS recognises the challenge which this will pose for BEFS. The question for HEACS is whether BEFS would be fully committed to that role. The question for BEFS is whether it would be willing to make the necessary changes, including changes to its aims, in order to be the bespoke intermediary body.
120. HEACS believes that the national intermediary body for the historic environment sector would be a platform from which to engage with issues around new design, sustainable development, and the management of change.
121. BEFS should be prepared to appoint a chief executive or director with authority to manage and represent the organisation.
122. Should BEFS choose not to submit such a proposal, or if the proposal is not acceptable to Historic Scotland, HEACS recommends that the proposals in the SCVO report should be followed to establish a new bespoke intermediary for the historic environment.
123. HEACS recognises the benefits which accrue from the work of other existing infrastructure bodies serving significant parts of the sector, such as Archaeology Scotland or the Scottish Civic Trust. It is essential that these and other effective organisations should not be lost from sight and that Historic Scotland continues to provide financial support.
124. HEACS considers that Historic Scotland's approach to funding of the voluntary sector fails to take account of the wider range of Government social, environmental and economic policies to which a strong active voluntary sector makes a significant contribution. Historic Scotland should support and encourage leadership organisations in the voluntary sector to become more proactive in making links with wider policy areas on behalf of the historic environment.
125. HEACS does not regard the historic environment voluntary sector as 'overcrowded'. While acknowledging that duplication of effort amongst voluntary organisations should be avoided, the merger of organisations with different aims and objectives should be allowed to take place as a natural process. Historic Scotland should look to encourage the sharing of resources and facilities and working in partnership.

Recommendations

126. HEACS recommends that:

- (1) the historic environment sector should have a bespoke national intermediary body to fulfil the functions as identified in the SCVO report;
- (2) the Scottish Government through Historic Scotland should provide sufficient and sustainable funding for this body to a level which would provide for a team of five staff, including a chief executive;
- (3) the annual funding which has been made available to HEACS through Historic Scotland should not be lost to the sector;
- (4) BEFS should be invited by Historic Scotland to submit proposals and a business plan to reconstitute itself as the national intermediary body for the historic environment sector;
- (5) if BEFS does not wish to become such a body, or if its proposals are not acceptable to Historic Scotland, the steps set out in the SCVO report should be followed;
- (6) funding for other bodies providing infrastructure functions for parts of the historic environment sector should continue to be provided through Historic Scotland;
- (7) Historic Scotland should be required to review its commitment and policies towards the voluntary sector and Compact requirements;
- (8) Historic Scotland should look to encouraging the sharing of resources and facilities and working in partnership by voluntary bodies as a more productive approach than seeking the merger of organisations with different aims and objectives; and
- (9) Historic Scotland should support and encourage leadership organisations in the voluntary sector to become more proactive in making links with wider policy areas on behalf of the historic environment.

APPENDIX A

Meetings convened with other organisations by the HEACS Infrastructure Working Group

HEACS met with representatives of BEFS in June 2007, and again in June 2008.

List of attendees at the seminar in June 2007:

Archaeology Scotland
 Architectural Heritage Society of Scotland
 Association of Preservation Trusts (Scotland)
 Built Environment Forum Scotland
 Cockburn Association
 Glasgow Merchant City Initiative
 Historic Environment Advisory Council for Scotland
 Historic Houses Association
 Heritage Lottery Fund
 National Trust for Scotland
 Royal Commission on the Ancient and Historical Monuments of Scotland
 Scottish Church Heritage Research
 Scottish Civic Trust
 Scottish Lime Centre Trust
 Scottish Stone Liaison Group
 Scottish Vernacular Buildings Working Group
 Scottish Council for Voluntary Organisations
 Society of Antiquaries of Scotland
 Solway Heritage

List of attendees at the seminar in June 2008:

Archaeology Scotland
 Association of Preservation Trusts (Scotland)
 Built Environment Forum Scotland
 Edinburgh World Heritage
 Historic Environment Advisory Council for Scotland
 Institute of Historic Building Conservation
 Scottish Civic Trust
 Scottish Lime Centre Trust
 Scottish Stone Liaison Group
 Society of Antiquaries of Scotland
 Society for the Preservation of Ancient Buildings

APPENDIX B

References

Select list of websites accessed

Association of Preservation Trusts
 Archaeology Scotland
 Architectural Heritage Society of Scotland
 Built Environment Forum Scotland
 Garden History Society
 Glasgow Archaeological Society
 Heritage Link
 Heritage Lottery Fund
 Historic Scotland
 Institute of Conservation
 Institute of Field Archaeology
 Institute of Historic Building Conservation
 Museums Galleries Scotland
 National Trust for Scotland
 Royal Commission on the Ancient and Historical Monuments of Scotland
 Royal Incorporation of Architects in Scotland
 Royal Institution of Chartered Surveyors in Scotland
 Royal Town Planning Institute
 Scottish Coastal Archaeology and the Problem of Erosion
 Scottish Council for Voluntary Organisations
 Scottish Civic Trust
 Scottish Environment LINK
 Scottish Government
 Scottish Stone Liaison Group
 Society of Antiquaries of Scotland
 Society for the Protection of Ancient Buildings
 Volunteer Development Scotland

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Wolfenden Committee, *The Future of Voluntary Organisations: Report of the Wolfenden Committee*, Croom Helm, 1978



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