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# ENVIRONMENT & NATURAL RESOURCES HERITAGE SUB- COMMITTEE

**FINAL Version 13<sup>th</sup> February 2019 (Version 1 presented to ENRC 9<sup>th</sup> January 2018)**

## REPORT & RECOMMENDATIONS

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### INTRODUCTION

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The Heritage Sub-Committee of ENRC was tasked “To review the current and future legislative, policy and operational provisions for the conservation and enhancement of Saint Helena’s historic environment”. The Terms of Reference are given in Appendix 1 to this document.

The membership of the Sub-Committee comprised:

Councillor Pamela Ward Pearce – Chair of the Group<sup>1</sup> and former Chair Environmental & Natural Resources Committee. (ENRC)

Derek Henry, Director of the Environment & Natural Resources Directorate (ENRD)

Ethel Yon, President of the St Helena National Trust

Adam Sizeland, Director of the Museum of St Helena

Edward Baldwin, Chair of the St Helena Heritage Society, and

Rebecca Cairns-Wicks, Head of Conservation<sup>2</sup>, St Helena National Trust

Riana de Wet, Head of Planning. Riana was represented, at her request, in sub-committee meetings by David Taylor, Locum Planning Officer

Secretary for the sub-committee: Nicky Lawrence, Administration Officer, ENRD

An update of the groups work was delivered to ENRC on the 18<sup>th</sup> May 2017 before the Legislative Council was dissolved ahead of the general elections and an extension confirmed to enable the

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<sup>1</sup> The committee member agreed they were happy for Pamela Ward Pearce to continue in the role of Chairperson of the Heritage sub-committee until the work was complete.

<sup>2</sup> In post to the 4<sup>th</sup> August 2017, thereafter an independent

group to submit its final report to the newly elected members (reference ENRC minutes of 18<sup>th</sup> May 2017).

The John Barber (2014) Draft Report on the Archaeological Advisor – Trainer Contract to the St Helena Government formed the basis for this review and should be read in conjunction with this report. There will be significant and substantive actions for the ENRD to take the lead, and in particular the Planning Section. John Barber was contracted to the St Helena Government to provide archaeological advice and training. His report was wide ranging, the first section sets out a high-level strategy for the management framework for St Helena’s historic environment to be adopted and regularly reviewed. It was based on the Scottish Heritage Review (see illustration 1 below). Sections two and three reviewed and made recommendations for the Historic Environment Register and Policies on designation respectively. The report was never finalised and the recommendations have not been adopted by St Helena Government. We note that the Barber report is studded with technical terminology and we have sought to avoid this for the current report. Alongside this a number of older reports dating as far back as Hugh Crallan’s 1974 report were also reviewed.

Crallan, H (1974) ***Listing and Preservation of Buildings of Architectural and Historic Interest***

Rogers, G (1993) ***Jamestown Enhancement Plan: Development and Economic Planning Department***, SHG.

Cheetham, Alan (1994) ***Preserving the Island's Historic Buildings, An Appraisal of the Issues Involved in Establishing an Historic Buildings Grant Scheme on the Island.***

Mallia, A (2004). ***Proposals for the establishment of a National Heritage Register for St Helena.*** Strategic advice & environmental training assignment St Helena Island. Government of St Helena and United National Development Programme

ARS Limited (2006) ***Land use on St Helena Island: Tools, Analysis, Valuation, Design and Policy***

Serjeant, I (2007) ***Built Heritage Report.*** St Helena National Trust

Simons & Jeffs (2007) ***St Helena Built Heritage Project.*** St Helena National Trust

The Sub-committee found that these older commissioned reports, whilst adding important new information relevant to their purpose at the time are also largely mutually reinforcing, agreeing on the values and offering advice to progress recommendations.

Crallan’s 1974 report currently provides the evidence and recommendations for the only legally recognised list of historic buildings on St Helena and which came into force in 2013. Positive commitments to protect the island’s heritage assets have been made over the years and the momentum of interests and opportunities appears to be growing. Notable milestones that can only have been achieved with good co-operation and collaboration, many of which have been recommended over the last 43 years, include:

- the establishment of the Museum of St Helena in the former Power House (2002);
- the establishment of the National Trust (2002)
- St Helena listed on the UNESCO tentative list of World Heritage Sites (2012)
- Positive Government strategy established through legislation and policies - the Land Development Control Plan (2012), including new Built Heritage Policies; the Land

Development Control Ordinance (2013) which also gave recognition to Crallan's list of historic buildings; Protection of Wrecks and Marine Archaeological Heritage Ordinance (2014), Environmental Protection Ordinance (2016);

- The first heritage construction National Vocational Qualifications awarded (2014)
- And this year the work to raise the profile and re-inter the bones of freed Africans and International Environmental Conference planned for Jan/Feb 2018

There is still much to do to protect the island's heritage for the future and we believe that the time is now right to take concerted action. The sub-committee therefore requests that the ENRC will facilitate co-ordinated action to address the recommendations herewith submitted.

In addition, the sub-Committee has also looked at the following legislation: Land Planning and Development Control Ordinance, 2013; Protection of Wrecks and Marine Archaeological Heritage Ordinance, 2014, and the Environmental Protection Ordinance, 2016.

In forming its recommendations, the Sub-Committee has met and consulted with the following people representing the main interest groups.

Hon. Lawson Henry, Chairman, Economic Development Committee

Shirley Wahler, Director of Education and Employment

Peter Bright, Director, Commercial Development & Enterprise, Enterprise St Helena

Helena Bennett, Director of Tourism

David Pryce, Vice Chairman, Museum of St Helena

John Moyce, Corporate IT Software Developer (Jeremy Roberts was overseas at the time of our meetings)

The first section of the John Barber report (paras 1-12) set out a description of the value of St Helena's Heritage. For clarity, the Heritage Sub-Committee considers heritage to be "the full range of our inherited traditions, buildings, objects and culture and the activities, meanings and behaviours we draw from them, terrestrial and marine. Heritage is not only about historical buildings, archaeological sites and old things, equally important it is also about ideas and memories of: songs, recipes, language, dance and many other elements of who we are and how we identify ourselves.

Heritage is, or should be, the subject of active public reflection, debate, and discussion. What is worth saving? What can we, or should we, forget? What memories can we enjoy, regret, or learn from? Who owns "The Past" and who is entitled to speak for past generations?

Heritage is a contemporary activity with far-reaching effects. It can be an element of far-sighted national and urban planning. It can be the platform for political recognition, a medium for intercultural dialogue, a means of ethical reflection, and the potential basis for local economic development. It is simultaneously local and particular, global and shared.

Heritage is an essential part of the present we live in--and of the future we will build." University of Massachusetts <https://www.umass.edu/chs/about/whatisheritage.html>

## FORMAT OF THE REPORT

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The Heritage Sub-Committee have prepared a series of recommendations creating the framework for management of St Helena's Historic Environment. The recommendations are wide ranging and will require a collaborative multi-organisational response to bring them about. Done with public engagement and participation they will form a strong foundation for social and economic development and could provide a valuable stepping stone should St Helena choose to progress from its tentative listing as a World Heritage Site based on its natural heritage (Criteria X) to include other UNESCO criteria IV, V and or VI<sup>3</sup> <http://whc.unesco.org/en/criteria/>

The establishment of a Heritage Strategy for the island in 2019 would lend strong support to achieving the island's Sustainable Economic Development Plan, 2018-2028 (SHG) Vision and Goal 6 to sustain and improve our Natural Capital, maintaining and enhancing St Helena's exceptional environment, landscape, heritage and cultural qualities for this generation.

In total the Barber report had 28 recommendations and the full list is given in Appendix 3. Six of these were discarded as they were no longer relevant. The remaining 22 recommendations were categorised into three different areas of concern:

1. The **Heritage Framework**.
2. Completion, consultation and validation of three **heritage databases**, the HER (Historic Environment Record, NHR (National Heritage Record) and a Museum database.
3. Recommendations on **building regulations and planning policy**.

Along with these recommendations there was also a fourth separate recommendation amalgamated from the various other reports:

4. Creation and implementation of a **Heritage Grant Scheme**.

The Sub-committee's summarised recommendations are set out in four sections, one for each of the category headings listed above. The detailed list of the sub-committee's recommendations in response to the John Barber Report and Grant Scheme is available in Appendix 2.

## 1. THE HERITAGE FRAMEWORK

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John Barber identified that the island needs an effective National Strategy for the island's historic environment and from which action plans can fall. In his report he set out the framework as

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<sup>3</sup> IV) to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;

(V) to be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;

(VI) to be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. (The Committee considers that this criterion should preferably be used in conjunction with other criteria);

illustrated in Figure 1 below. He based the framework on the Scottish Heritage Review, amending to suit St Helena. It is not known how much local engagement there was in the drafting of the framework's high-level vision and priorities. Such a framework is needed because it lends focus to all the various sector interest groups, as well as individuals to develop action plans, identifying resources requirements, to take action on shared goals, supporting collaboration and partnerships, avoiding duplication and identifying gaps.

The sub-committee are in full agreement that a National Heritage Strategy for St Helena is urgently needed. One that will bring together all of the heritage sector bodies and those with an interest in heritage to formulate and adopt a common framework, to be adapted over time, to help realise the full potential of the island's terrestrial and marine heritage. In agreeing priorities and promoting sector-wide collaboration and co-ordination we would hope the best use of scarce resources can be made to address priorities.

In 2012 English Heritage published the National Heritage Protection Plan for England's historic environment which was described as a "business plan for the historic environment" by the Minister for Culture, Communications and Creative Industries (English Heritage, 2012). The plan sought to ensure that England's historic environment:

- is not needlessly at risk of damage, erosion or loss;
- is experienced, understood and enjoyed by local communities;
- contributes to sustainable and distinctive places to live and work;
- helps deliver positive and sustainable economic growth.

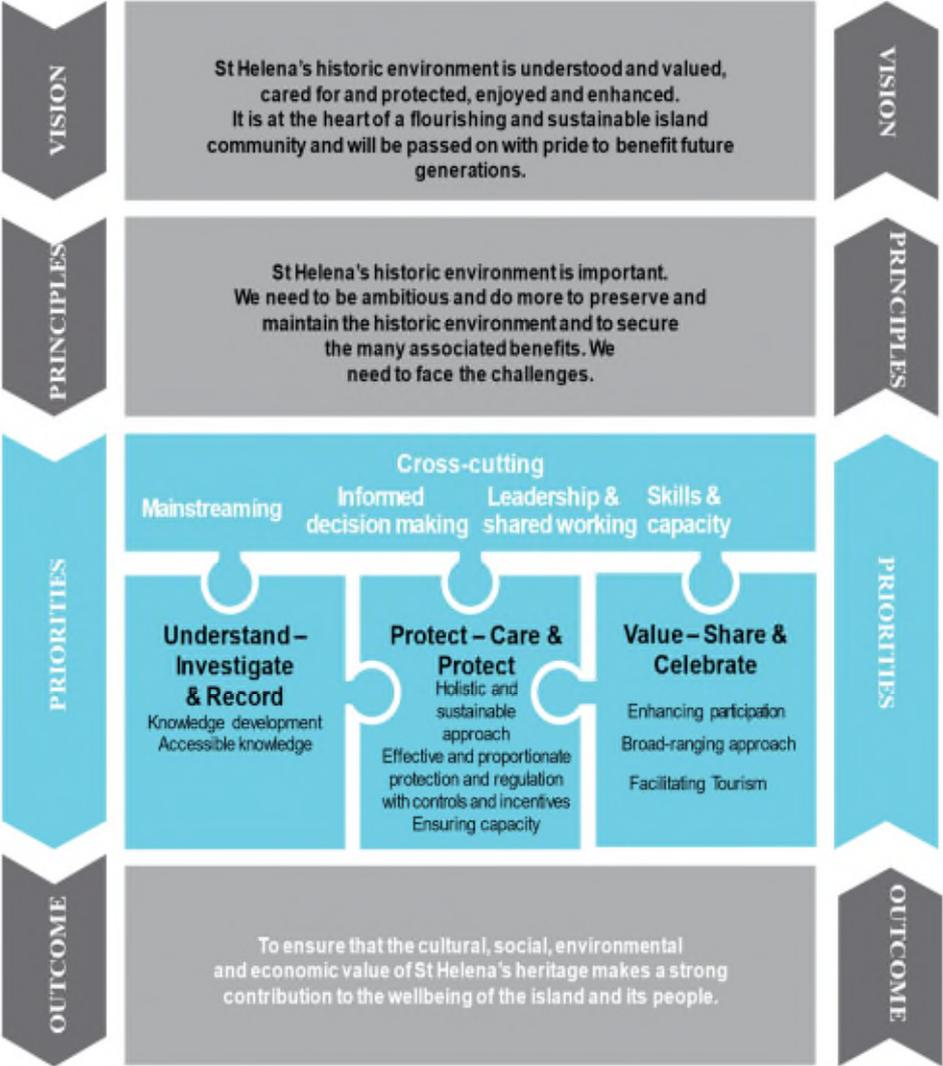
St Helena is at a key junction, needing to realise the potential that air access could bring to ensure the island has a sustainable and vibrant society and economy. Understanding, celebrating and protecting the island's heritage will be an essential component in achieving the island's sustainable and economic development tourism goals (in draft St Helena's Sustainable Economic Development Plan 2018-2028, St Helena Government).

### RECOMMENDATION 1

The Heritage Sub-committee recommends that the Environment and Natural Resources Directorate be tasked with co-ordinating the establishment of a National Heritage Strategy for St Helena. They will need to work with the Heritage Sector (as described in 1.2 below) and will need a small amount of resources dedicated to ensure its production. This may or may not take the form as proposed by Barber, this is up to the island to decide, the most important element is that it has local ownership by ensuring that the high-level strategy is agreed and adopted by all stakeholders by ensuring it is communicated well and in a timely manner with the public.

FIGURE 1. HISTORIC ENVIRONMENT STRATEGY CYCLE ILLUSTRATED IN THE JOHN BARBER

**St Helena Historic Environment: THE STRATEGY CYCLE**



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## 1.2 THE HERITAGE SECTOR

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There are a number of organisations, both Government and non-government with responsibilities for the promotion, education, conservation and care of the island's heritage.

Benefits will be gained by bringing these groups together as a recognised 'Heritage Sector'<sup>4</sup> who will meet to give support to and co-ordinate a strategic approach to managing the island's heritage and reviewing progress against agreed targets. The Sector is initially envisaged as the combination of the St Helena National Trust, St Helena Heritage Society, St Helena Government (Planning, Education and Archives), Tourism, Enterprise and Representation from the Private Sector and could be chaired through the ENRC. Working under a terms of reference we envisage the Heritage Sector can help build a coordinated, co-operative environment to create a strong heritage identity and with the initial responsibility for supporting the ENRD in taking forward the recommendations of this report.

Important considerations for the sector include; defining what is St Helena's history and culture; establishing the National Heritage Strategy and refining the framework; securing commitment to build a strong cross-sector heritage industry that will create career opportunities and career paths for the island's youth, and identifying amongst others research needs and promoting them.

### RECOMMENDATION 2

The Environment and Natural Resources Directorate prepares a draft Terms of Reference and calls a meeting inviting representatives of those engaged in the Heritage Sector for the purpose of agreeing to work together within a regular forum under a common TORs.

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## 2. COMPLETION, CONSULTATION AND VALIDATION OF THREE HERITAGE DATABASES

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*THE HISTORIC ENVIRONMENT RECORD (HER) IS A DATABASE WITH DIGITAL MAP INFORMATION THAT DOCUMENTS THE HISTORIC STRUCTURES ON ST HELENA. IT WAS COMMISSIONED BY THE TOURISM OFFICE AND IS AN INFORMATION RESOURCE INTENDED TO SUPPORT PLANNING. THE NATIONAL HERITAGE REGISTER (NHR) WAS CREATED BY THE NATIONAL TRUST TO DOCUMENT INVENTORIES OF HERITAGE AROUND ST HELENA. THE MUSEUM HAS A DATABASE THAT IS CONCERNED WITH HISTORICAL OBJECTS AND ARTEFACTS HELD IN THE MUSEUM COLLECTION. ONCE COMPLETE, VALIDATED AND ADOPTED ALL THREE DATABASES CAN BE USED TO IDENTIFY ALL ASPECTS OF ST HELENA'S HISTORICAL ENVIRONMENT AND IN THE CASE OF THE HER*

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<sup>4</sup> The Heritage Sector of St Helena is defined as "the St Helena Government, St Helena Museum, St Helena National trust, Heritage Society and any other recognised heritage body on St Helena (Protection of Wrecks and Marine Archaeological Heritage Ordinance, 2014).

*BECOME THE STATUTORY REFERENCE FOR PLANNING AND DEVELOPMENT MATTERS.*

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The island urgently needs a full HER (Simons & Jeffs, 2007). It is a priority and essential to maintaining the “essence of St Helena”.

The HER is an inventory and valuation of heritage structures and archaeological sites on St Helena. The data is held in a database with a digital mapping system. The HER was commissioned by Tourism and originally designed to provide information from a development perspective. The database provides information on the importance of the structures as well as their condition, potential for future development and essential maintenance priorities and costs. The Her is an incredible repository of information which can be used to underpin the work of Planning as an evidence base for decision by informing understanding of the heritage assets and their landscape and cultural context. Information contained therein will help inform the development of policy detailing acceptable practise and providing guidance on suitable development such as Conservation Management Plans for the island’s Historic Conservation Areas. It will replace the Historic Building List Produced by Crallan (1974) and formally adopted in the LDCP (2012). Because the HER is a public record intended to be available on line, it can also help broaden community awareness of, and access to, these resources. The digital mapping system which it was set up with is a key tool to support the on-line access to information in the records.

The HER covers heritage assets e.g. Listed Buildings and Monuments and archaeological sites, but it could also cover wrecks, parks and gardens, conservation areas, historical landscapes and recorded finds.

David Taylor was commissioned under a call down contract to start editing the HER so that it could be put it into a Planning framework. Initial work has been done but much more is needed to review the assets listed and prepare for consultation. Given the human resource constraints extant in Planning this work will not be done within any practical timeline. Additional support is necessary for the key and fundamental planning document to be realised.

### RECOMMENDATION 3

Finances be identified in 2019 so that a contract be advertised and awarded to co-ordinate the completion, consultation and validation of the HER.

This is a significant task and volunteer support may be worth considering to assist.

Many islanders care deeply about their heritage and know a lot about the historic environment. We would seek to have a consultative process that can help raise interest and encourages participation and expression.

## 3. RECOMMENDATIONS ON BUILDING REGULATIONS AND PLANNING POLICY.

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*A SERIES OF RECOMMENDATIONS WERE IDENTIFIED FROM REPORTS THAT SEEK TO FIND WAYS TO PROTECT AND ENHANCE THE HISTORIC ENVIRONMENT WITHOUT STANDING IN THE WAY OF DEVELOPMENT WHERE REASONABLE.*

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There is some good planning policy on the island which provides a framework for the protection of the historic environment (Land Development Control Plan, SHG, 2012; Land Development Control Ordinance, 2013). Revised Building Regulations have been approved by ENRC. It is expected that they will go to Executive Council in early 2019. The Land Development Control Plan (LDCP)(2012) is currently under review led by an ENRC working group and supported remotely by Riana de Wet. The process has been slower than expected, however it is anticipated that the LDCP will be available for public consultation in 2019. There is as yet no timeline for the preparation of the Jamestown and Rupert's Development Plans. Given the slow progress on these essential plans consideration is now needed as to what alternative arrangements can be put in place to progress them. The key here is finding a means of securing suitable expert assistance for Planning.

The purpose of the HER is to identify important historical structures and interpreting significance. The HER would help inform the development of Historic Conservation Area plans and more detailed design guidelines. These are valuable planning tools to guide decision making. The more detailed policies and guidelines are urgently needed to support planning. Providing clarity on values and guidelines to the public and developers when planning development and transparency in decision making.

The island's historic environment is a rich and diverse and a part of our cultural heritage and essential infrastructure, from port, to roads and tracks to homes, schools, government, places of worship, cultural centres and recreational places and spaces. It is therefore the basis for local economic development and as such we need to avoid generating perceptions that heritage is a potential barrier to development. Having agreed Historic Conservation Area Plans and design guidelines to inform people when planning development helps to avoid potential for conflict. It is also important to be aware of and understand the financial implications on the public of any changes in policy that provide additional protection for historic fabric. Alongside having information and policies to improve decision making to protect nationally valued assets, we need to avoid restrictions that prevent works from being carried out because of the financial burdens they create. Instead we should seek to create the environment within which the public actively seek to engage because of the benefits they identify with. In support of this and in conjunction with bringing the HER into being we would like to see the establishment Heritage Grant Scheme (Section 4).

Heritage is not all about protecting things so that they are as close to their original condition as possible for as long as possible, it's also about conservation, community, interpretation, reflection, celebration, adaptation, community and the future. The island's heritage is a key element of its tourism product but first and foremost it provides essential social and economic infrastructure from roads to homes to places of entertainment, enjoyment and worship. This gives people a strong sense of place and identity.

Planning guidance setting out acceptable best practice for listed historic buildings and publishing clear guidance on suitable development within Historic Conservation Areas and National Conservation areas is essential.

The HER is the fundamental first step as a planning tool.

The key next step is the establishment of Conservation Management Plans to support historic monuments and Historic Conservation Areas.

Design guidelines provide the next level of detailed guidance for developers. Design guidance which were first suggested by Crallan (1974) and taken forward by Graham Rogers in 1993 who developed design guidelines for Jamestown (but which were never formally adopted) and later further recommended by ARS (2006), Serjeant (2007), Simons and Jeffs (2007).

The Planning Section of ENRD and the Planning Authority are under resourced. Planning cannot cope with the strategic issues of developing plans and policies alongside the current workload. Planning is key to supporting economic and sustainable development, without the right plans and processes in place the island will fail to meet its sustainable development targets. Given the existing planning load and potential for further large-scale development on island increased resources will be needed to cope. The Planning Section will also have to deal with larger quantities of material when assessing applications concerning heritage structures. The support needs with regards the historic environment will therefore need to be assessed and addressed. This will include the need for additional skilled support to be able to take this forward in a timely manner. At the very least, the ENRD will need to bid for finances to provide technical support to complement existing staffing. Heritage projects such as the Jacob's Ladder will need to be considered as Capital Fund Projects.

Alongside this there will be other complimentary works the Heritage Sector could support. For example helping to build demand and funding.

- the National Trust and Enterprise St Helena, working with the construction industry and Education Directorate to establish ways in which they may be able to increase support for the full range of heritage training. This could take several forms: structured on the job training supported across the range of projects being undertaken on St Helena from public financed, private sector to donor funded; in-school vocational programmes, apprenticeships and overseas training.
- Showcasing good examples that have been achieved by local businesses, private individuals and the Trust. There are a growing number of them to celebrate.
- Secure new projects (that could form part of the training programme), that will help generate and maintain a sense of locally owned and locally distinctive built environment.
- Work with Planning to identify means to develop design guidelines for historic properties – consolidating existing knowledge and examples of craftsmanship. Suggest consolidate existing guidance from Cheetham, Sergeant, David Taylor and others as an initial starting point. David Taylor has been providing technical support and has drafted revisions to the building regulations which will include guidance on sash windows and other traditional heritage features. This will need to go out for consultation.
- Establish relations with English Heritage and other organisations that could provide technical assistance and support.
- Explore opportunities for Sabbaticals, training, exchanges and volunteering.

#### RECOMMENDATION 4

There are key areas of support needed to address immediate resource gap needs and to work towards enhancing Government's responsibilities for strategic management and oversight for the protection, conservation and enhancement of the island's historic landscape. These include:-

- a) Securing a historic buildings specialist to work within Planning to:

Prepare the HER for consultation and validation so that it can be adopted and be the statutory reference for planning and development matters on St Helena. See detailed recommendations in Section 2 Appendix 2.

- b) Prepare the Conservation Management Plans to support the Historic Conservation Areas, with Jamestown being the priority and supported by design guidelines.
- c) mobilise the heritage sector and work with them to develop a heritage strategy for St Helena and within this consider the pursuit of UNESCO World Heritage Status

#### **4. CREATION AND IMPLEMENTATION OF A HERITAGE GRANT SCHEME.**

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*SINCE CRALLAN (1974) MANY REPORTS ON ST HELENA'S HISTORIC ENVIRONMENT HAVE ESPOUSED THE MERITS OF A HERITAGE GRANT SCHEME THAT AIMS TO PROVIDE A SOURCE OF FINANCE FOR THE PROTECTION AND RESTORATION OF HISTORICAL BUILDINGS AND FEATURES ON ST HELENA. CHEETHAM'S (1994) REPORT MADE SPECIFIC RECOMMENDATIONS FOR A SCHEME AND THE SUBCOMMITTEE HAVE REFERRED TO HIS RECOMMENDATIONS IN PARTICULAR IN FORMULATING ITS RECOMMENDATIONS.*

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The sub-committee feel strongly that a heritage grant scheme is still much needed and should be introduced alongside the HER to provide support to the owners of private historic properties for works that preserve historic character and which are over and above the costs which would normally be carried out by a responsible owner or would incur higher costs than a cheaper modern alternative.

A Buildings at Risk list would provide a useful, though not essential, reference for prioritising areas of focus.

No attempt was made by the sub-committee to put an estimate on the value of such a fund. This would require a more up to date survey of status and costs from the construction industry. Using previous report estimates and converting to today's monetary value a reasonable estimate might be between £200-250,000 for three years would be a good target to aim for.

We suggest a significant contribution to the fund should come from SHG. Creating a heritage grant scheme will not only provide opportunities to protect the heritage value of the island's historic properties it will also support the heritage construction industry as a whole, providing need for skilled artisans and materials. The St Helena Government could see this as an investment, securing long term benefits from buying of goods and services and income tax. There will also be opportunities for import (building materials) and import substitution (using local resources and traditional techniques).

Potential new sources of funding need to be found and this will require management and coordination, either through the Heritage Sector as a group or an organisation within it (Heritage Society, St Helena National Trust or specifically dedicated sub-group).

One potentially very important source of funding is a tourism tax, in which the tax revenue raised will be reinvested into the island's heritage infrastructure. St Helena's Sustainable Economic Development Plan 2018-2028 (SHG, 2017) identifies that reinvestment of tax is needed to invest in improving water, electricity, transport, education, health, risk management and other infrastructure (SHG, 2017). Tourism tax is commonly used revenue raising source all over the world to support tourist infrastructure and the protection of natural and cultural heritage. It is often levied on tourism accommodation. This could be the key to providing the necessary investment opportunity in the island's valuable heritage assets, without competing with the other infrastructure priorities requiring investment using existing tax raised revenues and would not be an additional tax burden that would hit residents. Such a tourism tax would need to be well marketed and managed so that the island can show tourist exactly how their money is being used to support sustainable management of the island's heritage assets.

Other potential sources include corporate sponsorship, donations and subscriptions.

#### RECOMMENDATION 5

Members of the Heritage Sector work to establish a Heritage Grant Scheme to be launched in association with the publication of the HER as the island's Statutory List.

In recognition of the work done for St Helena's historic environment by Mrs Cathy Hopkins, MBE we ask that when a heritage grant scheme is established it be called the **Hopkins Heritage Fund**.

## REFERENCES

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- ARS Limited (2006) ***Land use on St Helena Island: Tools, Analysis, Valuation, Design and Policy***
- Cheetham, Alan (1994) ***Preserving the Island's Historic Buildings, An Appraisal of the Issues Involved in Establishing an Historic Buildings Grant Scheme on the Island.***
- Crallan, H. P. (1974). ***Island of St Helena: Listing and Preservation of Buildings of Architectural and Historic Interest.*** Self Published.
- LDCP (2012). ***Land Development Control Plan 2012-2022.*** Jamestown, St Helena Government.
- LPDCO (2013). ***Land Planning and Development Control Ordinance*** Jamestown, St Helena Government.
- NPPF (2012). ***National Planning Policy Framework 2012.*** London, English Heritage.
- Mallia, A (2004). ***Proposals for the establishment of a National Heritage Register for St Helena.*** Strategic advice & environmental training assignment St Helena Island. Government of St Helena and United National Development Programme
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- St Helena Government (2018) ***St Helena's Sustainable Economic Development Plan 2018 - 2028***
- Simons & Jeffs (2007) ***St Helena Built Heritage Project.*** St Helena National Trust
- UK Tentative List of Potential Sites for World Heritage Nomination Application Form Island of St Helena (27/01/12)  
[http://www.worldheritagesite.org/countries/Island%20of%20Saint%20Helena%20\(Saint%20Helena%20Island,%20South%20Atlantic%20Ocean\).pdf](http://www.worldheritagesite.org/countries/Island%20of%20Saint%20Helena%20(Saint%20Helena%20Island,%20South%20Atlantic%20Ocean).pdf)

## APPENDIX 1

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**Saint Helena Heritage Framework Review-**  
**Sub Committee of the Environment and Natural Resources Committee**

## **Terms of Reference**

### Purpose

To review the current and future legislative, policy and operational provisions for the conservation and enhancement of Saint Helena's historic environment

### Background

In 2013/14 John Barber was engaged by ENRD to produce a report on, inter alia, the current legislative and policy framework for the protection of St Helena's historic environment. The report looks at mechanisms both in place and proposed, in particular the tools available to the Planning Department, and to NGOs. The report went on to consider a wide range of proposals. The recommendations are attached to these Terms of Reference.

The report was never completed, and the recommendations of the report have never been adopted by the relevant Committee in SHG.

### Scope

As part of the above mentioned report the reviewer considered the Historic Environment Record (HER) and the National Heritage Register (NHR) and their respective owners and made recommendations about the future operating model. The reviewer also considered wide ranging issues relating to planning and also relating to the systemic consideration of heritage on St Helena. The Sub Committee will consider the report and its recommendations together with the associated legislation and policies.

### Outputs

The Sub Committee will, after consulting with the relevant parties produce a report assessing the current position and making recommendations as it sees fit. This could include recommendations for a different model, however it would not be correct to be too prescriptive at this point. Any further outputs will be dependent on the requirements that the Sub Committee feels are necessary to produce the report. The Sub Committee should also make recommendations as to how the current situation could be improved, and will give some thought to how such improvements could be resourced. The Sub Committee should produce a draft action plan with allocated action owners and timescales for implementation.

### Membership

The subcommittee will be made up of 6 members: member of ENRC; a government official; 2 x National Trust; 2x Heritage Society [Chair to be selected from the membership]

The duties of Secretary to this Sub Committee will be undertaken by the organisation selected as Chair.

### Additional Attendees

There will be a requirement to call on local expertise to provide information and views on the review. The Sub Committee will therefore reserve the right to invite non-members as they see fit.

### Timescales and Frequency

The Sub Committee will first meet as soon as possible after its official appointment. It will then meet as often as they deem appropriate to produce the necessary outputs. It is envisaged that this would be a minimum of monthly; however this will be set by and can be amended by the Sub Committee. The Sub Committee will aim to produce the report within 6 months of the first meeting. If this is not the case, then an update report with a new timescale should be made available before the 6 month deadline is reached.

### Reporting Lines

The reporting lines of the committee are clear and straight forward, highlighted by the diagram below.



## APPENDIX 2 DETAILED RECOMMENDATIONS

### 1. THE HERITAGE FRAMEWORK

John Barber Recommendation 5 “Acknowledging that this is not his area of expertise, the writer nonetheless recommends that consideration be given to the following; that: i) The Director of Education and Employment in consultation with the chair of the Heritage Sector should embark on a programme of educational engagement with St Helena’s heritage ii) The museum be instructed and resourced to digitise its radio tapes archive and iii) That the museum, in consultation with the Director of Education and Employment, seek to engage some schoolchildren, with other interested parties, in the digital recording of early memories of the older generation of Saints.”

**Sub-committee recommendation.** Agreed. On point ii) the Heritage Society is working with others to take the digitising of the radio tapes forward. Creative St Helena has been involved in collating verbal and social history. Secure storage and means of public access should be pursued.

John Barber recommendation 6 “Collaboration should be sought with an appropriate university (or universities) in the UK and/or elsewhere to form and fund a joint University/SH Heritage Sector to undertake a systematic search for pre-colonial settlement in the deeper sediment traps of the island and including, but not limited to, palynological studies of marshy areas.”

**Sub-committee recommendation.** Support, but not a priority. Heritage Sector encouraged to communicate with academic institutions to let them know what data gaps we've got.

John Barber recommendation 7 “A professional archaeologist or archaeological group with an appropriate range of experience should be engaged for a three month period to identify and record agricultural traces on the island. This person or agency should also identify and record technological traces on the island. The data arising will be added to the NHR/HER and/or where relevant the Museum Database by the change control mechanism identified at para 41 above. The

precise locations of both sets of remains will be surveyed onto the existing base maps by SHG staff and the coordinate sets will be added to the edited data set before its submission to the NHR/HER change control process.

**Sub-committee recommendation.** Support but not a priority. Heritage Sector/stakeholders - create a list of research/science needs. Share with academic institutions. St Helena Government research permitting process and management required. Role for ESH/Tourism in promotion, voluntourism and study on St Helena

John Barber recommendation 8 “Enterprise Saint Helena, Tourism, should appoint a senior staff member to the Heritage Sector, tasked with: i. homologating the heritage offer for visitors to the island to ensure consistency of information presentation ii. designing consistent signage to and on heritage assets throughout the island, to ensure consistency of information presentation iii. providing editorial input to heritage offering originating from the Heritage Sector and where necessary translating ‘heritageese’ to English. iv. Stimulating high level vision in the conservation and presentation of heritage on the island and internationally”

**Sub-committee recommendation.** Tourism are encouraged to work closely with the Heritage Sector, establishing regular contact with heritage organisations and local historians. Through Heritage Sector develop working relations that capitalize and grow expertise where it exists, avoid duplication and share support and grow business.

John Barber Recommendation 9 “Saint Helena should, via the Heritage Sector and SHG, embrace the meta narrative of slavery and its role in the evolution of the island, in token of which the following actions should be undertaken: i. Appropriate scholars should be identified to help form relationships between the island and international agencies engaged in slavery studies ii. Commitment to the creation of the ossuary should be confirmed and work on it progressed as soon as civil engineering works in Rupert’s Valley are completed. iii. An international competition should be announced, concurrently with the announcement of the formation of the academic relationships (above), calling for designs for a monument to the memories of slaves everywhere for placement at the ossuary”

**Sub-committee recommendation** – The main point here is agreed, that St Helena should embrace its slave history. There are two separate issues - reburial and commemoration of Liberated Africans at Rupert's and the wider island story. The ways to achieve this needs locally agreed solutions which can be supported by the wider international stakeholders. Progress towards this has been made in recent months and the Liberated African Advisory Committee Report was submitted to Executive Council and endorsed on the 11<sup>th</sup> December 2018 <http://www.sainthelena.gov.sh/wp-content/uploads/2018/12/56-18-LAAC-Report.pdf> The sub-committee welcomes the report and supports the recommendations.

The sub-committee are wary of international competitions or designs where there is no clearly defined policy brief and are keen that local interests and expressions of opinion are not undermined.

John Barber recommendation 10 “It is recommended that ENRD should become the lead organization for all heritage designations and that the Chief Environmental Officer will become the person responsible for designations within that Directorate.

**Sub-committee recommendation** – Establishing the requisite suite of skills needed within both the Government and Non-Government Sectors will take time as the resources are currently not available. The Chief Environmental Officer is not the appropriate post for heritage designations.

A Planning Officer role would be more appropriate. There is a current gap in expertise. Key skill and resource gaps within Planning need to be assessed and a plan put in place to build the resource base and expertise. Opportunities for creating a new post and supporting training in historic building conservation and heritage planning as well as other areas of work across the historic environment sector should be identified, pursued and promoted within the next 5 years.

The Planning Section needs to be strengthened. It is imperative that St Helena Government has access to built heritage expertise so that it can deliver on its strategic policy commitments and management objectives.

It is important that the planning process remains impartial. Government needs the requisite skill sets to support the delivery of strategic planning, law and policies. The non-Government Sector needs to have knowledge and skills in understanding and interpreting historic values, making recommendations with respect to Listing, preservation and conservation with respect to repair, maintenance and development. ENRD will need to take forward Listings for Statutory approval with recommendations developed by Heritage Sector.

We can expect that the ENRD and the Heritage Sector will be resource deficient in the short to medium term. As such it makes sense to make the planning processes as efficient as possible, maximising the use of resources. We therefore recommend that the measures need to be put in place to reduce administrative burdens and make information more easily accessible to the public. Digitising the planning process so that submission, consultation and information can be carried out and sourced on line will not only help people gain access to information and respond to it without having to visit Essex House it will also keep processes transparent. The intention is that the HER will also be online and accessible.

Opportunities should be explored, when needed, to attract expert advice from overseas. This could be supported potentially through SHG technical support call down, or through Heritage Sector relations with international academic institutions or organisations which might lend support through research interests or sabbaticals. This will be particularly important for areas where the island does not yet have all the skills available locally to support, such as archaeology. Alongside this, and linked to developing training and career opportunities the Heritage Sector could consider creating new opportunities through Apprenticeships and training – taking on youth trainees when it fits in with strategic plans and ensuring that when experts are on island full advantage is made of training opportunities for existing staff or students.

John Barber recommendation 15 The resourcing of the Heritage Sector needs to be increased to help them provide the service of statutory consultees. Currently SHG supports both the SHNT and the Heritage Society, the latter via the Museum. A daily rate value shall be calculated from this subsidy and a fixed number of days service shall be identified, from within the existing subsidy, to provide the statutory consultation service described here, free of charge. When this fixed allotment of days is exhausted, the Heritage Sector will invoice SHG at the calculated daily rate for all subsequent consultations within that financial year. The Heritage Sector will keep an account of the consumption of the allotted days and communicate this monthly to SHG's Chief Planning Officer.

**Sub-committee recommendation** The JB recommendation is not practical to administer within the ENRD budget. The Heritage Society and the National Trust are in receipt of Service Level Agreements for technical services provided. SLAs should specifically identify the service that

these organisations provide and the organisations themselves determine the resources they commit to the service.

John Barber recommendation 23 It is recommended that the directorship of the Heritage Sector Group be vested in the SHNT because of its organisational maturity and its experience in conservation and education. It is further recommended that the chair of the group should be provided by the Heritage Society, to provide long term, island-based continuity of governance of the group, in contrast with the short term of office of the SHNT directors. Thereafter, its organisation is a matter for itself. Funding arrangements for statutory consultations will not be put in place until the group has been formed and its formation document has been forwarded to the CEO at SHG.

**Sub-committee recommendation** A recognised and accessible permanent Heritage group be established with TORs. It will be for the group to agree the most suitable approach, and working within accepted good governance for chairing, record keeping and reporting. Chairmanship with ENRD would provide continuity and assist with low key resource needs.

John Barber recommendation 25. “It is recommended that the Library Service of St Helena should assume the role of allocating ISSN and ISBN numbers to island publications arising from all sources, but certainly from heritage projects undertaken on the island. As a necessary corollary, any development or research projects undertaken on St Helena will be constrained to publish their results on the island, if necessary in addition to peer reviewed publication elsewhere, and will be asked to undertake to provide the library service with 5 copies of the original report and any additional publications founded on or referring to St Helena materials or monuments. “

**Sub-committee recommendation** This is a separate Education Directorate issue and not necessary considering the costs that would come with it. ISBN exists for the book trade. We suggest that this recommendation is flagged with the Directorate and left with them.

John Barber recommendation 26 “It is recommended that the Heritage Sector form relationships with the major international universities that actively research issues relevant to St Helena and that it enter a close alliance with one or two of them. One of the alliance universities will be asked to provide the St Helena Library Service with an access Id and Password to academic digital resources on the net, as a contribution to the work local and visiting scholars. This would allow cost-free access to the world’s major digital libraries and help stimulate and facilitate international publication by St Helena based scholars.”

**Sub-committee recommendation** – Agreed.

Heritage Sector has some contacts already that can be developed. The Museum already has informal connections with several museums, including Liverpool Museum, Fitzwilliam Cambridge and Bermuda Maritime Museum. Andy Pearson (University of Bristol) could be a link.

Assuming the recommendation refers to online resources like JSTOR which would be very useful. Recommend that we raise this with the Education Directorate and discuss with Library, Archives and Prince Andrew School. Heritage Sector establish contact list - identify and maintain network and use existing contacts: Boddlan, Cheltenham, Dartington College, Dan Yon Canada, Harvard, Oklahoma.

The St Helena Research Institute once established will become the umbrella for all research on the island. Furthermore, it will host a database for the data and findings from research which will

be available on line. This new organisation will provide an important interface between researchers and the community.

## 2. COMPLETION, CONSULTATION AND VALIDATION OF THREE HERITAGE DATABASES

John Barber recommendation 1 “Where planning advice or decisions are founded on the data contained in the HER dataset, the Planning Officer will check that the details founded upon are drawn from the current, true and verified copy before issuing that advice or decision so as to ensure that they are based on the legally valid HER”.

**Sub-committee recommendation:** It is now imperative that progress is achieved to establish the HER as the island’s statutory list.

- 1) The HER needs to be obtained in an editable format, edited as necessary to adjust criteria and language to suit St Helena (to remove technical jargon/terminology) and stripped of all non-planning data and locked as Master Copy (JB paras 38 & 39). Then put out for consultation and peer review.
- 2) Information needs to be re-presented using language and descriptions that planning can reference. Propose assets already listed are defined within three sub-sets. The first sub-set (Buildings) will be the working document for dealing with the generality of development applications. Within that sub-set historic assets other than buildings but which are of relevance (to a specific building will be referred to in the description of that building. Sub-sets 2 and 3 will be the basis of policies (against which development applications can be assessed when the policies have been adopted) for “Sites of Military Significance” and “Archaeological and Other Assets” respectively. Possible question of whether need to include cultural elements (nature, humanity) or whether they are better captured in the NCA and HCA management plans (see 12)
- 3) The HER itself may, under the Planning Ordinance, contain policies. These would need adding to the HER and may form the policies referred to above. Alternatively, the policies may be contained in Management Plans/ Development Plans for specific areas. This needs further discussion.
- 4) Consensus will be needed on the value given to each asset and the criteria behind it. We acknowledged Ben Jeffs has given thorough reference to internationally accepted criteria but there may still be differing opinions. We also noted that he did not have the opportunity to inspect the interiors of many buildings – and survival, or not, of internal features may suggest adjustment of values.
- 5) Thought needs to be given to the procedure for consulting owners of buildings and other interested parties. A positive response is likely to be obtained from owners if the prospect of a grant system can be included so that Listing will not be perceived as a purely negative control. Publicity similar to that for a development plan may be appropriate plus letters to individual owners. This will be a significant task in its own right.
- 6) A Co-ordinator will be needed to organise and collate.

7) A call down contract with David Taylor has provided an opportunity to start editing the HER into a format to support Planning (actions 1 & 2 above). The extension of the contract will provide a viable means of providing a timely support to deliver the HER.

John Barber recommendation 2 “It is strongly recommended that SHG-IT should take over and redevelop the NHR, on the basis of inputs from the Heritage Sector, and from Tourism and Enterprise, within SHG, under the direction of the Chief Environmental Officer and that this be done immediately. “

**Sub-committee recommendation.** There be 3 separate databases: the NHR, the Museum database and the HER. The HER held as one copy in an uneditable format which constitutes the statutory list held by SHG and to retain the name HER. JB suggested the use of the name NHR which we do not support. A second copy of the HER is kept as editable, to be managed and developed by Heritage Sector, and to be referred to as NHR - para 41). The HER would be reviewed periodically to update the statutory list. JB recommends 1 year for proposed changes to be reviewed and edited but we feel longer may be required at least to start off with and until such time as there are more people working in heritage. The HER is created, managed and edited by others independent of planning. Heritage Sector co-ordinating updating/oversight with SHNT has lead (para 41).

The Trust may choose to approach the author Ben Jeffs to determine if there can be a hand over HER of the web interface to the Trust and that it be renamed as NHR.

The recommendations contained within this HER Section relating to IT are achievable. However, the re-development of the HER portal involves the creation of a front-end web page and this will require the the services of a web designer who will need to work closely with the software developer to ensure that the project is a success.

JB recommendation 3 “A temporary full time assistant should be appointed to the museum for a period of up to three months, tasked with data entry for the Museum’s collection and all other mobiliary heritage artefacts on the island. The assistant should identify overlaps with the NHR and recommend their removal from the NHR/HER by the museum’s use of the change control processes set out above.”

**Sub-committee recommendation:** Museum database is assets held by the Museum ex-situ. The work required is substantial and assistance will be needed. Getting the NHR and Museum databases up and running and with public interfaces will be tremendous assets for the island.

1) The Trust’s NHR be added to HER dataset as this will be for all mobile assets in-situ and called the NHR held by the Trust. It will be necessary to cross reference to check where assets have been removed and relocated to Museum, or where data is known to update the NHR.

2) Securing the finances for a full time assistant will not be easy. The St Helena National Trust and the Heritage Society should actively encourage the involvement of volunteers in helping to build and manage the databases. This could be through local and international volunteers including those on sabbaticals, school pupils on work experience or projects. In addition they should pursue other sources of funding to build, manage and maintain these important assets. SHG could consider the opportunity for support through service delivery (Service Level Agreements).

3) Other opportunities should be pursued through corporate support and sponsorship for example in hosting websites and costs of access. Bandwidth could be a problem now, but with the promise of the fibre optic cable in two years this issue should dissipate.

### 3. RECOMMENDATIONS ON BUILDING REGULATIONS AND PLANNING POLICY

John Barber recommendation 4 “It is recommended that the proposed Development Conditions (below) also require quality improvements above the prevailing norms in circumstances in which the loss of some heritage value will result from Development Permissions with impacts on heritage.”

**Sub-committee recommendation** Initial descriptions within the HER are basic and do not include the insides of Grades structures. Policies needed to set out what can be done in a Grade 1 listed building and how that process is managed. Need a full time historic buildings specialist with archaeology experience, also need checking and monitoring. Ensuring where damage is unavoidable - mitigation.

John Barber recommendation 11 “It is recommended that the maximum penalties applied to such works which would have the effect of demolishing, destroying, damaging, removing, repairing, altering, adding to, flooding or covering up a scheduled monument should be homologated with the penalties being set for cognate offences in the ‘Protection of Wrecks and Marine Archaeological Heritage Ordinance, 2014’ now in draft

**Sub-committee recommendation** The maximum penalty set out Section 64 of the LDCO for offences which cover historic buildings is an unlimited fine or imprisonment for 10 years or both. This is higher than the offences within the PW&MAHO. Scheduled monuments aren’t specifically listed and this is another example where the completion of the statutory list, the HER is needed urgently.

JB recommendation 12 “It is recommended that in all of the NCA’s the combined role of nature and humanity in the evolution and maintenance of these cultural landscapes should be identified and emphasised in the Management Plans now in draft. Further, the metanarratives of human/landscape interactions seem to this writer central to what survives on St Helena and it is therefore recommended that the relationship of people and place be given a higher prominence in all tourist-orientated writing about the island.”

**Sub-committee recommendation** Agreed – diligence, with keen eye for detail and utilisation of local knowledge needed. ENRD is strongly encouraged to progress planning for the National Conservation areas, including Historic Conservation Areas. Initial work on the Conservation Management Plan for Jamestown Historic Conservation Area was started by Locum Planning Officer David Taylor but progress was made impossible due to heavy work load of the Planning Section. The HER is the foundational planning tool that will lend support to the development of the NCA and HCA plans. ENRD needs to identify how it can progress its responsibilities for securing the Conservation Management Plans as described in the Land Development control Plan (2012). Former Planning Officer Riana de Wet is contracted to provide technical support services to the Planning Office. Despite this, it seems unlikely that the Jamestown and Rupert’s plans will be delivered. Dedicated on island support is needed. The work cannot be achieved by the Planning Officer alongside other demands on their time. The work needs to be the main purpose of the job. Technical Support Contracts might be an option. But other options may also need to be explored. Such as volunteers, students or professionals on sabbaticals.

John Barber recommendation 14 “It is recommended that the note ‘Advice to Developers’ drafted by David Taylor (e-Appendix 5), erstwhile CPO on St Helena, be expanded to include this encouragement to early consultation on developments with heritage entailments. It should also contain the following advice: Heritage is a competent planning matter. Planners will expect planning applicants, or their agents, to have assessed the likelihood of the existence of heritage assets on or near the development area or indivisible with it and to have assessed the likely impact of the development on these heritage assets and their settings. A larger scale of assessment undertaken at a higher quality standard

**Sub-committee recommendation** - ENRD to confirm status of note “Advice to Developers” and with Planning Officer revise and update as appropriate.

Design guidelines for St Helena are needed to support development associated with historic buildings and historic conservation areas. Private development supported by design guidelines could be incentivized with the grant scheme.

John Barber recommendation 16 “It is recommended that the Chief Planning Officer will formulate a Section 23 agreement with the developer for action by the Attorney General (LPDCO 2014). This will take the general form:

17 [The developer] will undertake the programme of archaeological fieldwork appended hereto, complete with its written acceptance by the Chief Environmental Officer, in exploration of the development area pre-determination, to establish the absence or presence, and if present, the nature of currently unknown heritage remains whose existence is suspected because of the local presence of significant monuments [or for some other stated reason]’ and the developer will fund the field work and the analysis and publication of the results thereof regardless of whether the proposed development application is submitted or not, and regardless of the outcome of the application, if submitted. To secure this outcome, a codicil should be added to the Section 23 agreement in the following general form: ‘Before the commencement of a predevelopment evaluation, the planning officer will require sight of a competent contract awarded to a suitable person or organisation and covering the costs of fieldwork, analysis, publication and archiving, in the absence of which, the planning application will not proceed to determination.’

JB recommendation 18 “No development shall take place until the developer has erected temporary fencing of acceptable type in a manner to be agreed with the planning authority, about [insert name/s of monument/s] along the line/s shown on the plan annexed; and no works, including dumping, or vehicular movement or parking, shall take place within the area inside that fencing without the prior agreement of the planning officer.”

John Barber recommendation 19 “No development shall take place within the area indicated [this would be the area of archaeological interest] until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation (WSI) which has been submitted by the applicant and agreed and approved in writing by the Planning Officer acting on the advice of the Chief Environmental Officer”.

**Sub-committee recommendation:** The responsibility lies with ENRD to action with the Planning Officer. Need to ensure works compliant with Planning Conditions. Process to ensure compliance with Planning Control/consent for Listed Buildings needed. Potential for training for existing Building Inspector or other?

Important to ensure timely access to information for developers and this should be included as part of new public e-planning interface.

## **4. CREATION AND IMPLEMENTATION OF A HERITAGE GRANT SCHEME**

(to be read in conjunction with Cheetham, 1994)

### **Sub-committee recommendations:**

#### **1. Heritage Grant Scheme be established with the purpose**

To provide a proportion of costs of doing works to preserve the character of an historic building and which are over and above the costs which would normally be carried out by a responsible owner or would incur higher costs than a cheaper modern alternative.

#### **2. Heritage Grant Scheme Value**

Entire costs of repair and maintenance will be eligible subject to being over a minimum cost. Grant subject to means testing with standard grant 50% with no ceiling, because benefits add value to property.

#### **3. Eligible works**

All works of restoration (refer Cheetham Section 8.10), including reinstatement of lost features or removal of features that detract from buildings character, repair and maintenance (refer Cheetham Section 8.12). Examples: renewal of sliding sash windows, repair of wrought ironwork, traditional wood panelled doors.

#### **4. Eligible owners**

All private property owners of domestic properties who are permanent residents of St Helena or who have their principle residence on the island will be eligible. If St Helena is the not principle residence, then they must provide evidence to satisfy how the benefits of the grant will be maintained.

#### **5. Eligible properties**

Jamestown - ironwork an obvious decayed feature – work one street at a time. Listed buildings, buildings and structures within important areas of HCAs - e.g. Jamestown Conservation - contribution to street scene. See also 8 below Decision needed on order of priorities, to halt deterioration and save the buildings (Buildings at Risk List), maintenance and repairs early to prevent deterioration - so can prevent deterioration of the detail - stabilisation. Ironwork skill development – opportunities for training and apprenticeship to be explored.

#### **6. Buildings at Risk**

Identify 'Buildings at Risk' and review regularly. Need update of buildings at risk. Some buildings and heritage structures have been renovated and restored, others deteriorating. Sale of properties to new private property owners has been a stimulus for purchase of historic properties

for homes and the rental market. Redevelopment to new business use has also enabled buildings that were deteriorating to be brought into new use.

HER currently not enough detail to determine risk but could be good pointer, and more so when updated to support planning. Value in publishing Risk List as an online resource. At Risk Register could be produced by an interested individual or existing group e.g. Heritage Society or National Trust for which they might seek funding or a new group dedicated to raising the profile of St Helena's heritage.

## **7. Substantial level repairs**

Alternative sources of funding will be needed for buildings requiring substantial repairs of such merit that their loss cannot be contemplated as unlikely that a grant scheme could cover this. Teutonic Hall was one example, so it's great that this has now been purchased with intention for restoration.

## **8. Loans**

Heritage Sector will need to investigate opportunity for different funding models, such as loans or partnerships with owners. Examples might include short term loan facilities to local Trusts set up with the specific purpose of purchasing, repairing and re-selling historic buildings. Or subscriptions - taking the concept of Civic Trusts, as an ethical project might be opportunity for international subscriptions. Use examples and links to UK based organisations such as the Civic Trust and Prince's Trust. Crowdfunding would be another potential option focussed on the at Risk List.

## **9. Administration and implementation**

The grants will be awarded at the discretion of an independent panel under the Heritage Sector. It is important that this is done independently from Planning, but a member of the Planning Section or Authority will be required to be on the panel to provide Planning input. Other panel members will be from the Heritage Sector. We can look to examples of similar UK organisations to provide a basis.

## **10. Publicity and promotion**

Publicity required to inform and engage owners. All forms of media should be used. Accessible and easy to interpret information for grantors and grantees, widely distributed, illustrate what to look out for and when action needs to be taken. Web based information would be helpful. Could take form of questions and answers or exhibit- promote design guidelines when available. Would be good if ESH/Tourism could provide support to Heritage Sector to assist in publicity and promotion.

## **11. Safeguards**

Conditions on acceptance of grant offer must include repayment in the event that the grant assisted building is sold within a specified period. Monitoring process - should there be penalties in place?

## **12. Funding & Budget**

No attempt made by the sub-committee to put an estimate on the value. This would require a more to update survey of status and costs from the construction industry. Using previous report estimates and converting to today's monetary value we estimate between £200-250,000 for three years would be needed. Aiming to raise an initial £50-100,000 per year should be a realistic target. A significant contribution to this should come from SHG. Will SHG be able to commit a sum of money to kick start the grant scheme and show they are committed to supporting the private sector encouraging them to act to conserve the heritage of their properties for the benefit of all? In the event of securing other funding sources, SHG should be expected to provide matched funding, up to a ceiling value.

Creating a heritage grant scheme will not only provide opportunities to protect the heritage value of the island's historic properties it will also support the heritage construction industry as a whole, providing need for skilled artisans and materials. The St Helena Government could see this as an investment, securing long term benefits from buying of goods and services and income tax. There will also be opportunities for import (building materials) and import substitution (using local resources and traditional techniques).

Potential new sources of funding need to be found and this will require management and coordination, either through the Heritage Sector as a group or an organisation within it (Heritage Society, St Helena National Trust or specifically dedicated sub-group).

The sub-committee recommends:

### **1.2.1 Establish a Tourism Tax**

One potentially very important source of funding is a tourism tax, in which the tax revenue raised will be reinvested into the island's heritage infrastructure. St Helena's Sustainable Economic Development Plan 2018-2028 (SHG, 2017) which is currently in draft form (not yet released for public consultation) identifies that reinvestment of tax is needed to invest in improving water, electricity, transport, education, health, risk management and other infrastructure (SHG, 2017). Tourism tax is commonly used revenue raising source all over the world to support tourist infrastructure and the protection of natural and cultural heritage. It is often levied on tourism accommodation. This could be the key to providing the necessary investment opportunity in the island's valuable heritage assets, without competing with the other infrastructure priorities requiring investment using existing tax raised revenues and would not be an additional tax burden that would hit residents. Such a tourism tax would need to be well marketed and managed so that the island can show tourist exactly how their money is being used to support sustainable management of the island's heritage assets.

### **1.2.2 Corporate Sponsorship, donations and subscriptions**

Approach local and international potential donors, both corporate and individuals to sponsor grant scheme.

Look at opportunity for establishing annual subscriptions or donations.

## **13. Budget indicators**

In establishing a grant scheme it will be important to keep detailed records of costs, labour, materials, projects and monitor results to get better accuracy of costs / grant needs. Suggest

annual review to assess future needs. Also require a more accurate and to update estimate of costs of works. Need to discuss with industry to see if they can offer costs. Work to be informed by design guidelines - sash windows, wrought ironwork, masonry etc.

#### **14. Adequately resourced**

Dangers exist of underfunding, but if level of funding restricted - prioritise to limit scheme to that makes the most significant impact and value for island community - lower JCA (Main Street, Napoleon Street and Market Square, Buildings at Risk - listed buildings whose condition is such that urgent repairs are needed to safeguard their structure, could include cottages as well as large houses as these are of more particular interest in understanding social and economic development of the island - see list Appendix A - 71 priorities identified. This and 'Eligible Properties' raises the same issues of needing to create a Buildings At Risk register and prioritising which buildings are most at risk.

#### **15. Design guides/specifications required**

Design guidelines and specification available for local builders, merchants and those planning development are needed. Appendix B of the Cheetham report has guidelines for repairs and restoration. Suggest consolidate existing guidance from Cheetham, Sergeant, David Taylor and others as an initial starting point. David Taylor has been providing technical support and has drafted revisions to the building regulations which will include guidance on sash windows and other traditional heritage features. This will need to go out for consultation.

#### **16. Government budget** for public buildings and structures (incl., railings, gates etc), housing, monuments and fortifications etc.

St Helena Government has separate budgetary funding for the management of its Crown Estates. If St Helena is to realise the value of its heritage, attracting tourists to enjoy it, then St Helena Government needs to lead by example (C.2) – there can be no place for dual standards. Assessment of the level of finances needed to meet its own responsibilities for historic buildings and structures should be assessed if not already done and a strategy in place for how it will manage them. Link to National Heritage Strategy.

