

ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE

Date: Wednesday 13 March 2002
Time: 2.00 to 5.00 pm
Venue: Committee Room 1, National Assembly Building

CADW - CORPORATE PLAN AND STRATEGIC TARGETS

Purpose

Each financial year Cadw produces a draft Corporate Plan and recommends strategic targets for the coming twelve months. This paper seeks the Committee's views on the draft plan and targets, prior to consideration by the Assembly Minister.

Summary/Recommendations

The Plan sets out the main activities for the Agency which are supported by a gross programme budget of £10,496k and direct running cost provision of £4,899k, and recommends performance targets for the coming year. The Committee is invited to endorse the draft Plan and targets.

Timing

The aim each year is to have an approved Plan and targets in place before the start of the financial year to which they relate.

Background/Consideration

The outputs to be measured in the strategic targets were decided in 1994-95 when the Agency was last reviewed, with the exception of the net cost per visitor target (number 11), which was introduced in 1996-97. However, in quantitative terms the targets have changed over time. For example, the number of resurvey lists to be completed (target 2) has risen from 40 in 1994-95

to 80 at present. We propose that one target (number 4) should be increased in 2002-03.

Cadw will increase admission prices to the monuments in care – and other prices of products and services – broadly in line with inflation in 2002-03, following endorsement by the Committee at its meeting on 14 November 2001 and agreement by the Assembly Minister.

Compliance

Cadw is required to produce a Corporate Plan under the terms of the Framework Document which defines its scope as an Executive Agency - there is no statutory basis. Cadw's budgets have already been agreed during the annual budgeting round. There are no other compliance issues.

Cost-Cutting Themes

Cadw co-operates with a number of other bodies interested in the built heritage in pursuit of related objectives, and these are reflected in the Plan.

Action for Subject Committee

The Committee is invited to note and comment on the draft Plan and targets, prior to consideration by the Assembly Secretary.

Contact Point

Tom Cassidy, Chief Executive of Cadw: Welsh Historic Monuments.

Cadw

February 2002

CADW CORPORATE PLAN AND STRATEGIC TARGETS

Aims

Cadw's aims, as set out in its framework document, are:

- to ensure the preservation and conservation of the built heritage in Wales, for the benefit of present and future generations;
- to maintain and present to the public for their appreciation, education and enjoyment, the monuments in the care of the National Assembly;
- to earn income to offset the costs of these activities.

These are summarised in the statement: "To protect, to conserve and to promote an appreciation of the built heritage of Wales". The framework document sets seven main objectives for the Agency in pursuit of its aims.

1. 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.

1. Cadw's all-Wales community based survey to identify buildings of special architectural or

historic interest for inclusion on the statutory lists was affected severely by the Foot and Mouth crisis in 2001-2002. Cadw's listing contractors were not able to undertake field work in affected areas and, consequently, we had to adjust our programme and refocus on more urban areas. The target of completing 80 community lists was reviewed and changed to 60 lists for the year, fewer in number of communities but not in the number of buildings listed given the larger numbers in urban areas. For 2002-03 the target will return to completion of 80 lists. Our objective remains to complete the resurvey by 2005.

2. In the meantime, Cadw will continue to respond to requests to consider individual

buildings for listing in advance of the general resurvey. We revised the target in 2001-02 to respond more quickly to buildings specifically under threat and we propose to retain that target in 2002-03. Our objective will be to resolve 90% of listing cases where buildings are under threat within ten weeks and 90% of other *ad hoc* listing cases within 17 weeks.

3. As the resurvey gathers pace, the number of listed building consent cases continues to

increase. Cadw will aim to deal with 80% of listed building consent cases within four weeks and 90% within seven weeks. In 2001-02 Cadw consulted local planning authorities and other organisations on the question of whether – and on what terms – the right to determine listed building consent cases (on Grade II buildings, not involving demolition) should be delegated to planning authorities. The consultation period has ended and we have been considering – with small working groups of local authorities - the details of any delegation. We shall report and put proposals forward to Ministers, and an announcement on the results of the consultation will be made in 2002-03.

4. As part of the same consultation exercise, we proposed that local planning authorities

should prepare local heritage strategies – to be agreed bi-laterally with Cadw - to better suit local circumstances and priorities. LBC delegation for certain grade II buildings could be a part of such strategies, along with other local initiatives that Cadw has actively encouraged. For instance, Cadw has offered grant to local authorities for the preparation of local buildings at risk registers, to help authorities identify important buildings in their area so that they can better assess any problems and respond appropriately. Cadw has also offered grant to local authorities to prepare conservation plans and delivery strategies as the basis for new historic town scheme partnerships with Cadw to start from April 2002. This new approach is to enable Cadw and local authority town scheme grant to be directed more effectively at the buildings most in need of help, as well as to allow greater responsibility for the scheme at the local level. Five new town scheme partnerships have been approved and further information has been requested in respect of a further twelve possible Town Scheme partnerships.

5. Cadw values liaison and discussion with local planning authorities in developing such

initiatives and in wider issues affecting the historic environment of Wales. We shall therefore continue our links with local authorities in our Built Heritage Forum for conservation officers, which meets twice every year, and in *ad hoc* discussions with local authorities, as appropriate. In 2001-02 we were invited to address meetings of members and officers at Newport and Powys and had useful discussions on listing, listed building consent and grant policies

6. In 2002-03 we plan to publish Cadw guidance for local authorities, property owners and

others on access for disabled people to historic buildings. Many historic buildings can present barriers for disabled people and our guidance will offer advice on how such buildings might be adapted to provide access without unduly compromising the character of the building which distinguishes it. This will help local authorities in considering applications for consent to alter listed buildings and to owners of buildings providing services so that they can meet the requirements of the Disability Discrimination Act. The document has been developed with assistance from disability groups and in the light of comments from the Assembly's Equal Opportunities Committee.

7. On the advice of the Historic Buildings Council, Cadw offers grant aid each year for

the repair of historic structures to private owners and local authorities, religious denominations and the National Trust. We will maintain our targets to resolve 80% of historic buildings grant applications within eighteen weeks and pay 90% of properly presented claims within five weeks of receipt. A computerised historic buildings grant database was introduced in 2001-02 to aid this process.

8. Following recommendations from the Assembly Audit Committee Cadw has reviewed its

arrangements for monitoring historic buildings grants and has strengthened its procedures. We have introduced procedures for setting a legal charge on buildings receiving grant over a certain threshold and in 2002-03 will be monitoring the effect of that on formal take-up of grant. We shall also further strengthen arrangements to monitor public access to buildings that have received Cadw grant.

9. We will continue to work in partnership with the Heritage Lottery Fund to maximise

benefits to Wales from the HLF's townscape heritage initiative. Cadw will work with the Church in Wales and the Welsh Religious Buildings Trust to ensure the success of the mechanisms for caring for the best of the redundant churches and chapels.

1.10 Work on the final volume, covering south-west Wales, of the Register of Parks and Gardens of Special Historic Interest in Wales has now been completed. During the coming year Cadw will seek to formalise existing arrangements for local authorities to consult on planning applications affecting parks and gardens on the overall register.

2. *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.*

1. Cadw intends to schedule 130 additional monuments of national importance during

2002-03, increasing the target by ten. Following a recommendation of the National Assembly's Audit Committee, Cadw will aim to ensure that most of the better known monuments in Wales are scheduled by 2007 but loss of nearly a year's fieldwork, due to foot and mouth disease during 2001-02, may mean that this target will not now be completed until 2008. During that period Cadw will tackle the largest remaining group of known monuments still needing to be considered for scheduling, comprising around 5,000 prehistoric sites (mainly burial mounds, stone circles and standing stones). We will fund the four Welsh Archaeological Trusts to undertake a programme of assessment, enabling us significantly to increase the number of sites scheduled.

2. The Agency will also support rescue archaeology throughout Wales by grant-aiding

the Archaeological Trusts to carry out threat-related fieldwork and to provide advice on heritage management and the archaeological impact of planning proposals.

2.3 We intend to maintain the five-year cycle of visits to scheduled ancient monuments by Field Monument Wardens, involving 20% of monuments in the course of the year. In order to accommodate the increasing number of scheduled monuments, two additional Wardens were

appointed during 2001-02. Work on computerising the Scheduled Ancient Monument database was completed during 2001-02 resulting in further efficiencies in data and map handling within Cadw and in our ability to provide an improved service to local authorities and other agencies involved in heritage management.

2.4 Cadw will continue to provide financial assistance for the repair and maintenance of monuments and archaeological sites not in the care of the National Assembly through ancient monument grants and management agreements. This activity was reviewed by the Ancient Monuments Board during 2001-02. It recognised that significant progress had been made over the last 20 years through the use of grant-aid to improve the overall condition of monuments in the ownership of local authorities and National Parks. However, concern was expressed over the number of privately-owned monuments which continue in a poor state of repair and Cadw will review this issue over the coming year. We will aim to resolve 80% of ancient monument grant cases in six weeks and pay 90% of properly presented claims within five weeks of receipt.

2.5 Cadw will continue to work with countryside agencies and organisations, national and local authorities, National Parks and utility companies to ensure that proper account is taken of the historic environment in formulating and implementing their policies. We will also continue to contribute to the management and development of the Tir Gofal agri-environment scheme and co-operate with the Countryside Council of Wales (CCW) in implementing those aspects of it which cover the historic environment. We will work with the CCW and the four Welsh Archaeological Trusts to promote the Register of Landscapes of Historic Interest in Wales and to undertake further landscape characterisation. We will publish further advisory booklets, including those in the *Caring for...* series, and use the Agency's website to disseminate the results of our work and that of organisations which we grant aid.

3. 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.

3.1 Cadw maintains 127 monuments in the care of the National Assembly, and does so in line with a works programme based upon a Quinquennial Review of needs across the whole estate and individual monument management plans. In our works conservation (as in the provision of grant for historic repair to structures not in our guardianship or ownership) we reflect the National Assembly's policy of sustainability in the planning of works, the choice of materials, the nature of the intervention and the uses to which structures are subsequently put. Cadw will continue to deploy its own workforce of directly employed labour (Cadwraeth Cymru) as well as specialist contractors in this work. The Agency's objective will be to complete 90% of the conservation maintenance programme in 2002-03. We will continue to work with local communities and the police to address the problem of vandalism at some sites.

3.2 Major projects include the continuing consolidation of Blaenavon Ironworks (Balance

Tower Area); Caerphilly Castle (South West Tower); Chepstow Castle (Cliff and Chamber Block); Tintern Abbey (Nave North Aisle); St Davids Bishops Palace (Bishops Chapel) and Rhuddlan Castle (East Gatehouse). The reroofing of the Black Tower at Caernarfon Castle has been completed as has the restoration of the Well Tower at Castell Coch and the remainder of the consolidation work at Dinefwr Castle. The new visitor centre at Caerphilly is under construction and scheduled to be opened in mid summer 2002.

3.3 Twenty-four projects will be undertaken using in-house labour organised into seven regional teams (West and East Glamorgan, North Gwent, Monmouthshire, West Wales, Mid Wales and North Wales). An additional six projects each valued at more than £100,000 will be contracted out. Other minor repair contracts will also be let.

3.4 The new hazard warning signs have been installed at all major and manned monuments and minor monuments are now being assessed for installation where necessary. Additional safety railings and barriers are being installed at nine monuments currently, and work will be completed in the course of the year.

4. *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.

1. Cadw's marketing efforts recognise the importance of the monuments to the work of the British Tourist Authority, the Wales Tourist Board, local authorities and regional tourism companies, marketing consortia and others engaged in marketing Wales. The castles of Wales represent a "unique selling proposition" and we will continue to work with the Wales Tourist Board and other organisations in pursuit of marketing and corporate initiatives.
2. Thirty-one sites will be staffed during the year. Twenty-two of the sites will be managed by Cadw's custodial staff, and the other nine by agents working under contract to Cadw. We will maintain the target to achieve a market share of 63% of the number of visitors to the top twenty heritage sites in Wales.
3. Work to Dolforwyn Castle and Hafoty (a medieval hall-house on Anglesey) was seriously disrupted because of Foot and Mouth last year, and public access to

both needed to be postponed. Dolforwyn will be opened to the public by the summer of 2002, and it is hoped that Hafoty will follow soon after. An access audit to the monuments in care will be commissioned in order to identify opportunities for improvements which will increase the level of access enjoyed by disabled people.

4. New exhibitions and displays will be installed at seven sites, including Caernarfon

and Caerphilly, and a touring exhibition developed on Cadw's work to protect and promote native Welsh castles over the past twenty years. New or replacement interpretation panels will be installed at nineteen sites throughout Wales, and a new format introduced for Cadw's guidebooks. The changes are intended to increase their commercial potential and make them more user-friendly without any loss of academic content. Five new or revised titles will be published in the course of the year.

5. We will publish and distribute around 3.5 million items of bilingual promotional

literature, including regional brochures and site specific leaflets. In order to encourage recovery of visitor numbers following a year disrupted by Foot and Mouth, additional publicity will be launched prior to Easter 2002, and between 50 and 60 events staged at the sites as an incentive to visit. Over 110 further events will be held throughout the rest of the year. We will also join with tourism associations and marketing consortia to achieve the promotion of Cadw sites.

6. As part of our efforts to educate and inform, Cadw provides a number of services

to schools, including dedicated resource packs and work sheets for some sites. Part of the material on our web site is dedicated specifically for school use. School visits enjoy free entry at Cadw sites, and we will continue to jointly fund (with the National Museums and Galleries of Wales) an education officer at Caerleon where the largest single number of visits are concentrated.

5. *To maximise income from the operation of monuments in care in a manner*

consistent with the Agency's conservation duties.

1. Four years ago Cadw introduced a target to reduce the deficit of income over

expenditure connected with the presentation of the monuments to the public. Apart from the costs of conservation, expenditure on their presentation (for example, staff costs and information panels) exceeds the income they earn, and

so it is possible to calculate a "net cost per visitor". The target puts a premium on cost effectiveness while encouraging the Agency to increase visitor numbers. The "net cost per visitor" fell from over 50 pence in the mid 1990s to 35 pence in 2000-01. A target of 25 pence was set for the current financial year, but the fall in visitor numbers means that we are unlikely to meet it. We propose no change to the target of 25 pence in 2002-03.

2. A charge will be made for admission at thirty-one sites. Admission prices, and the prices of printed material and services to the public (such as lettings), will be increased in line with inflation.

3. The Agency has set an income target of £3,576k in 2002-03, composed on the

following elements:

Admissions and sales £ 3,220k

Receipts from the Heritage Lottery Fund and other bodies £ 60k

Returned VAT £ 296k

£ 3,576k

6. *To ensure that the net cost of the Agency's activities to public funds is kept to a minimum.*

1. Cadw will be able to deploy a net programme budget of £6,920k, which together with earned receipts (£3,576k) amounts to provision of £10,496k. (The allocated budget for running costs amounts to an additional £4,899k).

Ancient monuments and historic buildings grants £ 3,904k

Listing contracts £ 200k

Archaeology and related initiatives £ 1,374k

Conservation maintenance and development £ 3,218k

Presentation £ 1,800k

£10,496k

Receipts £ 3,576k

Net programme provision £ 6,290k

Running costs £ 4,899k

2. Although Cadw has "contracted back" a number of support services to central providers in the National Assembly, the Agency continues to take direct responsibility for financial monitoring and controls, compliance with public sector procedures, most aspects of personnel management, public appointments to built heritage bodies and the procurement of goods and services. We will continue to develop our procurement and compliance procedures to further strengthen the systems of accountability, and in conformity with corporate governance requirements develop a Risk Register which will be monitored by the Management Committee. Following the award of Investors in People status in 2000, we will be reassessed in the coming year, and we will implement an agreed programme of action following staff consultation to identify, in line with the Business Excellence Model, opportunities for improvement in customer services. As an Executive Agency, Cadw will be required to achieve an efficiency improvement of at least 2% in 2002-03. Movements in productivity will be measured by a performance index, covering most of the Agency's activities.

3. Executive Agencies and Assembly Sponsored Public Bodies are reviewed

periodically to ensure that their status remains appropriate and objectives are being met. Both Cadw and the Royal Commission on the Ancient and Historical Monuments of Wales are being reviewed in 2001-02, and reports are likely to be presented to Assembly Ministers and Committees in the summer and autumn (respectively). The implementation of agreed recommendations will follow.

7. To achieve such financial and other performance targets as may be determined.

1. The Agency proposes to increase target 4 in the coming year.

1. To complete 90 per cent of the approved conservation maintenance programme.

2. To complete 80 resurveys.

3. To resolve 90 per cent of listing cases where buildings are under threat within 10 weeks and 90 per cent of others within 17 weeks.

4. To schedule 130 ancient monuments.

5. To resolve 80 per cent of listed building consent cases within 4 weeks and 90 per cent of cases in 7 weeks.

6. To resolve 90 per cent of scheduled monument consent cases within 13 weeks.

7. To resolve 80 per cent of historic building grant applications in 18 weeks.

8. To resolve 80 per cent of ancient monument grant applications within 6 weeks.

9. To pay 90 per cent of properly presented claims for historic buildings and ancient monuments grants within 5 weeks of receipt.

10. To achieve a market share of 63 per cent of the number of visitors to the top twenty heritage sites in Wales.

11. To reduce direct net cost per visitor at Cadw's sites to an average of 25 pence.

12. To operate within allocated programme and running cost budgets.

13. To achieve efficiency gains of at least 2 per cent.

Cadw

February 2002