

ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE

Date: Wednesday 17 October 2001
Time: 2.00 to 4.30 pm
Venue: Committee Room 3, National Assembly Building

THE HISTORIC ENVIRONMENT OF WALES: DRAFT TERMS OF REFERENCE FOR THE QUINQUENNIAL REVIEW OF CADW

Issue

1. Under Standing Order 9.8(v), the Committee is invited to offer comments on the draft terms of reference for the Quinquennial review of Cadw.

Recommendation

2. Members are invited to comment on the attached draft terms of reference.

Timing

3. After considering comments made by Committee members, Edwina and I hope to announce the start of this review shortly.

Background

4. In January 2001, Edwina Hart announced the programme of 5 yearly reviews of executive bodies to be undertaken in 2001-2002. Cadw was included, although it is an executive agency within the staffing structure of the National Assembly, not an executive Assembly Public Body

(ASPB).

5. The reviewer for this review will be Martin Rolph, a member of the Assembly staff currently on attachment to the Finance Group. Subject to consideration of your comments on the draft terms of reference attached, I propose to formally announce the start of this review shortly.

Compliance

6. As Cadw is part of the Assembly as much as any other division or group, a decision to review it raises no issues of compliance.

7. The reviewer will broadly follow the Assembly guidance for quinquennial reviews of executive ASPBs, which was issued by Edwina Hart in tandem with her announcement to Plenary on 10 March 2000. Some of the detailed conduct of the review will reflect Cadw's different status, but the main thrusts will be the same.

Heritage in Wales and Cadw

8. I wish to see the occasion of this review add as much value as possible to the development and implementation of policies related to the historic environment of Wales in general as well as the review of Cadw in particular, and so the terms of reference direct to reviewer to ensure that his work includes an open invitation to all who wish to comment.

Cross Cutting Themes

9. These are explicitly referred to in the draft terms of reference.

Financial Implications

10. The costs of the Assembly official undertaking the review will be accommodated within the administration cost budget. The draft report's contents will include reference to the review's costs.

Action for Committee

11. The Committee is invited to note and comment on the draft terms of reference, prior to a joint formal announcement of their final version by Edwina Hart and me.

THE HISTORIC ENVIRONMENT OF WALES: QUINQUENNIAL REVIEW OF CADW EXECUTIVE AGENCY

DRAFT TERMS OF REFERENCE

1. PREAMBLE

1.1 The Quinquennial Review of Cadw Assembly Executive Agency is being undertaken in the broad context of the National Assembly's published Quinquennial Review Guidelines for the executive Assembly Public Bodies. This includes self-assessment by Cadw, discussion with its senior staff, and inviting the views of major stakeholders including customers, all staff and their trade unions, and other partners, including the public at large. This exercise also offers all the above the opportunity to offer views about the historic environment of Wales, and what we might do with it.

1.2 The Terms of Reference set out the key questions which the Review has to answer. The Terms of Reference also take account of issues specific to the historic environment of Wales, and in particular to Cadw. As an **executive agency** (and unlike Assembly sponsored public bodies (ASPBs)) Cadw is as much a part of the National Assembly's staff structure as any of the Assembly's other divisions.

1.3 There will be two parts to the Review: the Strategic Review and the Corporate Governance Review. The two statutory **advisory** ASPBs which advise Cadw (the Ancient Monuments Board for Wales and the Historic Buildings Council for Wales) are also undergoing their quinquennial reviews at present, and it is also proposed that one of the Royal Commission for Ancient and Historical Monuments in Wales (which is an **executive** ASPB) should commence soon.. These reviews are all separate, but it is proposed to all be undertaken by the same Assembly officer,

who is independent of all 4 bodies.

2. STRATEGIC REVIEW

2.1 The context for the Strategic Review is the Assembly's strategic plan, the Partnership Agreement, the draft Plan for Wales 2001 and related policy documents.

Stage 1 Strategic Context of the Historic Environment Functions

2. The fields with which Cadw is concerned include elements of the following aspects of the historic environment:
 - Archaeological sites
 - Historic buildings
 - Parks and gardens
 - Other elements making up the historic character of the landscape (e.g. hedgerows, field patterns)
 - Both urban and rural settings.

2.3 People constantly develop their perceptions and interpretations of such elements of the historic environment to meet their own needs, ideas, and aspirations. National Assembly policies and activities need to reflect this in relation to how Wales identifies, values, manages and uses its historic environment. This review will give some consideration to those issues, as the essential framework within which the more specific Cadw-related issues which follow are also addressed.

2.4 In the light of the duties and functions of Cadw and the National Assembly's objectives, is there a continuing need for all the functions of Cadw and, if so, is the current organisational framework the most appropriate?

a. What is the legal framework governing the functions of Cadw in terms of primary, secondary and European legislation and formal framework documents.

b. Is Cadw still necessary and for how long?

c. Do the functions need to be carried out by an Assembly executive agency are other organisational frameworks likely to be more effective?

d. Is there scope to rationalise the functions of Cadw and other bodies working in the field

of historic environments?

Stage 2 Strategic effectiveness

2.3 Are there improvements which should be made to the way in which Cadw's functions are delivered, taking account of the National Assembly's values and objectives, and to the functioning of its place with the National Assembly?

- a. What have been the main strategic achievements of Cadw since its inception, has it met its objectives, what has been its performance against targets, how does its performance compare with that of comparable bodies, are there performance issues which need to be addressed?
- b. How effective is the corporate planning of Cadw in developing clear strategic direction, setting targets and priorities? In addressing the full range of its responsibilities, how effective is the match between inputs, in terms of resources, and the objectives and targets it sets?
- c. Is the organisational structure of Cadw fit for purpose? Does the structure of the organisation enable regional needs to be fully recognised?
- d. Is there an effective mutual understanding of the roles of senior managers in setting corporate objectives and monitoring their implementation?
- e. Do the staff generally understand and feel a sense of ownership of the corporate objectives?
- f. To what extent does Cadw's objectives and conduct of business chime with the Assembly's objectives, guiding themes and values (sustainable development, tackling social disadvantage, equal opportunities, acting strategically, working in partnership and being inclusive). What needs to be done to build closer connections with the guiding themes?
- g. Does Cadw have productive relationships with its key partners in terms of policy, planning and implementation? How might these relationships be strengthened?

h. Is Cadw responsible to its partners and customers? Does it have their confidence as an organisation with which they can do business, are there ways in which relationships might be strengthened?

i. Is Cadw an accessible organisation to the public, does it promote its purposes and services effectively?

2.4 Are there improvements needed in the way Cadw relates to the rest of the Assembly?

a. Is Cadw able to advise the Assembly effectively on policy on historic environments, and is it able to advise effectively on proposals for new primary and secondary legislation relevant to its work?

b. Are the reporting arrangements between Cadw and the rest of the National Assembly an adequate framework?

c. Does Cadw need different freedoms and flexibilities to improve the delivery of its functions, and if so how might they be achieved while not weakening its overall accountability within the Assembly?

3. CORPORATE GOVERNANCE REVIEW

Is Cadw managing its finances effectively and in accordance with the requirements of regularity, propriety and value-for-money , and the provisions of its Framework Document? What progress has Cadw made in improving the efficiency of its operation?

In the light of the above , what changes should be made to its Framework Document ?