

Historic Environment Fund

# SYNOPSIS OF RESPONSES TO CONSULTATION

September 2016

HISTORIC ENVIRONMENT DIVISION



Department for  
**Communities**

[www.communities-ni.gov.uk](http://www.communities-ni.gov.uk)

**Analysis of Public Consultation:  
Consultation on Proposals for a Historic Environment Fund**

**September 2016**

**DfC Public Consultation on Proposals for a Historic Environment Fund**

Front cover: EHOD prize-winning photo by Glenn Barbour of Brownlow House, Lurgan, Co Armagh.

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## **SUMMARY**

### **INTRODUCTION**

On 14 March 2016 the Minister of the Environment issued a public consultation to provide an opportunity for all interested parties to express their views on proposals for an Historic Environment Fund. The consultation closed on 6 June 2016.

In the consultation the Department sought to engage the opinion of district councils, owners, custodians, heritage professionals and stakeholder groups. The consultation set out 20 questions related to the introduction of a new Historic Environment Fund. This paper sets out an analysis of the responses to the consultation.

### **BACKGROUND**

The Historic Environment Division of Department for Communities (DfC) is responsible for the recording, designation, conservation and protection of the built heritage in NI. The statutory authority to provide funding for listed buildings and scheduled monuments is provided by Sections 199 and 225 of the Planning Act (NI) 2011 and Articles 19, 23 and 24 of the Historic Monuments and Archaeological Objects (Northern Ireland) Order 1995. In addition, the UK is a signatory to a number of international conventions, treaties and charters that touch upon or concern heritage. Signatories promise to adopt integrated conservation policies in their planning systems and other spheres of government influence, that promote the conservation and enhancement of architectural heritage and the fostering of traditional skills. The Granada Convention and the Burra Charter outline guidelines for managing, legislating, funding and promoting the historic environment.

The Study on the Economic Value of Northern Ireland's Historic Environment published by DOE in 2012 noted that 'although its contribution to the local economy is significant, the historic environment in NI produces significantly lower levels of output, employment and Gross Value Added (GVA) than that of its neighbouring jurisdictions, when assessed on a per capita basis. This suggests that there is significant potential to further develop the historic environment sector in NI.'

The Minister therefore requested that consideration be given to the creation of a Historic Environment Fund to provide a strategic approach to the funding of the historic environment.

The recent publication of the draft Programme for Government Framework 2016-2021 provides clarity on NI Executive proposed priorities for the coming four years. The historic environment can support the fulfilment of a number of the outcomes in the draft framework, including ‘We are a confident, welcoming, outward-looking society’; ‘We are a shared society that respects diversity’; ‘We have created a place where people want to live and work, to visit and invest’; and ‘We prosper through a strong, competitive regionally balanced economy’. These statements, which were not available when the consultation on the HEF was drafted, will be important components of the priorities set in the HEF and will be reflected in the assessment criteria for the Fund as the Programme for Government is finalised.

## CONSULTATION DOCUMENT

The consultation outlined the value of the historic environment as a key component of our cultural heritage contributing, through archaeological heritage, architectural heritage and historic landscapes, to our sense of place and shared cultural identity. It explained how it can enhance quality of life and add local distinctiveness and is an important economic and social asset. The consultation therefore considered it vital that our historic environment is appreciated, protected and made accessible to present and future generations if it is to ***support and sustain vibrant communities and a strong economy through realising the significant, ongoing value of our historic environment.***

The consultation outlined proposals for an Historic Environment Fund 2016-2020 which was envisaged to contain four key strands: *Heritage Research, Heritage Regeneration, Heritage Repair and Heritage Revival*. It suggested that the Fund’s aims should include:

- Increasing understanding of our shared resource and facilitating excellence through **Heritage Research** schemes;
- Strengthening local communities, supporting third sector capacity and regeneration initiatives through **Heritage Regeneration** schemes;
- Encouraging sustainability and the preservation of the historic environment through helping to fund **Heritage Repairs**; and
- Promoting the social value of our historic environment and the innate contribution to wellbeing through **Heritage Revival** initiatives.

The document anticipated that funding proposals would be judged against well-defined criteria tailored to the specific objectives of each Fund quadrant, against which applications would be

assessed to help the Department determine which projects should be funded. For example, applicants should need to set out their scheme's contribution to:

- Conservation and enhancement of the historic environment
- Economic impact – contribution to tourism and to supporting communities
- Economic impact – supporting the construction and associated industries
- Social benefits – creating broader and deeper understanding of our heritage
- Social benefits – enhancing public engagement with the historic environment

The development of key principles of sustainable management of our historic built environment was also proposed in the consultation paper.

Detailed responses were provided by 35 respondents. The Department is grateful to all of the organisations and individuals who submitted responses. A great deal of thought and effort clearly went into providing detailed and insightful comments and this will help immeasurably as the Department develops firm policy proposals.

The summary of respondents is included in the following table; a full list (with date of response) is provided at Annex A.

## **ANALYSIS OF RESPONSES**

By the closing date, the Department had received 34 substantive responses. The discussion document had been widely circulated among interested parties and was also available on the Department's website. A late response was received; such was the level of thought and detail in that response that we have included this in both the quantitative and qualitative analysis. The nature of respondents is analysed below:

Group	Number	Percentage
Individual	5	
Organisation	30	
<b>Total</b>	<b>35</b>	
Organisation response sub grouping		
Group	Number	Percentage
Voluntary, third sector or charitable organisation	12	
District Councils and Local Government organisations	7	
Contractor, consultant or professional body	5	
Statutory body	2	
Academic body	1	
Other	3	
<b>Total Organisations</b>	<b>30</b>	

## SUMMARY OF KEY ISSUES

The main themes emerging from the responses were:

- HEF is **urgently** needed with a **priority on heritage repairs**.
- The **structure** of the fund is **welcomed**.
- Success will depend on the **identification of a budget** for the fund which will influence how the fund should be **structured**.
- The **framework** allows for **flexibility** which is **welcomed**, and for connection with other sources of funding.
- **Traditional skills** and **materials** need to be **protected** and the **proposals** for the fund **allow this to happen**.
- The sector needs to be **marketed** and **promoted** in a more **rigorous manner** and the **proposals** contained in the fund **allow** this to happen in a **coordinated** way which is **welcomed**.
- The development of **criteria** for **assessing the applications** will be critical.
- Broader **ambitions of the Department for Communities** should be set out and it would be helpful to understand **how the historic environment** can play a **key role** in delivering them.



This will help the NI Executive to reconsider the importance of the **historic environment** as a **vehicle for social and economic change**.

- **Key documents** like the Economic Value of Northern Ireland’s Historic Environment should be **updated** with a **renewed focus on social value and communities** at a local and central government level.
- **Fostering appreciation is key to the care and respect** of our historic environment. The spread of funding to **support research** and the **promotion of value** should **enhance appreciation** and as such **counter heritage crime**.
- **Community engagement** and the **social value of heritage** and heritage schemes should be **key considerations** going forward.
- The **contribution of landscape settings and landscape (particularly woodland)** to listed buildings and scheduled monuments – as together they provide a ‘unique cultural package’ that is oftentimes bigger than the sum of the parts – should be considered.

The following summaries of responses are grouped according to the specific questions set out in the consultation document.

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## **DETAILED COMMENTS 1: VISION, STRATEGIC PRIORITIES, PRINCIPLES**

This section analyses the consultation responses received in relation to questions 1-3 of the consultation. These relate to vision and the provision of a framework for strategic priorities for funding.

### **Question 1: Do you agree with the overall approach to the Historic Environment Fund as outlined in section 1?**

The consultation set out a vision for the Historic Environment Division: **To support and sustain vibrant communities and a strong economy through realising the significant, ongoing value of our historic environment.**

Of the 30 specific responses received to this question, 28 confirmed support for the overall purpose of the Historic Environment Fund, as set out in Section 1 of the consultation paper. Some commended the Department's '*vision and foresight in bringing forward a broad based HEF proposal*'. One of the owners who responded cited the benefit of the overall approach to the provision of the fund to be for the benefit of future generations.

One consultee agreed with reservation, citing urgent necessity for the fund; necessity to protect skills and materials; and concerns about budget and lack of consideration of the contribution of landscape and historic setting within the consultation document.

Among the 28 who responded positively, there was recognition that the historic environment can play a vital role in the revitalisation of towns and villages, providing significant economic benefits, particularly in areas of recognised deprivation. Heritage was cited as a key catalyst for regeneration projects and there was general agreement that the proposed HEF would provide an opportunity to encourage private sector investment and make a positive contribution to the local economy. One of the councils highlighted the desire from the Minister that the HEF proposals indicated the development of structures to channel money '*where it is needed, as and when he is able to secure central Government funding*'. This could be coupled with other funding sources such as developer-funded agreements.

One respondent disagreed, suggesting that the proposals risked spreading small amounts of budget too widely therefore the effect would be '*minimal and risk going unnoticed*'.

One respondent noted the lack of specific reference to industrial heritage.

## Departmental response

The Department recognises that the proposals were published at a time of reorganisation of Government Departments when Departmental plans and budgets were not agreed. In addition, the proposals were published at a time when local authorities are undertaking community planning and area plan engagement. It was therefore felt that a level of ambition for the protection, appreciation and promotion of the historic environment would be worthwhile within the overall approach to the development of the Historic Environment Fund.

Page 10 of the consultation document highlighted that the consultation did not indicate the budget available for the Fund, as budgets for future years remained unconfirmed. That remains the case. Decisions on funding from the Fund will therefore at this stage focus on 2016-17 projects, with further years being addressed when future years' budgets have been confirmed.

The Department can confirm that all elements of the historic environment – including industrial heritage – will fall within the scope of the Fund.

### Question 2: Do you agree or disagree with the proposed four key strands and their associated aims?

The consultation sought views on proposals for an Historic Environment Fund 2016-2020 which was envisaged to encompass four key strands: *Heritage Research*, *Heritage Regeneration*, *Heritage Repair and Heritage Revival*. It suggested that the Fund's aims should include:

- Increasing understanding of our shared resource and facilitating excellence through **Heritage Research** schemes;
- Strengthening local communities, supporting third sector capacity and regeneration initiatives through **Heritage Regeneration** schemes;
- Encouraging sustainability and the preservation of the historic environment through helping to fund **Heritage Repairs**; and
- Promoting the social value of our historic environment and the innate contribution to wellbeing through our **Heritage Revival** initiatives.

Of the 31 replies received in direct response to the question, 30 respondents confirmed support for the Fund's proposed four key themes and the four associated aims. One respondent confirmed that it would be '*important that there are clear associated aims to the strands which can also be integrated across the Fund to ensure maximum value*'. While some confirmed that there was

reasonable equity between the social and economic objectives, others suggested that there might be a stronger rationale for demonstrating broader community benefits.

Another respondent commented that the document *'did not recognise sufficiently the role that community development could play in bringing groups of people together using activities such as community-led archaeology to generate positive community development and an improved understanding of the need to preserve our shared heritage'*. Another respondent confirmed that a *'key issue requiring further consideration will be the selection criteria against which funding applications will be assessed'*.

One respondent disagreed with the proposed strands and the associated aims, suggesting that there were too many strands and too many aims.

### Departmental response

The responses confirm the appropriateness of the proposed key strands. We consider that the proposals allow for flexibility of funding, demonstrating clear ambition to allow for the full range of matters relevant to protecting, conserving, raising awareness and developing the necessary skills for the management of the historic environment. We agree that the added alignment with other outcomes would be beneficial. Thus we propose the following amendments:

- Increasing understanding of our shared resource and facilitating excellence through **Heritage Research** schemes;
- Strengthening and improving the physical environment and fostering the positive identity of places among local communities, supporting third sector capacity and regeneration initiatives through **Heritage Regeneration** schemes;
- Encouraging sustainability and the preservation of the historic environment through helping to fund **Heritage Repairs**; and
- Promoting the social value of our historic environment and the innate contribution to wellbeing and sustainable employment through **Heritage Revival** initiatives.

The Department understands the concerns that we may risk overreach in terms of ambition without a clear budget. We agree that it will be important to manage the Fund to allow for adjustment and flexibility, determining which elements can be available at any time in light of priorities and budget. We consider that, as and when additional funding may be made available, the framework will facilitate development of schemes which will be responsive to needs. The comments about budget in response to Question 1 are also relevant here.

**Question 3: Do you agree or disagree with the proposals to include a framework for the principles for the sustainable management of the historic environment to include the six identified Principles?**

The consultation sought views on the development of a framework for the sustainable management of our historic environment. In line with UK best practice, six key principles were outlined in the consultation document:

- The historic environment is a shared resource
- Everyone will be able to participate in sustaining the historic environment
- Understanding the significance of historic assets is vital
- Historic assets will be managed to sustain their values
- Decisions about change must be reasonable, transparent and consistent
- Documenting and learning from decisions is essential

29 respondents agreed with the overarching concept of a sustainable management framework and that there needs to be clear, concise and defined Principles associated with such a framework. One commented that it would be *'a very important initiative by the Division that will promote best practice across the sector'* and further commented that the Principles should *'underpin the operation of the Fund and be utilised as criteria/ indicators in terms of assessment of the proposals'*. This was echoed by a number of respondents. Another respondent recommended that the *'Historic Environment Record and access to it could be improved so as to enhance the principle related to transparency and consistency'*.

One respondent cited the 2011 NIAO report<sup>1</sup> that the need for a clear performance measurement framework was a prerequisite. They further commented that the *'inclusion of a framework helps to provide clarity, structure and guidance to support sustainable management of the historic environment. The proposed six Principles would need to be accompanied by clear definitions and guidance with regard to their interpretation particularly in relation to 'the significance of a historic asset' and what its individual 'values' are'*. Others suggested a Statement of Significance which should be submitted as part of a planning application. In addition, with regard to the last proposed Principle, it would be necessary that there be a *'requirement to disseminate the data to local authorities and the wider public'* which needs to be included.

Some recommended additions and amendments to the Principles; one commented that Principle 1 be amended to read: The Historic Environment is a shared resource and we **have a shared**

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<sup>1</sup> Safeguarding Northern Ireland's Listed Buildings, March 2011, NIAO

**responsibility to pass it on to the next generation in good condition.** Three respondents recommended that there should be a *'clinical case for reuse and applying for funding that supports communities'* incorporating measurement of social value and social accountability and better signposting and evidence of good stewardship and that the Department needs to be open to new approaches to material conservation in our changing climate.

Another respondent commented on the importance of maintenance and reuse as key to contributing to the sustainable management of the historic environment, of which more should be made. *'More needs to be done to educate communities and business leaders'* was the response of a preservation trust. Another owner cited the necessity actively to engage with owners to *'sustain better relationships and gain the trust of owners who see listing as a hindrance'*. One consultee recommended that a seventh Principle be added: **Advocate for a philosophy of conservation repair over the more commonly implemented 'restoration'**, arguing that it was more *'cost effective and environmentally sustainable than restoration'*.

#### Departmental response

Having considered the comments made, we consider that the proposal to introduce Principles will assist owners, custodians, conservation practitioners, professionals and district council staff. There has been considerable work undertaken on the development and identification of these principles in England and Wales; and there is general agreement that they are in keeping with the principles outlined in the Burra Charter. We are cognisant of the suggestions to include additional Principles. We will include the following amendment to Principle 1:

The Historic Environment is a shared resource **and we have a shared responsibility to pass it on to the next generation in good condition'**.

Reflecting the work done in other jurisdictions to develop best practice, we do not propose to make further changes to the principles at this stage, but will ensure that they are reviewed when we review the Fund to integrate the Programme for Government.

We will work with key stakeholders to develop appropriate criteria through which to confirm that applications to the Fund comply with the principles.

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## **DETAILED COMMENTS 2: AREAS OF FUNDING**

This section analyses the consultation responses received in relation to questions 4-8 of the consultation. These relate to the proposed quadrants in the Fund as set out below:

<p><b>Heritage Research</b></p> <p><b>Understanding and facilitating excellence of our shared resource</b></p> <ul style="list-style-type: none"> <li>• Historic Environment Research Fund</li> <li>• Publications Fund</li> <li>• University Fund</li> <li>• Post-Excavation Fund</li> <li>• Incubation-Innovation Fund</li> <li>• Archaeological Investigation Funding</li> <li>• Conservation Plan seed Funding</li> </ul> <p><i>10-20% of fund allocation</i></p>	<p><b>Heritage Regeneration</b></p> <p><b>Facilitating heritage led regeneration – strengthening local communities by supporting third sector capacity &amp; regeneration initiatives</b></p> <ul style="list-style-type: none"> <li>• Community Engagement – Seed Fund</li> <li>• Council-enabled Management Agreements</li> <li>• Council Engagement-Pilot Project Fund</li> <li>• HAR (Heritage at Risk): recording, acquisition fund, holding repairs fund, council owned structures fund, exceptional circumstances fund</li> </ul> <p><i>10-30% of fund allocation</i></p>
<p><b>Heritage Repair</b></p> <p><b>Rewarding &amp; encouraging best practice in conservation – encouraging sustainability &amp; best practice in conservation &amp; preservation</b></p> <ul style="list-style-type: none"> <li>• Management Agreements</li> <li>• Listed Buildings Funding Stream</li> <li>• Historic Window Repair Funding Stream</li> <li>• Thatched Buildings Funding Stream</li> <li>• Small works Listed Places of Worship Funding Stream</li> </ul> <p><i>40-60% of fund allocation</i></p>	<p><b>Heritage Revival</b></p> <p><b>Promoting social value of heritage</b></p> <ul style="list-style-type: none"> <li>• Annual Heritage Awards</li> <li>• Historic Environment Support Fund</li> <li>• Skills development with training and education activities</li> <li>• Heritage Schools Transport Fund</li> <li>• Promoting the social value of our historic environment and the innate contribution this can make to wellbeing</li> </ul> <p><i>10-20% of fund allocation</i></p>

### **Question 4: Do you agree or disagree with the percentages of funding allocated for each of the quadrants of the Historic Environment Fund?**

All consultees who responded confirmed that the largest percentage of the funding should be allocated to Heritage Repair and Heritage Regeneration. The requirement that the fund be flexible and subjected to periodic review was considered to be prudent. One of the councils disagreed with the percentages and recommended that the Fund’s proportions be increased for repair/regeneration to reflect the local conditions in that council area.

Another council respondent confirmed that further consideration should be given to the need for *'more outreach and capacity building programmes focusing on the economic, social and environmental value of the local historic built environment. The reuse of our existing historic built heritage stock is one of the best ways to meet our sustainable development and management targets while retaining a physical link to our shared social past'*.

The possibility of allocating a larger percentage of the Fund to Heritage Revival to help focus on capacity building at local level among local council representatives (Councillors / Committee Members) and key Council Staff (Directors and Heads of Service) was considered beneficial. Some ideas for funding schemes were offered: one respondent commented that the provision of funding for a scheme to train people to undertake high quality maintenance would be very beneficial.

### **Departmental response**

The Department notes that most respondents considered that the percentages generally reflected the requirement of need as they saw it. The Department will ensure that the budgetary allocation to each quadrant is responsive, reactive and will be subjected to periodic review. For those who commented that the percentages appeared arbitrary, that the scheme is *'complex and may cause bewilderment'* and that the rationale should be clearly set out, it is important to note that the scheme as outlined allows flexibility. The forms and supporting information for applicants to the Fund will explain how those streams which are open in any period connect to each other and the aims of the Fund.

**Question 5: Do you agree or disagree with the proposed list of proposed funding streams under the outcomes of a Heritage Research funding stream?**

The consultation set out a number of ways in which the Department intends to fund schemes and /or research projects which would develop an increased understanding of our shared historic environment, develop innovative ways to protect it from harm, and enrich skills and expertise to help care for it.

Proposals under Heritage Research to facilitate understanding and facilitating excellence of our shared resource included:

- Historic Environment Research Fund
- Publications Fund
- University Fund
- Post-Excavation Fund

- Incubation-Innovation Fund
- Archaeological Investigation Funding
- Conservation Plan seed Funding

*10-20% of fund allocation*

Of the 30 respondents, 26 agreed with the proposal.

Many recommended that training /education work with councils and schools should be funded under this strand and that, as a key part of education, elements such as continuing professional development through relevant bodies ought to be considered. One of the councils considered that conservation area proposals and conservation area management plans had been overlooked and that the strand should *'make funding available for the development of these documents'*. Others recommended that there be a *'range of open and target programmes to complement and link with the suite of programmes offered by Heritage Lottery Fund i.e. Townscape Heritage Initiative. Targeted development support under the 'Council Engagement – Pilot Project Funding' should encourage more local authorities to submit projects'*.

In a response from a university there was a suggestion of a further heading of 'Research and Capacity building' funding to be added; this was echoed in a number of responses both from councils and Arms Length Bodies. In the detail on the Publications Fund, the response from the University suggested that the detail of choice of publisher, level of professional design and target audiences were crucial to the success of publications of all scale and size. Support for the University Fund was welcomed, with the suggestion of the development of a scholarship programme with support in kind to be offered, which was felt in earlier joint research programmes to be invaluable but all of which should be underpinned by a Research Strategy to assist with the identification of priorities. The university also made a recommendation that a Research Strategy should be put in place to guide archaeological Investigation. The lack of consultation with universities prior to formal consultation was also highlighted. One respondent summed the matter up concisely, confirming that if research is to be funded by a scarce public budget, that research must be *'carefully prioritised, have a clear purpose, linked to measurable outcomes and shared widely'*. Their suggestion was that initial research be on heritage led regeneration and the presentation or interpretation of heritage to meet current and future audiences.

The necessity for the availability of material through a good website presence was deemed to be worthwhile, and respondents confirmed that *'councils will need to work with the Department to ensure a coordinated approach for the benefit of towns and the historic environment'*. One of the professional bodies asked that consideration be given to funding the conservation certificate and

diploma courses. One of the major custodians of listed buildings suggested that the funding of a scheme to assist with the preparation of conservation plans was of significant importance.

### **Departmental response**

The Department notes that most respondents supported the recommended quadrant and strands contained within it. It is clear from the responses however that further information related to a Research Strategy on issues of architectural and archaeological importance is a prerequisite to the advancement of a number of these strands. In addition the Department agrees that a Research Strategy on Archaeological Investigation is a necessary precursor to roll out of the University Fund. The Department intends to progress such a framework during 2016, in engagement with relevant stakeholders. Such a strategy will have an impact on all the routes to funding identified in this Stream and their relative priority. The Department has therefore concluded that this Stream should not open to applications in 2016 pending the development and agreement of an Historic Environment Research Strategy.

Regarding the failure to consult universities in advance, the Department notes that the consultation was issued to allow all universities to comment on proposals. The Department agrees that there is clear evidence for an additional capacity building programme to be included in this quadrant. The Department therefore proposes that the quadrant is amended as follows:

### **Proposed amendments to Heritage Research funding stream**

#### **Understanding and facilitating excellence – of our shared resource**

Historic Environment Research Fund

Publications Fund

University Fund (including potential for a scholarship programme)

Post-Excavation Fund

Incubation-Innovation Fund

Archaeological Investigation Funding

Conservation Plan seed Funding

**Research and Capacity building:** potential for transfer of specialist knowledge and procedures in planning matters and partnering communities with third level archaeology and architecture departments

**Training and Capacity building for Councils**

**Question 6: Do you agree or disagree with the proposed list of proposed funding streams under the outcomes of a Heritage Regeneration funding stream?**

The consultation suggested providing funding to help deliver tangible benefits to local communities and local economies. Proposals included:

- Community Engagement – Seed Fund
- Council-enabled Management Agreements
- Council Engagement - Pilot Project Fund
- HAR (Heritage at Risk): recording, acquisition fund, holding repairs fund, council owned structures fund, exceptional circumstances fund

*10-30% of fund allocation*

Of the 30 detailed responses received, two were qualified responses and twenty eight were in broad agreement with the proposals, with one respondent commenting that they *'welcomed the list and underlying principles of working closely with communities, councils and bodies such as building preservation trusts to build capacity, conservation skills and partnerships through knowledge growth/ regeneration initiatives'*.

Of the seven councils who responded to the consultation, only one expressed concern regarding the proposal in relation to council owned listed buildings which are not at risk being no longer eligible for grant aid for repairs. The respondent stated that *'Council is of the view that funding eligibility should be based on the merits of a building/ property, regardless of ownership'*.

Others outlined concerns about the Heritage at Risk register: that *'HED need to clearly and concisely set out the role, remit and responsibilities that they envisage for councils'*.

One of the academic bodies noted the scope for a number of community-based initiatives concerning maritime heritage in partnership with universities and government museum services to *'improve knowledge and awareness... to include training... to foster a sense of ownership and custodianship of local heritage'*. There was some concern that the unintended consequence of not funding council- owned structures might escalate decline in order to qualify for grant aid. There was a suggestion of funding *'only to be given to building stock already on the HAR register in order to discourage owners or even councils from letting buildings deteriorate in order to attain funding'*.

One respondent outlined concerns of the *'lack of mention of feasibility or other viability studies and other early project development work to help kick start projects'*. There was concern in some quarters that *'given limited budgets related to funding for the Historic Environment there may be too*

*many proposed streams under this theme. Further information and clarification on the proposed aim, objectives and outcomes of each proposed funding stream is needed, particularly if HED see a partnership role for local councils... as ... the paper refers to a capacity building fund with District Councils [which] will help raise awareness across the region'. The respondent further commented that they 'would stress the importance and need to engage with local councils at an early stage as any such programme will have direct implications on resources (both financial and staff)'.*

Another respondent recommended that, at a time of very restricted funding, when priorities have to be set, that they would consider that funding for structures of *'no economic benefit... with no potential for habitation... be withheld in the short term'*.

### **Departmental response**

The Department notes that most respondents supported the list of funding streams under the Heritage Regeneration funding stream. The Department will ensure that the budgetary allocation to each quadrant is responsive, reactive and will be subjected to periodic review. We recognise further the need to clearly and concisely set out the role, remit and responsibilities that the Department envisages for Councils for heritage at risk. At a time of finite budgets, it is imperative that schemes of greatest need are progressed. Halting decline through targeted initiatives and working in partnership with community, council and government departments will be a key aspect of this funding stream and capacity building will be a key initiative. The Department will ensure that this is reflected in early calls for applications from this quadrant.

Considering all of this and the budget available this year, three routes will be opened for applications in 2016-17:

- Agreements which will be available to owners as well as district councils to improve the presentation and regeneration of historic monuments in their care.
- Funding for holding repairs for listed buildings at risk. To avoid confusion, the word 'repair' will be dropped from this funding route which will be renamed Preservation of Heritage at Risk. The aim will still be to support temporary interventions to halt decline in advance of a repair scheme. This support will only be available to not for profit organisations. This is in line with the provisions of Section 225 of the Planning Act (Northern Ireland) 2011 and is also a way to ensure community involvement.
- Support for proposals to help encourage the development of community enterprise through heritage in Northern Ireland through a Community Enterprise Catalyst scheme.

In addition two strategic projects will be supported from this Stream:

- Part funding of a pilot project with Derry City and Strabane District Council, whose Chief Executive has taken on heritage as a specialist area in agreement with the Chief Executives of the other district councils;
- Extension of current arrangements [until March 2017] with the Ulster Architectural Heritage Society to record Heritage at Risk, pending the development of a clear strategy in this area.

**Question 7: Do you agree or disagree with the proposed list of proposed funding streams under the outcomes of a Heritage Repair funding stream?**

In the consultation, the Department proposed to allocate funding via the Heritage Repair theme to assist owners and custodians to repair and maintain their heritage assets, in turn helping to develop and sustain heritage skills and providing for greater public understanding of the historic environment. The consultation contained proposals for funding for:

- Management Agreements
- Listed Buildings Funding Stream
- Historic Window Repair Funding Stream
- Thatched Buildings Funding Stream
- Small Works Listed Places of Worship Funding Stream

*40-60% of fund allocation*

The consultation suggested that there may be scope for collaboration with district councils, Construction Industry Training Board (CITB), Heritage Lottery Fund (HLF) and local colleges or training providers to encourage apprentice-type opportunities for encouraging the interest in heritage skills.

Of the 30 positive responses to this proposal, five (three councils, an ALB and an NGO) suggested that the Fund should also provide support for unlisted buildings in conservation areas / unprotected aspects of heritage which would *'have significant impact on the prosperity of high streets'*. Six respondents particularly mentioned their appreciation for specific funding for windows and another six confirmed their support for grant aid for places of worship.

Most respondents confirmed their support that this theme receive the majority of the HEF allocation, citing that they *'would agree with this proposal as the need for funding streams for the physical repair of heritage buildings and structures and archaeological monuments and sites is clear'*.

The proposed percentage of funding was cautiously welcomed by many. Many respondents noted that the proposed 20% of eligible repair costs is *'only the value of VAT'*. One respondent considered that the percentage allocated was too low.

The requirement for applicants to consider how their project might contribute to increasing skills and providing opportunities for training was considered to be onerous and the suggestion that there be a minimum cost at which these requirements might apply was suggested. Other respondents queried the potential for including the payment of fees under this proposal and whether there would be flexibility for what is eligible for grant aid.

A detailed response regarding the lack of provision of a detailed specification for thatch was an in-depth analysis from a professional thatcher outlining concerns about the regulation of thatch and the causes of the perceived premature failure of thatch roofs.

### **Departmental response**

The Department notes that most respondents supported the list of funding streams under the proposed Heritage Repair quadrant. The Department will ensure that the budgetary allocation to each quadrant is responsive, reactive and will be subject to periodic review. We recognise further the need to clearly and concisely set out what is eligible for funding, arrangements for professional fees and providing appropriate requirement in terms of skills/ training.

At a time of limited budgets, it is imperative that schemes of greatest need are supported. Halting decline through targeted initiatives and working in partnership with community, council and government departments will be a key aspect of this funding stream, and capacity building will also be a key element.

The Department will include a requirement for all listed building repair schemes that owners have professional advice at the outset for the works that are proposed and that the works are supervised by a professional as works progress to final completion. This is necessary to safeguard scarce public resource in terms of the quality of any HEF funded conservation works. Applications received without professional inputs will therefore be returned.

Regarding the concerns about thatching, these are well expressed. The Department welcomes further discussion on this matter and is engaging with key stakeholders in a recently formed NI Thatch Steering Group.

In 2016 the Department proposes to open two routes for funding under this stream: Repairs of Historic Monuments; and Repairs of Listed Buildings. Given limited availability of funds and a



requirement to limit offers to the current financial year it is envisaged that support will be limited to priority categories. If these are to be completed in time it is likely that will also be small works.

**Question 8: Do you agree or disagree with the proposed list of proposed funding streams under the outcomes a Heritage Revival funding stream?**

The consultation proposed the following elements in this quadrant:

- Annual Heritage Awards
- Historic Environment Support Fund
- Skills development with training and education activities
- Heritage Schools Transport Fund

*10-20% of fund allocation*

Of the 28 responses, only 2 expressed concern about the quadrant. One considered that *'revival was an ambiguous term and that the consultation has lumped together a strange mix of social value in the skills training, support fund, and transport but then put community engagement into regeneration'*. Another outlined the importance of training: *'the central problem of traditional skills training in Northern Ireland is the lack of qualified people to do the training. The only area that should be funded here is bursaries similar to send people on relevant training courses of which there are many run elsewhere in UK and Europe'*.

Of the 26 positive responses received, the importance of partnership working across the sector was noted in a number. One respondent recommended that *'all options to work in partnership with other organisations should be explored to achieve the stated goals under revival'*...the HEF *'should then be directed to areas of need that cannot be met by partnership approach'*. Another respondent expressed a view that the scheme should be called *'Heritage Awareness or Education'* suggesting that *'Revival suggests breathing life back into, rather than shining a light on, heritage'*.

One of the responses outlined the setting up of a *'mechanism to engage with a sponsor reducing the demands on this funding source for expenditure on this'*. Another respondent suggested co-sponsoring by the private and third sectors might encourage education and training, adding that this *'might encourage those partners to form their own partnerships directly with communities'*. Another respondent whose organisation presently runs an awards scheme outlined work being undertaken with the Andrew Lloyd Webber Foundation to bring the Heritage Angels awards to Northern Ireland

and made the suggestion that the Department should be prioritising the creation of either an undergraduate or post-graduate course accredited by the IHBC.

One of the councils confirmed that it *'supports the provision of funding focused on the promotion of our historic built environment in terms of both its social and economic value to local communities, local authorities and the wider public including linkages to local tourism opportunities, urban regeneration initiatives and conservation schemes'*. One respondent queried the statutory vires for and university liaison re student awards.

A council response summed up the importance of increasing awareness, outlining that a *'key issue for the protection, conservation and enhancement of the historic built environment is the need to clearly articulate the tangible and intangible value of these heritage assets in terms of their benefits to the local economy, local social history / culture and local environment. HED should consider allocating more of the HEF to education, proactive promotion and building grassroots support from local community groups. Local authorities are potentially a key partner with regards to funding opportunities for heritage led and community led schemes. There is a need for closer liaison between HED and local authorities regarding funding issues and a proactive capacity building programme for Council Members and Council Staff'*. The respondent continued *'Furthermore, the proposed fund to support travel costs associated with the Heritage Schools Initiative is important. Introducing the concept of our shared heritage and culture via the historic built environment to children at primary and post primary school level provides a format for integrated learning, an understanding of our shared history and sustainability theories'*.

### **Departmental response**

The Department notes that most respondents supported the list of funding streams under the Heritage Revival quadrant. The Department will ensure that the budgetary allocation to each quadrant is responsive, reactive and will be subjected to periodic review. We agree that works whose primary focus is community engagement will be more appropriately funded from this Stream. The Department has also arrived at a view that a skills strategy should also be developed before this route of funding is activated.

In 2016, therefore, the Department proposes the following routes of support:

- A community archaeology fund, aimed at encouraging communities to explore their history through archaeological projects. Such a scheme in Fermanagh was the recipient of a UK award for excellence during the consultation period.

- A 'District Council Maintenance Week Catalyst' fund, to support councils to encourage owners to take action to maintain their historic buildings;
- An Historic Environment Schools Transport Fund, aimed at inspiring children to engage with the historic environment through limited support for transport costs;
- Historic Environment Awards aimed at increasing public awareness and encouraging those who work to realise the potential of the historic environment.

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## **DETAILED COMMENTS 3: SUPPLEMENTARY MATTERS**

This section analyses the consultation responses received in relation to questions 9-20 of the consultation. These relate to various aspects of the management of the Fund.

**Question 9: Do you agree or disagree with the proposed restrictions to the fund-retention of capping, processing, batching and prioritisation aligned to financial forecasting?**

The consultation proposed that a two stage financial management system for the high value schemes would be introduced to determine eligibility and demand. It proposed that capping be at £50K per scheme, subject to review and funding availability. The consultation suggested batching of applications for high-value schemes to be considered three times a year, that proposals would be competitively scored and weighted against agreed criteria and priorities, and that the benefits of the project(s) should align the Fund's aim. The consultation also outlined consideration of how funding through the HEF might be most appropriately aligned with Government's financial years, including whether it was appropriate to break larger schemes down into smaller elements and fund these individually.

Responses were broadly supportive of these proposals. The absence of an agreed budget was noted as a key area within which these matters would need to be considered. The issue of scarce public budgets was frequently mentioned. One respondent expressed concern that the consultation did not make clear how 'additionality' will be assessed, adding that *'it should be explicit that an assessment of private resources available to fund these repairs will be carried out to ensure that scarce public monies are only bringing about projects that could not have occurred anyway'*.

Of the 27 detailed responses received in response to this question, 22 confirmed agreement, with some respondents suggesting that clarification was required on annual budgets and the rationale of the £50K cap per scheme, with another respondent querying whether any consideration had been given to *'a scale of capping dependent on Grade, or scope to vary grants depending on the scale of the property involved'*, further adding that it was *'vital that HED consider how the proposed HEF funding will be implemented in practice. It is clear that there will be a need for partnership funding from other organisations including Heritage Lottery Fund, Local Authorities and other voluntary organisations. Local Authorities allocate funding based on the financial year; it is unlikely that such funding can be secured over more than one time period. It is therefore important that larger scale projects are allocated funding on a phased basis with a clear link to overall aims and objectives e.g.*

*clear schedule of works or terms of reference. Consistent monitoring and evaluation must also be incorporated into any proposed funding stream'.*

A number of respondents outlined that the cap of £50K might *'limit the ability to bring projects to fruition'*, with others suggesting that in the event of under-subscription to the Fund in any given period, there should be the ability to review the cap in an upwards direction. Others commented that the *'cap is necessary to manage expectation and demand, but the size of the cap be kept under periodic review to allow excellent schemes with multiple social and economic benefits to be supported'*.

Capping was noted by one respondent to be *'the most effective way to ensure an even and consistent distribution of whatever limited funding will be made available. However the capping levels should be reviewed as more funding [hopefully] becomes available. If there are to be exceptions, perhaps it should benefit private owners who cannot raise funding through HLF or other voluntary sector based funding streams'*. The respondent added that the *'introduction of a competitive element puts the buildings of unsuccessful applications at risk of increased and in some instances irreparable deterioration'*. Another recommended that the effects of any capping would be mitigated by *'the thoughtful use of additional financial instruments [Financial Transaction Capital and Social Investment Tax Relief]'*. Another commented that *'any adjustment to the HEF that allows for funding expenditure to extend beyond year-end would facilitate the uncertain spend profiles that often accompany small scale construction projects and cater for larger projects whose building programme would span financial years'*.

Of the three responses who disagreed, one response was *'naturally we will disagree with this but recognise the inevitability of it'*, with another suggesting that the scheme *'appears to be copying HLF schemes which are costly to administer as they require a lot of staff time and I am not sure how beneficial they are in the long term'*. On capping, a respondent commented that they were of the opinion that, *'particularly for high value schemes, the capping should be £100,000 as this extra margin of funding may often make the difference between proposed schemes proceeding or not'*.

### **Departmental response**

The Department notes that most respondents supported the proposals to retain capping, introduce batching for high value schemes and prioritisation aligned to financial forecasting. The Department will proceed to refine the detail of the assessment process and, in light of funding availability, will subject the capping, batching and prioritisation arrangements to periodic review to allow the Fund to be responsive, not unduly restrictive and reactive to anticipated trends.

**Question 10: Do you agree or disagree with the proposal to request details of other sources of recent funding from applicants to avoid 'cold spots' of funding?**

The consultation proposed that, in order to build capacity across the region, applicants will be asked for details of all other government funding received in the previous three years (including Challenge Funding), in order to ensure the maximum dispersal of funding and avoid 'cold spots' of funding take up.

Of the 27 detailed responses received, 18 were in full agreement that 'funding should be equitable throughout Northern Ireland facilitating what one respondent described as *'a need to be transparent... to ensure maximum dispersal and avoid disproportionate funding'*. Others confirmed that the proposals had clear merit but made suggestions to the improvement of the proposals in terms of timescales and identification of capital projects.

Others noted the inherent potential for the Department to *'make a proactive call to communities in cold spots who could be encouraged through signposting to organisations...for support to begin the process of reuse of listed buildings/ structures'*. Some respondents requested definitions/ clarity on definition and rationale for requesting details of other sources of funding of 'cold spots'. One response said that there was *'little point in identifying cold spots as opposed to 'important buildings in need of funding'*. Another mentioned that explicit criteria would provide for clearer equitable distribution of funding.

In response to the question, another respondent noted the potential for the capacity building element of this across the region, outlining that *'given the Minister is seeking to use the budget widely rather than focusing scarce budget on a few projects, it will be important to request such details from applicants. This will also help to build capacity and encourage participation in the historic environment. It is also worth considering how to tailor support for individual applicants taking account of their experience. Simplifying the programme requirements should be a priority, the volume of work and timescale involved in the application process can put many potential clients off making an application'*.

Another respondent welcomed the principle of declaring other sources of funding to encourage a more level playing field but thought that the retrospective three year period was *'too long and could potentially disqualify many valid projects'*, suggesting instead that other sources of concurrent funding is declared or **'one** previous year from the time of application'. Others suggested that the

proposal should be extended to include lottery funding as well as Government funding. Others suggested that *'identification of capital projects in terms of designation, condition, use, access, interpretation, community relevance, noting that local/national importance may be equally relevant. That way the building and current community backing is more relevant than identifying the focus of previous funding'*. Some of the councils outlined the numbers of buildings at risk and conservation area projects which indicate that there is *'significant benefit for our borough to benefit from the roll-out of this funding'*.

Of the three responses who disagreed, one mentioned that the funding should be allocated *'on the basis of a project's demonstrated ability to meet the grant criteria rather than being weighted towards locations where funding has not been secured in the past'*. Another recommended that a balanced approach needed to be taken to ensure that *'good projects which meet the eligibility criteria are not disadvantaged as a result'*. Another suggested that this was *'mimicking HLF schemes which are not very successful. 'Cold spots' tend to remain 'cold spots' and in the meantime staff time is spent encouraging people to put forward schemes'*.

#### **Departmental response**

The Department notes that most respondents supported the proposals to request details of other sources of funding from applicants to avoid cold spots of funding. The Department will refine the detail of the assessment process, in an effort to ensure that equity in terms of funding for projects on geographical terms is encouraged. Disclosure of funding by HLF will be included, while also including additional criteria of designation, condition, use, access, interpretation, community relevance, local/national importance. The building and the scheme's community focus will be relevant and subject to periodic review to allow the Fund to be equitable, responsive, not unduly restrictive and reactive to anticipated trends. It will also include appropriate consideration of working with other funders when considering cold spots, recognising the benefits of connecting different sources of funding where possible, to allow maximum benefit to be realised from schemes.



**Question 11: Do you agree or disagree with the proposal to prioritise the four categories above in the event of restricted funding?**

The consultation outlined proposals that, in the event of a restricted funding situation for Heritage Repairs, the Fund would give priority to:

- Structures on the HAR register;
- Thatched buildings;
- Those applicants qualifying for enhanced rate of grant (applicants in receipt of specified means tested state benefits would be eligible for 90% grant aid); and
- Structures on the World Monuments at Risk Register

Of the 26 detailed responses received, 24 confirmed support for the categories with some adjustments. A number felt that further clarity was required on the World Monuments at Risk Register proposal which *'seems arbitrary and ... could only apply to two structures here Richhill Castle and Carlisle Memorial Church'*. Another commented that they agreed that *'in the event of restricted funding availability there needs to be a priority list. It is important that funding is allocated to the most vulnerable protected buildings and structures i.e. those identified on the Buildings at Risk Register and the World Monuments at Risk Register'*. One of the District Council responses suggested *'that priority should also be given to projects in areas of recognised economic and social deprivation'*.

Others recommended that community benefit should be a category, with one respondent outlining their belief that *'each application for funding towards repair to a listed building should be looked at holistically on a case by case basis, and not as a 'tick box' exercise. Some important town centre buildings, for example, may need urgent repair to rainwater goods or stonework but will not meet the criteria listed, with funds perhaps being diverted to a remote thatched cottage. Whilst important and in decline, such a building might not necessarily deliver the ongoing community benefit a restored town centre building might offer. Listed buildings with owners in receipt of state benefit do not automatically own the buildings that would benefit most from repair so should not be prioritised'*. Another agreed with the concept of prioritisation but felt that in a time of austerity, it was more equitable to fund the repair of three dwellings at 30% and secure their future than fund the repair of one dwelling at 90%. Others recommended that *'risk needs to be balanced against financial need and social and economic impact. Ultimately the extent of public benefit should be the determining factor for all funding applications'*.

### Departmental response

The Department notes that most respondents supported the proposals to prioritise the main categories set out in the event of restricted funding. The Department will remove the World Monuments at Risk Register as a category to avoid duplication of categories as this is already included in HAR. The additional category of 'areas of recognised economic and social deprivation' will also be included to enable collaborative working to be undertaken to address long term decline and the potential for heritage to act as a catalyst for action in such areas.

The criteria will be subjected to periodic review to allow the Fund to be equitable, responsive, not unduly restrictive and reactive to anticipated trends including in other funders' arrangements. To ensure that there is no abuse of process regarding the HAR measure, a more robust review of the HAR register will be undertaken (see also Question 12 below).

#### Question 12: Do you agree or disagree with the proposal to require proof of temporary measures to be undertaken to address water ingress for the owners of buildings on the HAR register?

In an attempt to tackle long term decline of Heritage at Risk [HAR], the consultation outlined proposals requiring that owners of buildings on the HAR register, as part of their application, would have to demonstrate their commitment to addressing maintenance issues through measures to tackle damage from water ingress by, for example, temporary protection to arrest water ingress; securing wall heads etc through temporary means; and /or ensuring gutters are free of debris. This was deemed to be best practice to encourage good stewardship in order to safeguard scarce public funding and help put the onus on the owner to undertake necessary steps to halt decline in advance of submission of funding application at a time of limited public finance for tackling dereliction.

Of the 26 detailed responses received, 23 were in support, with many stressing the importance of these measures. One district council commented that *'it is extremely important for buildings and structures to have measures in place even on a temporary basis to stop further decline or damage to building fabric to safeguard scarce public funding'*. Others confirmed that they felt *'this requirement would appear to be in line with best conservation practice'*. A further respondent confirmed that this was a sound and reasonable approach.

In a response received from a council, it was stated that it is *'vital that all owners must show willingness to protect and conserve the special architectural or historic features of Listed Building(s). Owners must provide proof that adequate maintenance has occurred on a regular basis to prevent*

*water ingress. In addition, there is scope for collaborative working with regards to the protection and conservation of historic buildings / structures at risk between HED and local authorities, particularly via the Council's new powers of Urgent Work Notices and Building Preservation Notices. However, there needs to be more constructive liaison between HED and local authorities to establish good clear lines of communication, protocols and procedures'.*

Other respondents welcomed the measure but felt that it might discourage owners and cause additional delay and expenditure over the course of a regeneration project *'temporary intervention as indicated may however be seen as a positive consideration in the assessment of individual applications'.*

Of the three responses who were concerned at the proposal, one suggested that if this became a requirement this would be *'onerous for some owners and administratively difficult for the Department to implement. The nature and quality of measures may well be impossible to prove'.* Another agreed with the aspiration but queried how it might be implemented, adding *'with all prioritising or qualifying measures there comes a risk that owners will be incentivised to deliberately let buildings fall into poor states of repair in order to benefit from funding'.* The third respondent felt that this was unnecessary and would be administratively difficult to prove and expensive.

### **Departmental response**

The Department notes that most respondents supported the proposals to require steps to address decline to be undertaken as part of the application. The Department will refine the detail of proof of temporary measures as part of the assessment process in an attempt to halt long term decline. Regarding the potential for incentivising decline and ensuring that the HAR project is not unnecessarily abused as vehicle for obtaining funding, the Department will manage requests for structures to be added to HAR by way of assessment by a quorum on a twice yearly basis and will continue to categorise and prioritise the degree of risk. These priorities will be used to further determine the prioritisation of funding should the scheme be over-subscribed

For buildings at risk, the following priority categories are used as an indication of trend and as a means of prioritising action:

- A** Immediate risk of further rapid deterioration or loss of fabric; no solution agreed
- B** Immediate risk of further rapid deterioration or loss of fabric; solution agreed but not yet implemented
- C** Slow decay; no solution agreed
- D** Slow decay; solution agreed but not yet implemented

- E Under repair or in fair to good repair, but no user identified; or under threat of vacancy with no obvious new user (applicable only to buildings capable of beneficial use)
- F Repair scheme in progress and (where applicable) end use or user identified; functionally redundant buildings with new use agreed but not yet implemented

The criteria will be subjected to periodic review to allow the Fund to be equitable, responsive, not unduly restrictive and reactive to anticipated trends. The Department will work with HAR partners in councils and ALBs to monitor this list to identify trends and threats. If funding is limited, the Department may restrict funding to categories A-C above.

### Q13: Do you agree or disagree with the proposal to fund maintenance plans?

In recognition of the importance of maintenance as key to ensuring long term benefits for public investment, the consultation proposed the introduction of a condition on all offers for listed buildings funding over £20,000 for the submission of an appropriate maintenance plan. The consultation sought views on whether the preparation of these plans might be eligible for funding, which would be limited to 75% of the costs and up to a maximum of £200. Views were sought on whether it was appropriate that a condition of any future offer would be that the maintenance detailed in the plan had been carried out.

Of the 29 detailed responses provided to this question, all respondents agreed that this was a good idea, with some respondents confirming that they strongly welcomed it and others confirming that they *'agree that an appropriate maintenance plan should be submitted as a mandatory condition of any offer'* etc suggesting a proactive approach to maintenance is welcomed, *'preferably in partnership with local authorities and others to promote its benefit...the Monumentenwacht schemes ....remain innovative and highly relevant and it would be highly advisable to look at the feasibility of establishing such a scheme here'*.

In a response from a district council, it was council's view that *'it is vital that maintenance, management, conservation plans and appraisals are drawn up by a conservation professional and adhere to British Standard 7913:2013 Guide to the conservation of historic buildings. All plans should stipulate that all future repairs are to be undertaken by professionally qualified person with skills in heritage conservation work'*. There was concerns about the limit of funding in the same response: *'Council feels that the allowance of a maximum of up to £200 is too low and we would seek clarification on the rationale for the inclusion of this limit'*.

Another council response stated that it supported this requirement that *'a clear, concise and enforceable maintenance plan must be submitted in order to receive funding. There is a need to focus on sustainability and maintenance or many projects will fail quickly resulting in poor use of public monies. Clarification regarding the reasoning for selecting the figure of £20,000 would be helpful. For example, why not require a maintenance plan for all projects receiving HEF, the maintenance plan could be proportionate to the funding being allocated. In addition, is there scope to request appropriately accredited professionals to carry out the Funding Maintenance Plans?'*

One of the respondents mentioned the pilot project on preventative maintenance which clearly demonstrated that a 'little and often' approach to planned maintenance is efficient and cost-effective. Others offered useful help and guidance, stating *'maintenance plans should be encouraged and, in our experience, they should be short and very easy to use. We hope the Division will collaborate with the Heritage Lottery Fund to ensure the required format and content of maintenance plans (management and maintenance plans) are streamlined and coordinated as far as possible to avoid confusion'*. A number of respondents outlined the necessity for applicants to engage and retain appropriate architects for conservation works and that this be funded at 75%, as in the past, and suggested that the Department should *'offer assistance with the appointment of allied design professionals where necessary in order to encourage appropriate work and advocate good practice'*.

### **Departmental response**

The Department notes that all respondents supported the principle of the proposal to require a maintenance plan to be introduced as a condition on all offers for listed buildings funding over £20,000. The Department will refine the detail of content and guidelines in conjunction with other bodies in an attempt to encourage best practice in maintenance and to subject the funding of these to periodic review. The request to fund conservation professionals at 75% will also be included in the new policy.

**Question 14: Do you agree or disagree with the proposal to retain the enhanced level of grant aid for owners in receipt of qualifying benefit?**

The consultation document sought views on the proposal that the enhanced rate of grant for eligible applicants for listed building support would be maintained at 90% of eligible costs and capped at £50K.

Of the 23 detailed responses received, 21 were in agreement with the proposal with some respondents noting concerns at the level of capping: *'We have some concerns as to the level of capping at £50k. We feel that the HED should have some flexibility on the cap. This flexibility should be utilised against a robust business case and very stringent criteria but recognizing the importance of some projects that may be beyond the cap.'*

Of the two responses received outlining disagreement with this proposal, one response noted that *'Listed buildings with owners in receipt of state benefit do not automatically own the buildings that would benefit most from repair so should not be prioritised. Such applications should be approached on a case by case basis and offers made commensurate with the potential community gain to be achieved through funding repair. The level of capping should be in line with other recipients of funding as proposed'*. Another commented that *'surely it makes better sense, and indeed more closely aligns with the objectives of the fund, to fund the repair of three dwellings at a rate of 30% and secure their future than fund the repair of one dwelling / building / heritage asset at a rate of 90%. Also this makes the assumption that those who do not qualify for means tested state benefits can afford expensive repair works. If retained at all, this 90% rate of grant would have to be highly dependent primarily on the total cost, the significance of the heritage asset in question and the ability to include claw back agreements'*.

**Departmental response**

The Department notes that the majority of respondents supported the proposal to retain the enhanced level of grants for owners on qualifying benefit, with a number expressing concern at the level of the cap and the ownership issue. The Department will subject the upper limit of the cap to funding of conservation schemes to periodic review and will ensure close engagement within DfC so that appropriate checks are made on applications.

**Question 15: Do you agree or disagree with the proposal to continue to exclude Government and public bodies, Housing Associations funded by public monies and large commercial organisations, including but not exclusively limited to, financial institutions and multi-national companies?**

The consultation document sought views on the proposal that current exclusions for listed building support will remain, to include Government and public bodies, Housing Associations funded by public monies and large commercial organisations, including but not exclusively limited to, financial institutions and multi-national companies.

Of the 26 detailed responses received, 24 were in agreement with the proposal. One of the respondents noted that *'when bodies are funded by other channels (eg. housing associations by the housing arm of DfC) it makes sense that scarce historic buildings funding is not spent on them. However channels of discussion should be opened up with those funding bodies to ensure that they provide additional finance equivalent to the historic building grant available to other applicants, through "departmental adjustment" or similar mechanisms'*. One of the council respondents noted *'it is agreed that, in an era of scarce resources, government should be setting an example of maintaining heritage assets in its ownership, and that large commercial organisations should have sufficient financial resources to ensure safeguarding of the historic environment in its ownership'*. Another noted that *'such bodies must live up to their statutory responsibilities to maintain and conserve the listed buildings in their care'*.

Two council respondents disagreed with the proposal outlining that *'as a public body, [this] Council is to the forefront of regeneration opportunities and should be included as a qualifying applicant'*. Another stated that *'Council feel that consideration should be on the merits of the individual scheme and the property regardless of ownership'*.

### **Departmental response**

The Department notes that the majority of respondents supported the proposal to exclude Government and public bodies, Housing Associations funded by public monies and large commercial organisations, including but not exclusively limited to, financial institutions and multi-national companies. The Department will subject the list to periodic review.

**Question 16: Do you agree or disagree with the proposal to include a claw back clause for the repayment of the funding in the event of the failure of a scheme to progress through acquisition funding or in the event of sale of a building funded through an enhanced scheme (90% funding)?**

The consultation document sought views on the proposal that a claw back clause for the repayment of the funding, in the event of the failure of a scheme to progress through acquisition funding, or in the event of sale of a building funded through an enhanced scheme (90% funding) be included as a condition of funding.

Of the 24 detailed responses received, 21 were in agreement with the proposal, with two in qualified agreement and one respondent disagreeing with the proposal. Clarification on timescales was mentioned in a number of responses, however most respondents agreed, noting *'it is vitally important to protect the use of public funds and claw backs are not unreasonable'*. Others suggested *the extension in the event of the failure to maintain the building, outlining that that this clause 'is common to many grants and should be included. Can the clause be extended to allow claw back where an agreed maintenance cycle is undertaken following completion of the works?'*

Other respondents urged caution and expressed concern in the implementation of the proposal stating that *'It is impossible to say what percentage of a purchase price should be repaid - or indeed what percentage of a grant. A building being sold to a new owner may be the best thing that ever happened to it - assuming that the new owner has the resources to care for it. A claw back could make a sale impractical or not worthwhile for the vendor'*. The difficulty of finding sources of funding is captured in one response that *'it should be acknowledged that capital projects often take extended periods of time due to the requirement of a 'cocktail' of funding, assessments, and unexpected challenges at build stage to allow for the appropriate care and conservation to be achieved. Claw back may only be seen necessary in exceptional circumstances eg in the event of an early sale'*.

Another respondent recommended that acquisition grant should be more flexible - allowing flexibility on the use of the grant on *'actual restoration which is obviously the intention of the grant'*. For 90% schemes, the anomaly of the level at which claw back is required in the event of an early sale was raised as *'it should not bring the level below the grant that would have been available to any other applicant'*.

One of those who disagreed with the proposal noted that *'funding for the work to a historic building is for the benefit of the building NOT the owner'*.



### Departmental response

The Department notes that the majority of respondents supported the proposal to introduce a claw back clause for the repayment of the funding, in the event of the failure of a scheme to progress through acquisition funding, or in the event of sale of a building funded through an enhanced scheme (90% funding) be included as a condition of funding. Detailed discussion with partners/ other funders on best practice - including further detail and consideration of timescales/ levels- will be undertaken and we will ensure that this measure is responsive and subject to periodic review.

### Question 17: Do you agree or disagree with the proposal to continue to fund Condition Reports and Forward Plans?

The consultation sought opinion on proposals that, where there is a history of applications for one heritage asset or for assets in common ownership, or where phasing is proposed, there would be a requirement that applications must be based on a full condition report and forward plan, outlining the future development of the property or properties over the next five years, the report to be prepared by an accredited conservation professional. The plan should identify those works that are urgent, and those likely to be required in the medium and long-term. The preparation of these documents would be an eligible cost. Funding, subject to availability, would be available for up to 75% of the total cost, and will be capped at £1K. This would be paid on commencement of the first work phase.

Of the 26 responses received in response to this query, 25 were in agreement with the proposal. One agreed [with reservation] and one '*was not sure,*' citing this as a '*low priority*'. One respondent noted that '*these reports are essential in identifying priority works and planning the future development of the property in the short/medium term*'. A council respondent commented that '*such plans are considered to be an important first step in assisting owners of heritage buildings/assets to assess the condition of the property and the scope/ scale of the proposed project. Ensuring that reports/plans are prepared by an accredited conservation professional will help to ensure that there is a strong heritage emphasis on any future projects identified as part of the report/plan*'.

Another Council response outlined that it would be '*useful if further clarification could be issued with regard to what consists of a full condition report and/ or a forward plan? Are these similar to Structural Engineer reports regarding the structural soundness of the protected structure and / or conservation management plans?*' Others commented that they '*strongly agreed that these should be supported and would ask the Division to consider extending this to providing match funding for*

*other seed funding grants and to support business planning for built heritage schemes'. The level of capping was considered by the professional body to be 'unrealistic and should be removed. A reinstatement of funding for professional fees for appropriately qualified/ accredited professionals would ensure best value for money'.*

In the qualified agreement, the respondent outlined that they '*support the need for full condition reports and forward plans for relevant heritage assets and agree that this should be an eligible cost. We would be concerned that the use of the term "accredited conservation professional" may be too specific and may have the unintended consequence of excluding skilled and experienced conservation professionals who do not have a specific accreditation. We therefore suggest the wording is amended from "accredited conservation professional" to "suitably qualified and/or experienced conservation professional"*'.

### **Departmental response**

The Department notes that the majority of respondents supported the introduction of a proposal to fund condition reports and forward plans from accredited conservation professionals. Following discussion with partners/ other funders, further detail and consideration of requirement for best practice- in terms of content and scope- will be provided by the Department and we will ensure that this measure is subject to periodic review and update.

**Question 18: Do you agree or disagree with the proposal to require the appointment of accredited conservation professionals on funding schemes over value of £10K?**

The consultation made proposals to require that as a condition of support, where the total cost of eligible work is estimated at £10,000 or more (including fees and VAT), applicants will be required to appoint an accredited conservation professional to specify and oversee the works. This would be introduced in 2017, to facilitate applications for accreditation to be achieved by the relevant professionals.

Of the 26 detailed responses received, 23 were in agreement with the proposal. One proposed that it should apply to all funding schemes – and that it may be a suitable requirement that such professionals be accredited Grade 1 or 2. Professionals who have undertaken The Society for the Protection of Ancient Buildings (SPAB) Scholarships (architect/structural engineer/surveyor), and tradesmen and women with NVQ Level 3 Heritage Gold Cards, and/or SPAB William Morris Crafts Fellowships should also be required on the construction side. One respondent commented that

*'some projects receiving funding well under this £10k figure could have the potential to impact significantly on the approach taken to future phases of a building repair programme and/or skills training. We consider the level of attainment/experience required for conservation professional registration is insufficient to achieve the standards needed to achieve a step change in the authentic repair of Northern Ireland's Historic Environment'.*

Another recommended *'lowering the value at which a conservation professional is required to £5,000 and setting a maximum fee so that the cost of the professional does not outweigh the benefit'*. Others confirmed that *'too many schemes are being undertaken by unaccredited individuals who are doing damaging work to historic buildings'*. One of the respondents confirmed that it is critical that accredited conservation professionals are appointed to ensure works are supervised, and carried out in accordance with best conservation practice.

The respondent who disagreed with the proposals stated that *'experienced professionals may not necessarily be accredited and accredited consultants may not have significant conservation experience. This restriction will greatly reduce the choice of professionals eligible and adversely impact cost of the work. Works to listed buildings will sometimes be a very small part of a larger new build project or renovation. [I] would suggest that recognised professional qualifications should be sufficient, particularly for smaller projects, or for projects where the listed building element is a very small part of the overall project. Rather than a one size fits all approach, larger schemes could insist on the appointment of suitability experienced professionals'*.

### **Departmental response**

The Department notes that the majority of respondents supported the proposal to require accredited consultants. This is in line with best conservation practice working and is observed by colleagues in CADW, Historic Environment Scotland and Historic England in the administration of grant for historic buildings. Following discussion with partners, further detail and consideration of timescales will be provided by the Department, and we will ensure that this measure is subject to periodic review.

**Question 19: Do you agree or disagree with the proposal to require all recipients of suitable offers will be required to agree to an appropriate level of public access for 5 years from the date of the final payment?**

The consultation outlined proposals to require, as a condition of support, that all recipients of suitable offers would be required to agree to an appropriate level of public access for five years from the date of the final payment being made by the Department.

Of the 26 detailed responses received, 23 were in agreement with the proposals. One of the responses outlined that *'it would appear to be consistent with the aim of achieving maximum public benefit from the fund'*. Another outlined that it would be good to see a wider range of buildings open for European Heritage Open Days, and this might be a way of doing it. One of the council responses commented that *'a bigger issue related to access is that to scheduled monuments not in state care, the restricted resource available to European Heritage Open Days [which could be expanded to at least a heritage week] and access to other sorts of heritage, as well as improved interpretation on and off the site'*. Another council response noted that *'one of the key principles of the HEF is to provide opportunities for the enjoyment and celebration of our heritage. Heritage should be protected for the future and everyone should have the chance to explore and share it'*. Another commented on the potential for *'digital material, gathered as a result of grant aid was fed into the Department's online listed building database... We recommend that some consideration should be given to impact measurement and evaluation as a condition of grant. Project evaluation is now a requirement of HLF and AHF grant schemes, and it is considered important to ensure the most effective and efficient use of financial support in the future'*. Another made the following recommendation on wording: *'[ ] supports the idea that recipients of capital funding towards an historic building are required to provide access for 5 years. This should include the requirement to open for EHOD. The appropriate level of access should be defined as periodic, on request, number of times per annum as deemed appropriate. For example, access to completed projects may serve as a beneficial learning visit for students and trainee heritage professionals'*. Another agreed in principle but noted that owners of listed buildings have had that their development rights restricted, commenting that *'it would be better to work with willing owners on a discretionary basis rather than imposing an element of compulsion'*. One comment suggested that the elderly and infirm should not be required to provide public access.

Of the respondents who raised concerns, the matter of private residences was raised, and that access *'should be commensurate with scale of the building and nature of the work carried out'*. Another noted that the requirement *'could put owners off repairing buildings in the interest of maintaining their privacy'*.

**Departmental response**

The Department notes that the majority of respondents supported the proposal to require all recipients of suitable offers to be required to agree to an appropriate level of public access for five years, from the date of the final payment of grant. We will ensure that this measure is subjected to periodic review, and that the level of access is in proportion to the scale and funding of each scheme.

**Question 20: Do you agree or disagree with the proposal to require all recipients of suitable offers to facilitate publicity of award of funding including description of proposals, photographs and information including financial award(s). All to be available for web dissemination and / or printed promotional literature?**

The consultation outlined proposals that would require that all recipients of suitable offers to facilitate publicity of the award of HEF funding, including description of proposals, photographs and information including financial award(s), all to be available for web dissemination and / or printed promotional literature.

Of the 26 detailed responses received, 25 were in agreement that this *'should be a method of ensuring that a wider audience may gain knowledge of what is achievable in terms of sustainable heritage projects and funding available to achieve these'*. Another respondent confirmed that they *'would strongly agree with this. It should also be a stipulation of support that all recipients would acknowledge the Division and Department in all publicity. [I] would like to reiterate its strong support for the proposed Historic Environment Fund and would be pleased to assist the Historic Environment Division in the development of the Fund'*. Another recommended the publication of a list on-line, citing the success of 'Taken for granted' which itemised recipients of grant some 25+ years ago. One of the councils outlined support, noting *'Council feels it is important to document and record funded projects so that people can learn about the great work being undertaken in their communities. It is also good for people to know how and why a project has received funding'*. Another council response noted that the proposal *'will help to promote wider awareness of the opportunities and benefits of the HEF, thus encouraging participation. [I] would request that the economic impacts of HEF project expenditure is assessed and communicated e.g. number of jobs created and sustained, leverage, number of people benefiting from skills training, visitor numbers, contribution to wider regeneration programmes and image/perception of the area'*.

**Departmental response**

The Department notes that the majority of respondents supported the proposal to require all recipients of suitable offers to facilitate publicity of award of funding, including descriptions of proposals, photographs and information including financial award(s). All of this would be available for web dissemination and / or printed promotional literature. We will ensure that this measure is subjected to periodic review.

## **SECTION 4: CONCLUSION AND NEXT STEPS**

Thirty five groups and individuals responded to this consultation. Most of the responses received are detailed and express positive comment about both the proposals and the potential of the Historic Environment Fund to have a catalysing effect on both the economy and the wellbeing of the communities in which they are located.

In the absence of agreed Departmental budgets for future years, the Department intends to open up certain funding streams in the Fund for 2016-17, recognising the tight timeline this provides for work to be completed. The benefit of this approach is that it will allow some work to progress whilst budgets are being finalised and the Programme for Government further developed. Those schemes will provide further insight into the potential for the Fund, and any practical difficulties that emerge.

In coming weeks, the Department will, therefore, open up the following funding streams:

### **Heritage Research**

No funding routes open in 2016-17 pending the development of a Research Strategy

### **Heritage Regeneration**

Historic Monument Regeneration

Preservation of Heritage at risk

Community Enterprise Catalyst

The following strategic actions will be funded from this stream:

District Council Heritage Officer pilot project

Heritage At Risk Recording Project

### **Heritage Repair**

Historic Monument Repair

Listed Building Repair

### **Heritage Revival**

Historic Environment Community Archaeology Support

District Council Maintenance Week Catalyst

Historic Environment Schools Transport

Historic Environment Awards

This synopsis will be published on the DfC website and issued to the Committee for Communities.

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**APPENDIX 1: LIST OF RESPONDENTS**

No	Response from	Received	Format
1	Battles Bones Bridges community group	2 April	Email
2	Woodland Trust	25 April	Email
3	Individual A	28 April	Email
4	Belfast City Council Development Planning and Policy	4 May	Hard Copy
5	Mid Ulster District Council	5 May	Email and hard copy
6	Individual B	18 May	Hard Copy
7	Heritage Lottery Fund	13 May and 2 June	Hard copy and email
8	Belfast Civic Trust	21 May	Email
9	Follies Trust	26 May	Email
10	Irish Landmark Trust	2 June	Email
11	Roy Beggs MLA	27 May	Email
12	Causeway Coast and Glens Borough Council	2 June	Email
13	Armagh City Banbridge & Craigavon Borough Council	3 June	Email
14	The Representative Church Body	3 June	Email
15	Ministerial Advisory Group [MAG] on Architecture and the Built Environment	6 June	Email
16	Centre for Maritime Archaeology, School of Geography and Environmental Science, Ulster University	6 June	Email
17	Institute of Historic Buildings Conservation [IHBC]	6 June	Email
18	Northern Ireland Environment Link	6 June	Email
19	War Memorials Trust	6 June	Email
20	Walled City Partnership	3 June	Hard copy
21	Ards and North Down Borough Council	6 June	Email
22	Derry City and Strabane District Council	6 June	Email
23	Historic Monuments Council	6 June	Email

24	Royal Society of Ulster Architects	6 June	Email
25	Urban Villages Initiative	6 June Initial email/final email 8 July	Email
26	Ulster Architectural Heritage Society	6 June	Email
27	Architectural Heritage Fund	6 June	Email
28	Londonderry Inner City Trust	6 June	Email
29	Heritage Trust Network	6 June	Email
30	Historic Buildings Council	6 June	Email
31	Lisburn Buildings Preservation Trust	6 June	Email
32	Individual C	6 June	Email
33	Individual D	6 June	Email
34	National Trust	6 June	Email
35	Newry Mourne and Down District Council	6 June	Email

## **APPENDIX 2: REVISED POLICY FOR THE HISTORIC ENVIRONMENT FUND**

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Ballydugan Mill and chimney

## Introduction:

**To support and sustain vibrant communities and a strong economy through realising the significant, ongoing value of our historic environment.**

*Cultural heritage is an expression of the ways of living, developed by a community and passed on from generation to generation, including customs, practices, places, objects, artistic expressions and values. Cultural Heritage is often expressed as either intangible or tangible cultural heritage [ICOMOS 2002]*

The historic environment is a key component of our cultural heritage, contributing, through the archaeological heritage, architectural heritage, underwater heritage and historic landscapes to our sense of place and shared cultural identity. It enhances quality of life and adds local distinctiveness. It is an important economic and social asset. It is therefore vital that our historic environment is appreciated, protected and made accessible to present and future generations.

The historic environment can be used to the benefit of local communities with very significant economic, social and environmental benefits. The core of Historic Environment Division's work is to seek to realise this value and to encourage best practice. We do this by working in partnership with many organisations and individuals, seeking to encourage those that are doing things well, and to seek to enforce against those who cause damage to the historic environment.

The assessment of what we protect and how we fund our shared and important historic assets has been the subject of much recent debate. Research<sup>2</sup> has indicated that public funding often serves as a crucial enabler, or catalyst, to widen investment in the historic environment. It is often the mechanism for inducing private sector resources and further unlocking the scale of economic benefits embodied in built heritage assets.

Creating incentives for the repair, maintenance, use and reuse of the historic environment can help restore and conserve our region's heritage assets; help create employment; safeguard distinctiveness; retain a traditional skills base; and stimulate regeneration, thereby assisting to retain both tangible and intangible cultural heritage. The Historic Environment Fund will have a four year life span to align with the Executive's proposed budget period.

The Historic Environment Fund 2016-2020 will encompass four key strands: Heritage Research, Heritage Regeneration, Heritage Repair and Heritage Revival. The reasons we should provide this funding, and how we can promote capacity in each of the strands, are set out in this document.

The Fund's aims include:

Increasing understanding of our shared resource and facilitating excellence through **Heritage Research** schemes.

Strengthening and improving the physical environment and fostering the positive identity of places among local communities, supporting third sector capacity and regeneration initiatives through **Heritage Regeneration** schemes.

Encouraging sustainability and the preservation of the historic environment through helping to fund **Heritage Repairs**.

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<sup>2</sup> A number of research documents have borne this out including *The Study on the Economic Value of Northern Ireland's Historic Environment* published by DOE in June 2012.

Promoting the social value of our historic environment and the innate contribution this can make to wellbeing **and sustainable employment** through our **Heritage Revival** initiatives.

Proposals across all streams of the HEF are marked against standard criteria. The weighting given to each varies between funding routes. Applicants should seek to address their scheme's contribution to:

- Conservation and enhancement of the historic environment
- Economic impact - contribution to tourism and to supporting communities
- Economic impact - supporting the construction and associated industries
- Social benefits – creating broader and deeper understanding of our heritage
- Social benefits – enhancing public engagement with the historic environment

In line with the principles of principles of sustainable management of our historic environment [see below]. These will be among the key measures against which the priorities and outcomes will be assessed to have been achieved, progressed and reported.

The streams identified are deliberately designed to seek to capture the full range of potential support. Not all will necessarily be available in all years. Some smaller grants may also be best delivered through streamlined processes and/or intermediaries. We will not be able to always offer funding to every eligible project in need of financial assistance. We will review these priorities periodically to make sure that we are responding to the changing needs of the historic environment.

### **Sustainable Management of the Historic Environment**

In parallel with the development of these funding proposals, HED is developing a framework for the sustainable management of our historic environment. We have identified six principles:

- The historic environment is a shared resource **and we have a shared responsibility to pass it on to the next generation in good condition.**
- Everyone will be able to participate in sustaining the historic environment.
- Understanding the significance of historic assets is vital.
- Historic assets will be managed to sustain their values\*.
- Decisions about change must be reasonable, transparent and consistent.
- Documenting and learning from decisions is essential.

These six principles are in line with best practice in conservation management. The extent to which proposals adhere to the universal conservation principles of minimum intervention, maximum retention of historic fabric, clarity, reversibility and sustainability will also be a determining weight in decisions on funding of conservation works at heritage assets.

\*values will include evidential value; historical value; aesthetic value and communal value.



326 Seacoast Road Magilligan [before]



326 Seacoast Road Magilligan [after]

# 1 STRATEGIC AREAS for FUNDING

<b>HISTORIC ENVIRONMENT FUND</b> <b>2016-2020</b>	
<p><b>HERITAGE RESEARCH</b>  <b>UNDERSTANDING AND FACILITATING EXCELLENCE</b>                      The following will not open in 2016-17:</p> <ul style="list-style-type: none"> <li>Historic Environment Research Support</li> <li>Publications Support</li> <li>University Support</li> <li>Post- Excavation Support</li> <li>Incubation-Innovation Support</li> <li>Archaeological Investigation Support</li> <li>Conservation Plan seed Funding Support</li> <li>Research and Capacity building Support</li> <li>Training and Capacity building for Councils</li> </ul> <p>Increasing understanding of our shared resource and facilitating excellence through <b>Heritage Research</b> schemes.</p> <p><b>10-20% of fund</b></p>	<p><b>HERITAGE REGENERATION</b>  <b>FACILITATING HERITAGE –LED REGENERATION</b></p> <ul style="list-style-type: none"> <li>Historic Monument Regeneration</li> <li>Preservation of Heritage At Risk</li> <li>Community Enterprise Catalyst</li> <li>District Council Pilot Project</li> <li>Heritage At Risk [HAR] Recording project</li> </ul> <p>The following will not open in 2016-17:</p> <ul style="list-style-type: none"> <li>HAR Acquisition Fund</li> <li>HAR No economic value Fund</li> <li>HAR Council owned structures Fund</li> <li>HAR Exceptional Circumstances Fund</li> </ul> <p>Strengthening and improving the physical environment and fostering the positive identity of places among local communities by supporting third sector capacity and regeneration initiatives through <b>Heritage Regeneration</b> schemes.</p> <p><b>10-30% of fund</b></p>
<p><b>HERITAGE REPAIR</b>  <b>REWARDING AND ENCOURAGING BEST PRACTICE IN CONSERVATION</b></p> <ul style="list-style-type: none"> <li>Historic Monuments Repair</li> <li>Listed Buildings Repair [including] Historic Window Repairs and Thatched Building repairs</li> </ul> <p>The following will not open in 2016-17:</p> <ul style="list-style-type: none"> <li>Small works Listed Places Of Worship Funding Stream</li> </ul> <p>Encouraging sustainability and best practice in conservation in the preservation of the historic environment through <b>Heritage Repairs</b> funding.</p> <p><b>40-60% of fund</b></p>	<p><b>HERITAGE REVIVAL</b>  <b>PROMOTING SOCIAL VALUE OF HERITAGE</b></p> <ul style="list-style-type: none"> <li>Historic Environment Community Archaeology Support</li> <li>District Council Maintenance week catalyst</li> <li>Historic Environment Schools Transport</li> <li>Historic Environment Awards</li> </ul> <p>The following will not open in 2016-17:</p> <ul style="list-style-type: none"> <li>Skills development with training and education activities</li> <li>Historic Environment Support Fund</li> </ul> <p>Promoting the social value of our historic environment and the innate contribution this can make to wellbeing and sustainable employment through <b>Heritage Revival</b> initiatives.</p> <p><b>10-20% of fund</b></p>

## 2 HERITAGE RESEARCH

### ACHIEVING EXCELLENCE

#### WHAT do we fund?

Pending development of a strategic research framework, this stream will not open in 2016-17.

#### WHY do we fund it?

We will work with others to develop an increased understanding of our shared historic environment, to develop innovative ways to protect it from harm and to enrich skills and expertise to help care for it.

#### HOW will we distribute this fund?

HISTORIC ENVIRONMENT RESEARCH SUPPORT  
PUBLICATIONS SUPPORT  
UNIVERSITY SUPPORT  
POST EXCAVATION SUPPORT  
INCUBATION-INNOVATION SUPPORT  
ARCHAEOLOGICAL INVESTIGATION SUPPORT  
CONSERVATION PLAN SEED SUPPORT  
RESEARCH AND CAPACITY BUILDING SUPPORT  
TRAINING AND CAPACITY BUILDING FOR COUNCILS



Conservation works at Mount Stewart

#### HISTORIC ENVIRONMENT RESEARCH SUPPORT

A funding programme for research proposals. Working with our partners in District Councils, industry and the construction sector we will develop a framework for research and



development funding in 2016, to allow for proposals under this heading in the remaining years of the Fund.

### **PUBLICATIONS FUND**

A small funding programme to support publications on the historic environment which help to support the Historic Environment Division's aims.

### **UNIVERSITY FUND**

An occasional scholarship programme to assist with research in the historic environment.

### **POST-EXCAVATION FUND**

A funding programme to enable the creation of completed archaeological archives.



Ballycopeland Windmill

### **INCUBATION-INNOVATION FUND**

A funding programme for innovative and creative approaches to unlocking and realising the significant ongoing value of our historic environment.

### **ARCHAEOLOGICAL INVESTIGATION FUNDING**

A funding programme for archaeological investigations. This stream will consider a range of proposals for investigation ranging from survey to excavation. Research-based proposals are welcome; so too are applications from non-profit making bodies and individuals who find themselves having to fund archaeological investigations in order to comply with conditions or other requirements within the development planning process.

### **CONSERVATION PLAN SEED FUNDING**

In recognition of the importance of conservation planning as key to ensuring long term benefits for public investment, HED will introduce a small funding scheme to assist with the preparation of conservation plans. Any award will be commensurate with the complexity of the heritage asset.

### **RESEARCH AND CAPACITY BUILDING/ TRAINING AND CAPACITY BUILDING**

Potential for transfer of specialist knowledge and procedures in planning matters and partnering communities with third level archaeology and architecture departments and between HED, partner organisations and councils.



### 3. HERITAGE REGENERATION

#### PROMOTING REUSE - BENEFITING THE COMMUNITY

##### WHAT do we fund?

HED will offer funding to help deliver tangible benefits to local communities and local economies.

##### WHY do we fund it?

Heritage can play a key role in regeneration, reinforcing a sense of community, making an important contribution to the local economy and acting as a catalyst for improvements to the wider area. Encouraging participation in and inviting engagement with grassroots [community], local authority and regional levels will help to broaden the awareness of economic, social and environmental impacts of best practice.

##### HOW can we distribute this fund?

HISTORIC MONUMENT REGENERATION  
PRESERVATION OF HERITAGE AT RISK

COMMUNITY ENTERPRISE CATALYST  
DISTRICT COUNCIL PILOT PROJECT  
HERITAGE AT RISK [HAR] RECORDING PROJECT

The following will not open in 2016-17:

HAR ACQUISITION FUND  
HAR OF NO ECONOMIC VALUE FUND

HAR COUNCIL OWNED STRUCTURES FUND  
HAR EXCEPTIONAL CIRCUMSTANCES FUND



Montalto stableyard



General Cole & Town Hall Enniskillen



Carricklee stableyard



**Ballytrustan Graveyard**

### **HISTORIC MONUMENT REGENERATION**

Funding for projects which are aimed at encouraging public access and engagement at historic monuments in Northern Ireland. Applications with demonstrable community and tourism benefits such as improved access signage and presentation schemes are encouraged.

### **PRESERVATION OF HERITAGE AT RISK**

A funding programme - targeted at heritage at risk [HAR] - for Building Preservation Trusts and other similar charitable bodies to make structures 'weather tight'. BPTs will be able to apply for a maximum 50% of eligible costs - to make the structure weathertight.

### **COMMUNITY ENTERPRISE CATALYST**

Funding for strategic projects to assist with capacity building for community-led proposals [including Trusts] which seek to support and encourage the development of community enterprise through heritage in Northern Ireland.

### **DISTRICT COUNCIL PILOT PROJECT**

Part funding of a pilot project with Derry City and Strabane District Council, whose Chief Executive has taken on heritage as a specialist area, in agreement with the Chief Executives of the other district councils.

### **HERITAGE AT RISK [HAR] RECORDING**

Extension of current arrangements [until March 2017] with the Ulster Architectural Heritage Society to record Heritage at Risk, pending the development of a clear strategy in this area.

The following will not open in 2016-17:

### **HAR ACQUISITION FUND**

Funds to support the acquisition of heritage at risk by BPTs/similar charitable bodies. In addition to 'stand alone' BPTs, BPTs which are developed by District Councils will be allowed to apply for acquisition funding for listed buildings at risk. The funding will include any expert advice needed by the Department to access proposals.



Carlisle Memorial- before emergency works

**HAR OF NO ECONOMIC VALUE FUND**

Funding stream for those buildings/ structures on the HAR register with no economic use – e.g.-follies, estate structures with no potential for habitation, bridges, mortuary chapels, etc.



Cenotaph, Ballyquin Road, Limavady

**HAR COUNCIL OWNED STRUCTURES FUND**

Funding stream for repair projects for listed buildings on the HAR register which are in District Council ownership. Listed buildings which are not at risk in District Council ownership will no longer be eligible for grant aid for repairs.

### HAR EXCEPTIONAL CIRCUMSTANCES FUND

In exceptional circumstances, funding may be made available to support charities which it appears to the Department have among their principal objectives furthering the preservation, conservation and regeneration of historic buildings (Section 225 (2) of the Planning Act (NI) 2011), where a full business case demonstrates the need for additional public subsidy to allow a conservation project to progress. The building(s) must be listed, on the HAR register and assessed by HED as being in priority category 'A' or 'B' that is 'at immediate risk of further rapid deterioration or loss of fabric'.



Carlisle Memorial after conservation works

## 4. HERITAGE REPAIR

### REWARDING AND ENCOURAGING BEST PRACTICE IN CONSERVATION

#### WHAT do we fund?

Proposals for assisting owners and custodians to repair and maintain their heritage assets, in turn helping to develop and sustain heritage skills and providing for greater public understanding of the historic environment.

#### WHY do we fund it?

HED recognises that extra costs apply to conservation works at heritage structures. Public funding often serves as a catalyst to widen investment in the historic environment and as a mechanism for unlocking the scale of economic benefits embodied in heritage assets. Traditional craft skills are an important part of our shared and vulnerable heritage and it is right that we should look to maintain them.

#### HOW can we distribute this fund?

##### HISTORIC MONUMENTS REPAIR

**LISTED BUILDINGS REPAIR** Including HISTORIC WINDOW REPAIRS AND THATCHED BUILDING REPAIRS.

The following will not open in 2016-17:

##### SMALL WORKS LISTED PLACES OF WORSHIP FUNDING STREAM

##### HISTORIC MONUMENT REPAIRS

Funding stream aimed at providing assistance to the owners of scheduled historic monuments to carry out repairs. 80% of eligible costs up to a cap of 50K is available.



Ardkeen from the air



Kilbroney Old Church

### LISTED BUILDING REPAIRS

Recognising the need for essential repairs at listed buildings, a funding stream for all grades of secular buildings and the higher grades of churches at A and B+ grade. Funding will be awarded at 20% for all eligible items for works which are deemed to be urgently necessary, with the exception of urgent repairs to historic windows which will be provided at an enhanced rate of 35%.



The Manse at Great James Street Derry



Repairs to window and linings Mount Stewart

Recognising the distinctiveness, fragility and rarity of thatch in an era of increased levels of rainfall and climate change, it is proposed that the rate of grant-aid for thatch and repairs to roof structures of thatched buildings will be increased to 80%, with the focus on the use of locally grown and indigenous thatch materials and methods, to seek to encourage the retention of thatching as a heritage skill, at risk of becoming obsolete.



Thatching at Dan Winter's cottage

The following will not open in 2016-17:

**SMALL WORKS LISTED PLACES OF WORSHIP FUND**

Recognising that grant-aid for the lower grades of listed places of worship [LPOWs] at grades B, B1 and B2 has never before been made available, HED will address the issue of climate change and maintenance by introducing a Small Works Programme for LPOWs currently excluded. It is proposed as a first step to working proactively with the custodians of these key listed buildings which make such a valuable contribution to the community.





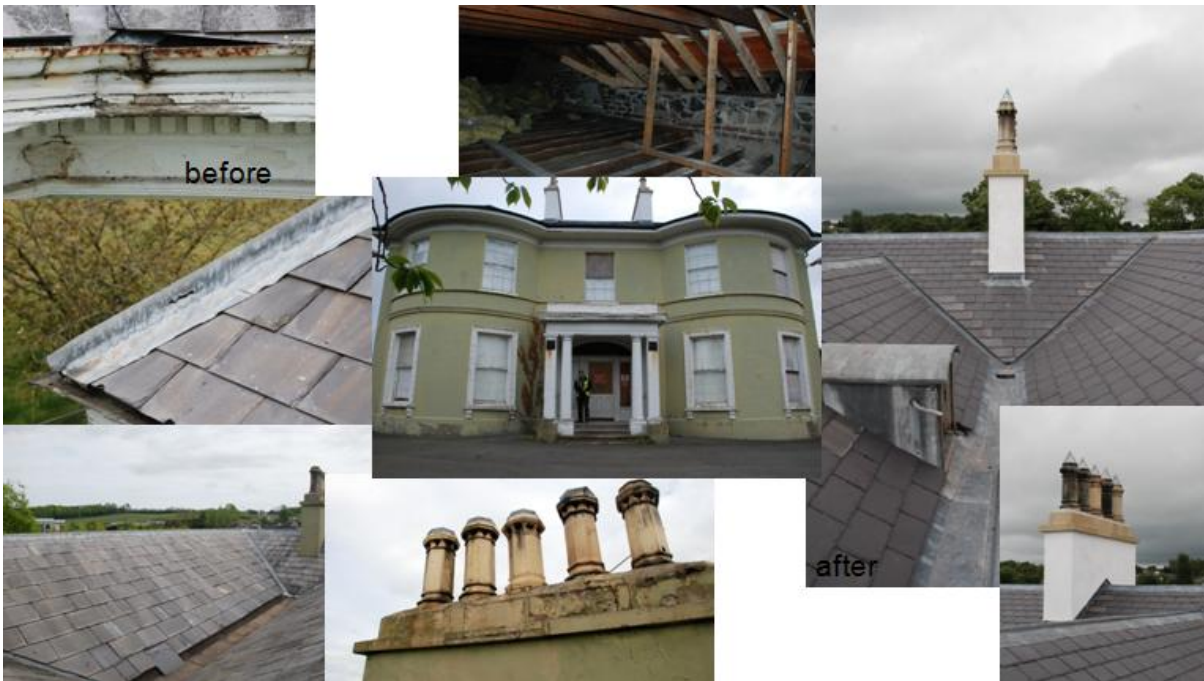
Derg Parish Church Castlederg – roof repairs



1<sup>st</sup> Presbyterian Church Bangor – stone repairs



Bishop's Palace Armagh – repairs to interior plasterwork



The Steeple Antrim – repairs to roof and chimneys

## 5 HERITAGE REVIVAL

### PROMOTING SOCIAL VALUE OF HERITAGE

#### WHAT do we fund?

Incentives and rewards for owners, custodians and guardians that demonstrate commitment to the Divisional Aim 'To support and sustain vibrant communities and a strong economy through realising the significant, ongoing value of our historic environment'.

#### WHY do we fund it?

The historic environment is a shared resource. We work with others to help promote our shared historic environment.

#### HOW can we distribute this fund?

HISTORIC ENVIRONMENT COMMUNITY ARCHAEOLOGY SUPPORT

DISTRICT COUNCIL MAINTENANCE WEEK CATALYST

HISTORIC ENVIRONMENT SCHOOLS TRANSPORT

HISTORIC ENVIRONMENT AWARDS

The following will not open in 2016-17:

SKILLS DEVELOPMENT WITH TRAINING AND EDUCATION ACTIVITIES

HISTORIC ENVIRONMENT SUPPORT FUND



**HISTORIC ENVIRONMENT COMMUNITY ARCHAEOLOGY SUPPORT**

A fund aimed at encouraging communities to explore their history through archaeological projects

**DISTRICT COUNCILS MAINTENANCE WEEK CATALYST**

A fund to support councils to encourage owners to take action to maintain their historic buildings

**HISTORIC ENVIRONMENT SCHOOLS TRANSPORT FUND**

HED will provide a fund to support travel costs associated with the Heritage Schools initiative to fund coach trips to HED BPT and NT sites for school children.

**HISTORIC ENVIRONMENT AWARDS**

HED Awards aimed at increasing public awareness and encouraging those who work to realise the potential of the historic environment.



The following will not open in 2016-17:

**HISTORIC ENVIRONMENT SUPPORT FUND**

A fund to support diverse projects such as providing grants to events, training, and travel and study costs associated with supporting community outreach. The benefits of the project should align with HED's aim to support and sustain vibrant communities and a strong economy through realising the significant, ongoing value of our historic environment.

**SKILLS DEVELOPMENT WITH TRAINING AND EDUCATION ACTIVITIES**

A fund to support diverse projects such as providing support for training, travel and study costs associated with the use of traditional materials and skills. The benefits of the project should align with HED's aim to support and sustain vibrant communities and a strong economy through realising the significant, ongoing value of our historic environment.

## 6 SUPPLEMENTARY MATTERS

### ADDITIONAL GENERAL INFORMATION FOR THE PROCESSING AND ADMINISTRATION OF HISTORIC ENVIRONMENT DIVISION [HED] ASSISTANCE



Killymoon Castle- roof repair works

#### Restrictions to Fund - capping, processing and batching

As an effective financial management system, a two-stage system will be introduced to determine eligibility and demand. Capping will be set at £50K. This will be subject to periodic review. Batching of applications will be considered three times a year to assist to profile uptake and possible outturn to help financial forecasting and avoid over commitment. Proposals will be competitively scored and weighted against agreed criteria and priorities. The benefits of the project[s] should align with HED's aim **to support and sustain vibrant communities and a strong economy through realising the significant, ongoing value of our historic environment.**

#### Dispersal of Fund

In order to build capacity across the region, applicants will be asked for details of all other Government and HLF funding received in the previous three years [including Challenge Funding], in order to ensure the maximum dispersal of funding and avoid cold spots of funding.

### Priorities in the event of restricted funding

In the event of a restricted funding situation for listed building repairs, HED will give priority to:

- structures on the HAR register\*;
- thatched buildings;
- those applicants qualifying for enhanced rate of grant;

\*The owners of buildings on the HAR register, as part of their application, will have to demonstrate that measures to address water damage by, for example, preventing water ingress and /or securing wall heads etc through temporary means, have been undertaken in order to safeguard scarce public funding.



Conservation works at Charles Sheil's Housing, Killough

### Funding Maintenance plans

In recognition of the importance of maintenance as key to ensuring long term benefits for public investment, Historic Environment Division [HED] will introduce as a condition on all offers for listed buildings over £20,000, the submission of an appropriate maintenance plan. The preparation of these plans may be an eligible cost, and will be limited to 75% of the costs, up to a maximum of £200.

A condition of any future offer will be that the maintenance detailed in the plan has been carried out.

### Enhanced levels of grant aid to owners in receipt of qualifying benefit

The enhanced rate of grant for eligible applicants for listed building support will be maintained at 90% of eligible costs and capped at £50K. Current exclusions for listed building support will remain. Government and public bodies, Housing Associations funded by public monies, large commercial organisations, including but not exclusively limited to, financial institutions, and multi-national companies, are excluded from the scheme.

### Funding Condition Reports and Forward Plans

Where there is a history of applications for one heritage asset or for assets in common ownership, or where phasing is proposed, applications must be based on a full condition report and forward plan outlining the future development of the property or properties over

the next 5 years. The report, prepared by an accredited conservation professional, should identify those works that are urgent, and those likely to be required in the medium and long-term.

The preparation of these documents will be an eligible cost. Funding will be available for up to 75% of the total cost, and will be capped at £1K. This will be paid on commencement of the first work phase.

### **Requirement to appoint accredited conservation professionals on listed building schemes over value of £10K**

As a condition of support, where the total cost of eligible work is estimated at £10,000 or more (including fees and VAT), applicants will be required to appoint an accredited conservation professional to specify and oversee the works. This will be introduced in 2017, to facilitate applications for accreditation to be achieved by the relevant professions.

### **Publicity and outreach of schemes**

As a condition of support, all recipients of suitable offers will be required to agree to an appropriate level of public access for 5 years from the date of the final payment being made by Historic Environment Division [HED], such as European Heritage Open Days.

Additional publicity including description of proposals, photographs and information including financial award[s] will be available for web dissemination and /or printed promotional literature.





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Supporting and sustaining vibrant communities and a strong economy through realising the significant, ongoing value of our historic environment.

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