

# QUINQUENNIAL REVIEW OF CADW – POSITION STATEMENT BY THE AGENCY

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Cadw: Welsh Historic Monuments was established in 1991 as an Executive Agency, as part of the then Government's Next Steps initiative. The aim of the initiative was to provide more effective services for the customer and clearer lines of responsibility and accountability.

2 *BetterWales.com* charges Cadw with improving the historic environment and sets out its aims and objectives in a framework document. Cadw's mission is achieved through the promotion and preservation of buildings of special architectural and historic interest, the promotion and conservation of ancient monuments through scheduling and the maintenance of monuments which are in the care of the National Assembly.

3 Following the last review of Cadw in 1994-95, seven objectives were set for the Agency. Four of these are customer-related and deal with our immediate impact on the historic environment. They are:

- To promote the preservation of buildings of special architectural and historic

interest through the exercise of the National Assembly's statutory powers to list such buildings, the operation of the statutory listed building consent procedures and the provision of advice and financial assistance in relation to the maintenance of buildings.

- To promote the recording and conservation of ancient monuments through the

exercise of the National Assembly's statutory powers to schedule such monuments, the operation of the scheduled monument consent procedures, and the provision of advice and financial assistance in relation to the maintenance of monuments not in the guardianship of the National Assembly.

- To maintain those monuments which are in the care of the National Assembly

consistent with their archaeological and historic importance and in a manner which ensures value for money.

- To attract, inform and educate visitors to ancient monuments in the care of the

National Assembly by marketing, presentation and interpretation and to promote a wider understanding and appreciation of the built heritage of Wales.

4 Reflecting these objectives, annual targets were also set – quantitative targets for listing and scheduling; timeliness targets for dealing with grants, and the consents process; another relating to completion of our annual conservation maintenance programme; and a target to achieve a certain percentage of visitors to the top twenty heritage sites. However, it was never envisaged that targets – particularly if they were to be kept to a manageable number – could capture the spectrum of work necessary to achieve these objectives, and in addition focus has moved since the targets were devised. For example, Cadw has tried to respond to an ever-increasing demand for information to serve a whole range of initiatives associated with managing the historic environment of Wales within a sustainable framework. In part this has been a response to a changing countryside where new environmental strategies, such as *Tir Gofal* and *Woodlands for Wales* have components which relate to this environment. *Tir Gofal* typifies the sort of change which has been occurring and the type of new opportunity which has been created. Ancient monuments in the landscape need to be protected by scheduling, because that is a legal requirement placed upon the Assembly. However, management agreements with occupiers and farmers, and the sort of financial incentive which *Tir Gofal* can provide to care for the local historic environment, create an opportunity for pro-action which was hitherto very limited. Cadw is committed to delivering the historic aspect of the Assembly's *Better Wales* objective which is significantly to increase the amount of land within agri-environmental schemes.

5 Since the last review the National Assembly for Wales has also been created and it has adopted a number of over-arching themes, of sustainable development, social inclusion and equality. Conservation and the preservation of monuments contribute to sustainable development, but wider controls – for example, over listed buildings which local authorities and the National Assembly exercise – also serve this objective since their purpose is not to prevent alteration and change but ensure that it is sympathetic. In fulfilment of present policy Cadw charges – like its sister organisations in England and Scotland – for admission to some of the monuments, but has always admitted school parties free, offers a system of free passes for local residents and in order to meet the needs of different social units, such as single families, has thirteen categories in its membership scheme. Emphasis on equality has also created a greater focus on physical access to historic buildings over the period, so Cadw has been preparing and will shortly publish guidance for local authorities, property owners and others dealing with alterations to listed buildings to provide better means of access for disabled people. An access audit to the monuments in care is also being commissioned in order to identify opportunities for improvements which will increase the level of access enjoyed by these groups.

6 Looking in turn at the nature of Cadw's activities under, and performance against, each of these four objectives:

## 7 The first objective, covering buildings of special architectural and historic interest

- Prior to the last review Cadw was charged with speeding up the listing resurvey of Wales, so as to complete it by 2005. We are on target to do so. Over the period the listing target has been progressively increased from 60 to the current 80 communities per annum. Four hundred and nine communities were surveyed between 1 April 1995 and 31 March 2001, increasing the number of listed buildings in Wales from around 17,200 to 25,400.
- Chapels were treated with special urgency because of the threat posed to the buildings through redundancy, and all have been assessed for listing through a thematic survey undertaken between 1998 and 2000. Nine hundred and fifty chapels are now listed.
- Outside the normal survey process, Cadw has provided urgent evaluations for buildings under threat, and considered around 800 requests for spot listing over the period, adding about half that number to the statutory list.
- Cadw has dealt with an average of between 600 and 800 listed building consent applications per annum over the period. One of Cadw's Agency targets deals with the timeliness of this process, and has always been met or exceeded. (Two further targets cover the annual listing programme and the speed of responsiveness to spot listing requests – likewise both have invariably been met or exceeded).
- The Agency has developed a close relationship with local authorities, which in the first instance deal with listed building consent applications before referral to Cadw. Since 1997 biannual meetings with all of the authorities have been held (the Built Heritage Forum) and support offered to officers charged with conservation duties through awareness training, information days and provision of both statutory and informal advice.
- Regional parks and gardens registers have been researched and published for all parts of Wales in order to inform planning decisions, and local authorities have been funded (currently at 80%) to compile buildings at risk registers.
- Cadw has also published a number of booklets to inform and spread awareness of the historic environment among private individuals and other organisations, covering statutory responsibilities (*What is Listing?* and *Listed Building Consent*), architectural information (*What Style Is It?*) and technical advice (*Chapels in Wales – Conservation and Conversion*). The Agency has also sought to spread awareness of the historic environment by funding other organisations (such as the Civic Trust) to undertake related initiatives and publishing its own magazine (*Heritage in Wales*).

- Cadw has provided historic buildings and conservation area grant of between £3

million and £4 million per annum over the period – the Agency dealt with over 1,300 applications, resulting in nearly 700 offers. The historic buildings grant scheme was reviewed prior to 2000 and relaunched in that year following changes to achieve better targeting of grants.

- There is a right of public access to properties in receipt of historic buildings grant,

and over the period Cadw has revised and extended the publicity it affords to them, publishing it in reference book form and on the internet, and advertising for the first time in national journals. In order to encourage visits and spread awareness generally, Cadw has annually funded the organisation of European heritage open days in Wales.

- Cadw has consistently met the Agency target dealing with the timely treatment of

grant applications except in one year (1998-99) when pressure on the budget obliged the Agency to introduce a short moratorium (lifted after four months).

- A further target deals with prompt payment of claims for historic buildings (and

ancient monuments) grant, which has invariably been met.

- Between 30 and 40 town schemes have been supported each year, and £2.3

million in grant paid out over the period. Cadw has also contributed to all of the Heritage Lottery Fund's townscape projects current in Wales, and for these and other HLF projects acts as assessor.

- The Agency has also provided around £400,000 to the Architectural Heritage Fund – which supports building preservation trusts in Wales – to meet core costs and fund projects through revolving loans.

- Cadw has met 70% of the costs incurred by the Church in Wales in preserving the

best of redundant churches, and is currently funding the entirety of costs incurred while establishing a mechanism to care for the best of other redundant religious buildings, principally chapels.

## 8 The second objective, covering ancient monuments not in State guardianship

- The Agency has always met the annual scheduling target over the period of

between 100 and (currently) 120 scheduling actions.

- Cadw has handled around 90 scheduled monument consent applications per year,

and never failed to achieve the timeliness target.

- The Agency has supported the four regional Welsh Archaeological Trusts with

grant totalling about one million pounds per annum, to undertake research which informs the scheduling programme and projects which contributed to archaeological protection and knowledge in Wales.

- Cadw has published formal advice for those charged with caring for archaeological

sites in Wales, information on the consequences of scheduling and the nature of the scheduled monument consent process, and a range of awareness and educative literature, in particular the "*Caring for .....*" booklets. The first of these (*Caring for Coastal Archaeology*) arose from the 1,500 kilometre survey of the Welsh coast by the Archaeological Trusts. Two others have followed – *Caring for Medieval Church Archaeology* and *Caring for the Industrial Heritage of Slate*.

- Landscapes Registers have been commissioned and completed over the period (in

partnership with other organisations) which identify and explain landscapes of particular historic importance, to better inform major planning decisions.

- Financial assistance has been provided to individuals, trusts, other organisations

and local authorities caring for aspects of the historic environment through ancient monuments grant, which has averaged around £400k per annum. Among major monuments assisted have been Manorbier and Carew Castles, and Tre'r Ceiri Iron Age fortress on Anglesey. The budget has also supported a project to consolidate sections of Offa's Dyke (in partnership with English Heritage).

- Grant assistance has been used to support management agreements with owners,

and around twenty new agreements have been formed each year.

- Cadw has also deployed its own work force to private monuments when occasion

demand – as at Abbey Cwmhir (the burial place of Llywelyn ap Gruffudd) and Owain Glyndwr's mottes of Sycarth and Glyndwrfrdwy.

- The Agency has participated with others, providing advice or financial support as

appropriate, in developing strategies and projects to support the historic environment.

These include the Forestry Commission, the Highways Authority and the Countryside Council for Wales, and the historic environment is now a funded element in the Tir Gofal programme.

## 9 The third objective, conserving the monuments in state care

- The conservation needs of (currently) 127 monuments in care, ranging from standing stones and burial chambers to the great Edwardian castles and industrial sites such as Blaenavon Ironworks, have been assessed as part of a quinquennial programme. Works are undertaken both by contractors and by Cadw's own workforce.
- Over the period the consolidation of eight major monuments has been completed after which they were opened for the first time to the public. These were Laugharne, Wiston and St Quentin's Castles, and Haverfordwest Priory; Dryslwyn and Dinefwr Castles (in the Teifi Valley) both seats of the Deheubarth Dynasty; Plas Mawr (a Tudor town house in Conwy) and Ty Mawr (a medieval hall house, in Castell Caereinion). Cadw also refurbished and opened Margam Stones Museum. Work on two further monuments will be completed this year – Dolforwyn Castle in Powys, and Hafoty (a late medieval farmhouse) on Anglesey.
- Cadw has carried out scores of projects to conserve other structures in its care over this period, including long-term initiatives at St David's Bishops Palace and Blaenavon Iron Foundry - the industrial landscape of which the foundry is a part became a World Heritage Site in 2001.
- Five of Cadw's projects won Civic Trust awards and a further four National Heritage awards. The Royal Institute of Chartered Surveyors made Plas Mawr the subject of their conservation award, and named Ty Mawr as their Building of the Year in 2001.
- Cadw's in-house workforce (Cadwraeth Cymru) were market-tested in 1994-95, and the decision to retain them was taken in tandem with changes which have led to significant productivity improvements. These arrangements and the effectiveness of the workforce have been reviewed regularly since. Cadwraeth Cymru consists of around 60 specialist workers including masons and joiners, and is divided into seven regional teams throughout Wales with its headquarters at Crickhowell.

## 10 The fourth objective, presenting of the monuments in state care

- Over the period a custodial presence was restored to two monuments (Denbigh Castle and Lamphey Bishop's Palace) through management agreements, bringing the total number of staffed sites to 30. The other 97 monuments in care are open sites.

- Although the number of paying visitors has fallen from around 1.2 million to 1.1 million over the period reflecting tourism trends in Wales, Cadw has maintained and recently increased its market share in the heritage sector, meeting or exceeding the target in four out of the six years.
- The pricing of admissions has increased over the period, but generally below the rate of inflation. In recognition of Cadw's pricing policy and the general quality of presentation of the sites, Cadw was voted Heritage Organisation of the Year in 2001 by the UK Good Britain Guide.
- Cadw has staged on average around a hundred events per annum at the monuments, generally at no extra charge to the visitor. Some of these have been commemorative (such as the events to celebrate the 600<sup>th</sup> anniversary of the rebellion of Owain Glyndwr) and others have utilised the monuments as a cultural stage (such as the Bryn Terfel concert at Caernarfon).
- The monuments are marketed through a range of mechanisms, of which the most important remains bilingual site specific leaflets which are widely distributed. Information has also been included on Cadw's own web site, established in 1999.
- All of the staffed monuments are presented through interpretation panels and exhibitions – over the period the number installed or refurbished has been around 150 and 100 respectively.
- Cadw has continued to enjoy a very high reputation for the quality of its guidebooks. A new large format was introduced in 1995, since when five have been published for the first time and fifteen revised and republished. Cadw has tried to reach out to a wider audience by extending its publication programme into more general areas, producing a number of successful volumes such as *The Making of Wales*.
- Cadw's remit is to educate visitors to the monuments, but the Agency has made special provision for school children through free entry for school parties, education packs which are available at some of the larger monuments, educational videos, the joint funding of a schools education officer with the National Museums and Galleries of Wales and educative information for schools on the web site.

## 11 Financial and Managerial Performance

In addition to these four customer-related objectives, three further objectives charge Cadw to maximise income from the operation of the monuments in care (in a manner consistent with our conservation duties), to keep the net cost of the Agency's activities to public funds to a minimum and to ensure that

the Agency is cost effectively managed.

- Income earned from the monuments does not cover the costs of staffing and presenting them (even before conservation costs are taken into account), and so it is possible to express this deficit, which is made good by a subsidy from the taxpayer, as a "net cost per visitor". This had reached 55 pence in 1995-96, so in the following year the Agency adopted a target to reduce it and succeeded in doing so – in subsequent years it has fluctuated from between 27 pence and 35 pence.
- Receipts have risen marginally over the period – from £2.76 million at the outset to a high of £3.12 million in 1998-99. Currently they are running at around £3.0 million per annum. A restrained pricing policy and falling numbers have encouraged Cadw to seek efficiencies and maximise income in other areas, which has been achieved from lettings, ancillary activities and especially retail. Cadw's retail activities were reviewed in 1995-96, when profit amounted to under £100,000 on turnover of around £1 million. Costs were cut dramatically to less than 60% of turnover, which increased marginally.
- Over the period Cadw's budget (excluding the Agency's own running costs) did not increase, and so our level of performance was achieved despite declining resources in real terms. A table indicating the distribution of spend is at Annex A.
- Cadw's running costs increased by marginally under 5% from £4.4m to £4.6m, compared with cost inflation over the period of 14%. Staffing levels fluctuated but overall saw a small decline (from 232 equivalent full-time staff in 1995-96 to 221 in 2000-01).

12 As an Executive Agency, there is no legal distinction between Cadw and the rest of the National Assembly – we are responsible to Ministers in exactly the same way as other officials and operate only on the basis of delegated authority from them, referring unusual or controversial issues to them for decision. What distinguishes an Executive Agency as an institution from other bodies of civil servants is essentially twofold – first, the Chief Executive acts as an accounting officer for the organisation, and second, Cadw enjoys a number of personnel and financial "freedoms". In personnel matters, these amount to an ability to manage for ourselves grades (such as craftsmen) which are distinctive of Cadw. In financial terms the freedoms involve a capacity to carry over from year to year unspent running costs, and a proportion (up to 5%) of unspent capital. Although limited, we believe these flexibilities have contributed greatly to managerial performance over the period. They have helped to "iron-out" fluctuations caused by variable income trends and unpredictable demand for payment of grant claims, reflecting delays in the execution of some of the projects which they support.

### 13 Performance in 2001-02

Cadw's performance against listing and scheduling targets was adversely affected in 2001-02 because of the outbreak of Foot and Mouth disease. Listing work was suspended in rural areas and redeployed where possible to towns which had originally been earmarked for survey in later years. Nonetheless –

partly because surveying urban areas is more work intensive than rural – the Agency fell short of its target of 80 resurvey lists, eventually achieving 60. Scheduling – because it is more intensely rural in nature – was virtually abandoned for some months, and only 80 scheduling actions were achieved against a target of 120. However, we remain on course to complete the listing resurvey work by 2005, although now a little later in that year than we anticipated; and the target for scheduling has been increased to 130 in 2002-03, in order to begin to make up lost ground. When scheduling was suspended, one of Cadw's Inspectors was able to take up an offer from BBC2 to write and present a series on Welsh history interpreted through the monuments, not exclusively Cadw's, and the first of the series will appear on 18 April 2002. We hope that this will help a recovery in visitor numbers inevitably effected by the outbreak. In addition, we commissioned – for the first time – radio and television advertising prior to Easter 2002, combining this with the staging of additional events (around 90) in monuments over the holiday weekend. In all, Cadw marginally increased its market share of visitors to the top heritage sites over the financial year.

## 14 Future Courses

Since the last review, Cadw has performed consistently well against targets set by Ministers, and believes that it has achieved a substantial degree of success in meeting its objectives; taken steps to ensure that statutory programmes of protection and incentive are widely understood and spread awareness of the historic environment in Wales; and done so from a cost base which has been declining in real terms, while outputs have increased through greater efficiency. The majority of Cadw's work has a statutory basis and the Agency, whatever emerges from the review, will need to give priority to these activities which fulfil the requirements of the UK Parliament. However, future direction also has the possibility of reflecting changes which are already underway or in prospect, focussing largely on our contribution to broader policies – for example, sustainability, environmental awareness and inclusion – to which the Assembly adheres. This implies a continuing shift towards processes of management which involve other major "stakeholders" in the historic environment rather than simply initiatives to impose statutory protection, and proaction in spreading awareness, promoting and caring for the historic inheritance.

15 Local authorities like national agencies will have an important part to play in this process. Cadw recently consulted them and other organisations on the question of whether – and on what terms – the right to determine most listed building consent cases should be delegated to planning authorities. Ministers have been consulted on the results and this will be announced shortly. Within the consultation exercise we proposed that planning authorities should prepare local heritage strategies – to be agreed bi-laterally with Cadw - to suit particular circumstances and priorities and enable us to best target financial resource. Depending upon what Ministers decide following the review of Cadw, we hope that these will play a significant role in directing efforts towards the care of the historic environment in coming years.

**Cadw**

**March 2002**

**ANNEX A**

	<b>Historic Buildings</b>	<b>Ancient Monuments and Archaeology</b>	<b>Estate in Care</b>	<b>Total Spend</b>
1995-96	4,108 (41%)	1,509 (15%)	4,433 (44%)	<b>10,050</b>
1996-97	3,334 (36%)	1,296 (14%)	4,630 (50%)	<b>9,260</b>

1997-98	3,702 (39%)	1,529 (16%)	4,152 (45%)	<b>9,383</b>
1998-99	2,900 (31%)	1,347 (14%)	5,200 (55%)	<b>9,447</b>
1999-00	2,648 (29%)	1,432 (16%)	4,981 (55%)	<b>9,061</b>
2000-01	2,907 (29%)	1,441 (15%)	5,564 (56%)	<b>9,912</b>