

Communities, Equality and Local Government Committee

Meeting Venue:
Committee Room 2 – Senedd

Meeting date:
11 July 2012

Meeting time:
09:30

Cynulliad
Cenedlaethol
Cymru

National
Assembly for
Wales



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Agenda

At its meeting on 5 July 2012, the Committee resolved to exclude the public from item 1 and 2, in accordance with Standing Order 17.42.

- 1. Briefing session on Promoting Local Democracy: A Welsh Government White Paper** (Pages 1 – 2)
- 2. Committee Forward Work Programme** (Pages 3 – 7)
- 3. Introductions, apologies and substitutions (10.40)**
- 4. Inquiry into the Welsh Government's historic environment policy – Evidence session (10.40 – 11.25)** (Pages 8 – 108)
CELG(4) –18–12 – Paper 1
Royal Commission on the Ancient and Historical Monuments of Wales

Dr Eurwyn Wiliam, Chairman of the Commission
Catherine Hardman, Commissioner and Chair of the Archive Committee
Dr Peter Wakelin, Secretary of the Commission
- 5. Inquiry into the Welsh Government's historic environment policy – Evidence session (11.30 – 12.30)** (Pages 109 – 115)
CELG(4)–18–12 – Paper 2
Welsh Government

Huw Lewis AM, Minister for Housing, Regeneration and Heritage
John Howells, Director Housing, Regeneration and Heritage
Marilyn Lewis, Director Cadw
Steve Webb, Director Development: Visit Wales

Agenda Item 1

Document is Restricted

Agenda Item 2

By virtue of paragraph(s) iv of Standing Order 17.42

Document is Restricted

Agenda Item 4



Evidence of the Royal Commission on the Ancient and Historical Monuments of Wales

Inquiry into Historic Environment Policy

Communities, Equality and Local
Government Committee, 2012

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The Royal Commission is grateful to have been invited to provide evidence to this inquiry for our appearance before the Committee on **11 July**.

This briefing includes the following documents:

1. A **short introduction** to the Commission's work and its impact.
2. Comments on each of the **questions** the Committee has set out.
3. Our letter to the Minister for Housing, Regeneration and Heritage of 2 July setting out **concerns** about the advice that led him to consider merger.

For further information we are also providing:

4. Our **Operating Models Analysis** prepared earlier this year, which examines future delivery of our services.
5. Our current **Strategic Plan** setting out our activities, roles and the outcomes they are focused towards.
6. Our draft **Report Card 2011/12** setting out recent progress against targets.

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Inquiry into Historic Environment Policy

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Part 1: Short introduction to the Royal Commission and its work

The Royal Commission is the **investigation body and national archive** for the historic environment of Wales. As one of Wales' pre-eminent 'memory institutions' we have the lead role in ensuring that Wales's archaeological, built and maritime heritage is authoritatively recorded. We seek to promote the understanding and appreciation of this heritage nationally and internationally and support its informed management.

The Commission was founded in **1908** by Royal Warrant, at the same time as the National Library, the National Museum and equivalent Royal Commissions in Scotland and England. Its sponsorship was vested in Welsh Ministers in 1999. We are embedded in the **culture sector** as one of the three national collections and in the **historic environment sector** as a partner with Cadw, the four Welsh Archaeological Trusts and other local governmental, educational and third-sector bodies. Our work supports the principles set out in the Minister's *Draft Priorities for the Historic Environment*. We delivered strongly on the *Historic Environment Strategic Action Plan* of the last Government as the lead body for 11 actions and a supporting body for 12 more.

The Commission has responded successfully to the demands of a continually changing world for over 100 years and are confident we can use this experience to adapt to the challenges posed by both the current economic situation and the constantly increasing public expectations of the services we deliver.

An investigating body: We undertake survey and recording work on archaeological sites, maritime remains, historic buildings and landscapes. While other bodies are involved in this work, the Commission has a core team of **acknowledged specialists** providing a lead in field survey and investigation, the

interpretation of buildings, industrial archaeology and aerial photography. Our surveying teams share expertise, work in partnership with others (often accessing outside funding that would not otherwise be available to the sector in Wales), and provide **expert, impartial support** to local authorities, owners and heritage organisations. The outputs of our survey work feed into the roles of other bodies and contribute to a range of high quality, accessible publications and web-based resources that are valued by educators, planners, heritage managers and the broader public.

A National Archive: We provide the national ‘place of deposit’, as defined by the Public Records Act, for records of the historic environment, supervised by The National Archives and servicing the archiving needs of Cadw, the MoD, the Welsh Archaeological Trusts, private owners and contractors. Our National Monuments Record of Wales is one of three sister national archives for the historic environment in Britain. The information it contains is continuously utilised, expanded and updated through our recording and investigation and via working relationships with contractors, local authorities, independent conservation bodies and researchers. The physical archive consists of over 2 million photographs and 125,000 drawings, together with millions of pages of documents – the **largest visual archive in Wales**. The collection grows annually, is open to all and free to access. The increase in archival material solely in digital form has led to the development of **digital repository systems** through highly regarded shared services with the Scottish Royal Commission. Our inventory of archaeological sites, historic buildings and other heritage assets is accessed free online via **Coflein** (www.coflein.gov.uk) by those exploring their heritage and attracts over a million page views a year.

Public and professional engagement: Our work to curate, manage and constantly enhance a body of information for over a century preserves the cultural and historic ‘memory’ of the nation. We and others use and apply this in multiple ways. For example, we use newly created and archival resources to support and enrich the **National Curriculum**. We further knowledge and understanding of the historic environment through **publications** such as *The Western Brecon Beacons*, *Historic Wales from the Air* and books on Arts and Crafts Architecture and the Roman Frontiers. Many have a wide reach and have proved popular as well as authoritatively informing planning, heritage management, interpretive resources and education. The outcomes and impact of our resources are amplified by tools and activities that help our staff and others apply the material to engage with heritage professionals and the wider public, including community groups, schools, families and individuals. Examples of **flexible collaboration** to enhance the impact of our resources include:

- We are one of the three partners delivering **People’s Collection Wales** (www.peoplescollectionwales.co.uk), a Welsh Government initiative to provide exciting virtual access to the heritage of Wales. We lead the innovation strand and provide a large share of the content.
- Alongside our free web access system **Coflein** we provide **Historic Wales** (www.historicwales.gov.uk), a web portal that provides a one-stop shop for the records of the Royal Commission, National Museum Wales, Cadw and the Welsh Archaeological Trusts.
- We lead the European Inter-Regional funded **Metal Links** partnership to work with community organisations in Anglesey, Ceredigion and Ireland to promote regeneration in former mining areas. Through **Atlanterra** we work with partners in six countries to share good practice and assist projects in Blaenau Gwent and the proposed Gwynedd slate World Heritage area.
- We were a lead body in the nomination of **Pontcysyllte Aqueduct & Canal** World Heritage Site, responsible for the inventory and editorial projects.
- Building on our publication *Copperopolis*, we are working with Swansea and Glamorgan universities and the City and County of Swansea to attract external funding and work with communities of the **lower Swansea Valley**.
- We assist **community based** conservation and investigation projects around Wales, for example the Copper Kingdom project in Anglesey, Civic Trust training in the Rhondda, the Forgotten Landscapes Project in Blaenavon and the North-West Wales Dendrochronology Project. Our **capacity building** is often critical in helping to attract external funding and deliver results.
- We support the four **Welsh Archaeological Trusts** by administering grant aid for their Historic Environment Records and setting standards and providing specialist advice. We also care for material they pass to the National Monuments Record for permanent preservation.
- Our **Britain from Above** (www.britainfromabove.org.uk) joint project with English Heritage and the Scottish Royal Commission, supported by nearly £2m from the Heritage Lottery Fund, has secured the Aerofilms archive and is making available thousands of aerial photographs from 1919 to the 1950s.
- Our **Digital Past** conferences, in their fourth year, share expertise in the use of digital technologies to record, interpret and understand the heritage. Up to 140 delegates each year from a cross-section of bodies have benefitted.
- We provide **training and placement** opportunities for young people, matching our own resources with funding from partners such as UNESCO, the Council for British Archaeology, the Institute for Archaeology and the Research Councils. Four placements have been provided in the last year.
- We have worked with producers and broadcasters to engage **television audiences** with the heritage of Wales. We partnered Element in three series of *Hidden Histories* for BBC Wales, making 15 programmes following our

investigative work that are still reaching UK-wide audiences. We partnered Fflic in the six-hour landmark series for S4C *Cartrefi Cefn Gwlad Cymru*.

Staff and budget: The Commission consists currently of a board of seven expert Commissioners and a Chair who are Crown appointees recruited through the Welsh Government’s Public Appointments process. Commissioners are supported to discharge their duties under the Royal Warrant and annual Remit Letter by a by a small, highly-committed specialist staff. As Government budgets have declined, outside grant income has increased nearly 14-fold, from £24k in 2007/08 to some £330k in 2012-13. Present bids have the potential to release £3m of grant income in the coming years.

Welsh Government budget (Net 2012/2013)	£2073k
Additional income from projects and grants (2012/13)	£329k
Full time equivalent staff funded by WG budget (2012)	35.6
Full time equivalent staff funded by project income / grants (2012)	6.3

Recent Reviews: The organisation was scrutinised by a Citizen-Centred Governance Review in 2010 and the Chitty Report in 2011, and was found to be performing at a high level by both. The **Governance Review** by the Welsh Government identified that we deliver on the Citizen-Centred Governance principles and achieve an extraordinary amount with a small budget. The Historic Environment Assessment Exercise (the **Chitty Report**) was tasked by the Minister for Heritage to examine work in investigation, records and public engagement by the Commission, Cadw and the Welsh Archaeological Trusts. It found ‘provision for the historic environment is **admirable** in its scope and supports an organisational structure **particularly suited** to the economic realities.’ It said ‘the **core roles** in the historic environment sector are generally well understood and also that there is **value for users** in retaining separation.’

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Part 2: Comments on the questions set out by the Committee

How appropriate and successful are the current systems employed by the Welsh Government for protecting and managing the historic environment in Wales?

The Minister's draft priorities reflect a genuine commitment to the historic environment and a belief in the way in which it can contribute to well-being, education, regeneration and employment. We strongly support the principles underlying the priorities. Although the priorities as set out are almost entirely focused on Cadw actions rather than wider policy, the Commission and other organisations contribute activities that support the principles described. We were surprised to see no reflection of the **Chitty Report** in the Minister's draft priorities. This substantial Welsh Government commissioned study made significant recommendations relating to Cadw, the Welsh Archaeological Trusts and the Commission, and it would be reasonable to expect their evaluation and implementation where agreed. A commitment to supporting the coordination groups set up in the light of the Report would be a welcome confirmation of the direction partners have been taking.

The protection of the historic environment primarily through Listing and Scheduling, and through planning policies managed by local authorities, is long-established and broadly seen to work well. Reforms have been considered over several years to simplify management, fill loopholes and extend statutory protection to additional assets. This is a welcome development. Given the depth of case law, however, there are dangers of inadvertently creating new loopholes or generating unexpected consequences. We would counsel that measures should be drafted with considerable care, testing and peer review.

Protection and good management are also achieved through understanding of our heritage. It is a fundamental principle of good heritage management to first understand the development and value of the asset you are trying to conserve. The enhancement of knowledge, the maintenance of authoritative records and outreach are therefore essential supporting activities. Protection on its own is not always effective in reducing the ignorance and lack of care that erode our heritage; it needs to be partnered with **educating and influencing**. For example, it can be argued that the Royal Commission's *Houses of the Welsh Countryside* in the 1970s contributed to a radical change in the way Welsh vernacular architecture was valued, with potent effects on the care and conservation of many buildings. Our recent book, *The Welsh Cottage*, is likely to have a similar influence on the way that people care for these fragile structures, and our forthcoming study of Welsh chapel architecture will assist in the prioritisation of resources to an iconic part of our national heritage that is at risk.

Commitment to records should be strong, and we are concerned that their omission from the draft Minister's priorities is indicative of a neglect of the essential role of records in conservation and management. The Chitty Report reiterated that the National Monuments Record of Wales should **continue** to be the lead body for archiving historic environment information. It is essential in a time of diminishing resources that consolidation around longstanding responsibilities like these should be considered a priority. The Chitty Report also recommended action to enhance the sharing of electronic records across the Historic Environment Records and the National Monuments Record.

A large number of important heritage assets are still vulnerable to decay or complete loss. The Government's support of the Commission allows it to record buildings and sites at risk, both individually and for threatened subjects such as the slate industry. This is important in drawing attention and enabling accurate interpretation to assist future conservation, and in the worst case providing for the future a record of what has been lost. The National Monuments Record of Wales is a repository of photographs and detailed records of thousands of farm buildings, industrial sites, workers' houses and grand mansions that have disappeared from the landscape as well as of those that remain.

The Commission has had a longstanding role in identifying sites and buildings that Government can then consider for statutory protection (indeed this role predates the foundation of Cadw by two generations and goes back to 1908). The Government's ongoing support for the Commission enables it to undertake reconnaissance work, at present especially from the air, in coastal waters and in the uplands, which results in several thousand new assets being identified each year. Information about these feeds into the management of the heritage through

the National Monuments Record and the HERs and the most important are recommended to Cadw for Listing or Scheduling.

How well do the Welsh Government’s policies promote the historic environment in Wales (for instance, in terms of interpretation, accessibility, attracting new audiences and tourism)?

Cadw plays an important role in marketing the sites in state care and has been energetic in this. The National Trust is another major player and is extremely effective in promoting the assets in its own portfolio. However, most promotion of the historic environment is done by a healthy diversity of contributors to the sector, not by Government or major bodies. It is contributed to by hundreds of local groups and independent charities, the Welsh Archaeological trusts, the Royal Commission, local authorities, commercial bodies and private individuals. Grass-roots organisations need support. The Commission’s help for small organisations is much valued, and its own promotion of the historic environment has been energetic and wide ranging, reaching from television series to community outreach projects.

While the previous Historic Environment Strategic Statement identified actions in research and investigation, it is an omission that there is no mention of active recording, research and the subsequent development of understanding in the priorities. These are engaged activities that are crucial to the promotion of the historic environment and its wider benefits. Wales has been very successful in recent years as a result of strong work by academic institutions, the Welsh Archaeological Trusts and the Commission. This underpins both presentation and management of Wales’ heritage outwith state care. The Chitty Report made recommendations about developing a shared investigation strategy, which we are keen to implement.

How well do the policies for the historic environment tie in with wider Welsh Government policy objectives (such as the regeneration of communities)?

Heritage has a big role to play in regeneration and the current portfolio linking the two together is a positive development, building on work done over many years to achieve regeneration through heritage. There are constant challenges in linking departmental responsibilities across Government, but some progress has been made in recent years.

The Commission has increased its public engagement activity steadily and is focusing attention on community regeneration and outreach activities, using its records to develop understanding in communities and establish a stronger sense of pride and belonging. Its ability to work flexibly with a whole host of different bodies, as indicated above, facilitates the process of making connections across different subject areas and needs.

What would be the advantages and disadvantages of merging the functions of the Royal Commission on the Ancient and Historical Monuments of Wales with the functions of other organisations, including Cadw?

Commissioners have been keen to consider alternative options for future delivery and we produced an **Operating Models Analysis** earlier this year examining various options. This is attached for the Committee. We believe that there is merit in considering merger with Cadw, but that it is unlikely in the present circumstances to provide the best answer for the Welsh historic environment sector.

The possibility of merging the Royal Commission and Cadw has been considered at frequent intervals since Cadw was created in the mid 1980s, but each time it has been ruled out. The last detailed consideration was in the Quinquennial Review of 2003, but it was also examined by the Chitty Report in 2011, from which the conclusion was that **existing structures** were admirable and well-suited to the current, albeit harsh economic realities. The Governance Review had already highlighted that the Commission shared services efficiently already and delivered excellent value for money.

Fundamentally, the roles of Cadw and the Royal Commission are very different. The Commission is a specialist information body involved in investigation and record, and there is great concern that this role could be diluted or lost sight of in a larger organisation. As separate bodies, we work together in **partnership**, and assist Cadw's management of the heritage, for example by caring for its archives, leading research for the proposed Battlefields Register and recording Scheduled monuments from the air so that their condition can be assessed. We have been keen to work more yet closely while remaining partner bodies.

Commissioners have been very concerned for some time that Cadw, which is our sponsor division but also an executive body in its own right, has appeared to be predatory towards the Commission. Cadw's submission to the Minister proposing merger in February 2012, which was given to Commissioners in June, demonstrates a lack of impartiality and objectivity. Its advice underlines the impression of a crude asset-stripping exercise rather than a measure to

provide better or more cost-effective services for the people of Wales. Commissioners **wrote unanimously** to the Minister on 2 July highlighting their concerns. A copy of their letter is attached for the Committee (without the annotated submission for reasons of Ministerial confidentiality.)

We see some **potential advantages** of merger with Cadw if it could take place through a properly negotiated and objective process. These include:

- Benefits for Cadw in widening its pool of expertise.
- Greater career flexibility for staff.
- Some increased resilience for the Commission through greater size.

We judge that there would be more benefits if merger created a **new body** outside government, paralleling the model of English Heritage but with charity status and opportunities for ongoing development. This is our preferred option and would offer:

- Greater flexibility in generating and utilising earned income.
- Stronger public involvement and trust in a charitable body.
- Eligibility and attractiveness for additional sources of funding.
- Ability flexibly to absorb functions from smaller bodies if required.
- Efficiency in sharing services with multiple partners.
- Freedom from restraints on innovation, partnership and IT.

We believe merger within Government would bring some **serious disadvantages**. These might possibly be ameliorated if novel structures could be developed through a considered and impartial organisational design but are major obstacles to a simple takeover. They are:

- The greater costs of operating business-critical IT within Government.
- The need to observe the charity status of the archive.
- Greater difficulty in achieving shared archive services.
- Challenges of maintaining the holistic integration of services.
- Risks to innovation capacity, flexibility of operation and funding.
- Attrition of existing services to maintain statutory roles and tourism.
- Loss of public ownership and trust derived from expert, arm's length delivery of specialist services.
- The inability to demonstrate overall savings.

One permutation that we regard as **very seriously damaging** was advocated in Cadw's submission, which is that of disarticulating the existing holistic operation by splitting resources and services between Cadw and an archive repository. Such a split seems designed only to solve problems that merger within government would create, related to charity status and managing archives. Its result would be to break down the fundamental purpose of national

monuments records as constantly updated archives dynamically integrated with ongoing site records and specialist investigation, advice and outreach activities. The National Monuments Record would become a dead collection rather than a dynamic resource that supports the sustainable management of our heritage.

The considered view of Commissioners is that most practical and best way forward is to **build on the existing model** with strengthened charity status, a new identity and shared accommodation. This would entail:

1. Modernising governance from a Royal Commission to a registered WGSB charity (equivalent to the National Museum and National Library) with a new name, enabling key savings and attracting additional funding;
2. Realigning the three national collections to facilitate joint working and pursue capital investment for co-location with the National Library;
3. Enhancing the strategic partnerships between the Commission, Cadw and other delivery bodies to coordinate work programmes and transfer functions between them if appropriate;
4. Consolidating the statutory role of the NMRW and the Commission's existing copyright privileges through the Heritage Bill;
5. Developing shared record systems as recommended by the Chitty Report, exploiting and building on the existing robust information services.

What role do local authorities and third sector organisations play in implementing the Welsh Government's historic environment policy and what support do they receive in this respect?

Local authorities and third sector bodies are at the heart of provision for the historic environment, for example administering listed building consent processes, managing conservation areas, conserving key assets and making them available to the public, and widening access to heritage.

The vitality and plurality of contributions to the historic environment sector in Wales is one of its notable strengths. The roles of local authorities and third sector bodies, from the Welsh Archaeological Trusts to local community groups, have been touched on above. This vitality is something to be cherished. Real outcomes of the historic environment for well-being, social justice and learning, among other things, depend on opportunities and resources being used, and connections are most effectively articulated through the grass roots. In many ways, heritage is similar to the arts sector in that it cannot be delivered successfully from the centre but depends on creating the right climate and overall facilities for individuals and organisations to thrive.

The fact that the Minister's draft priorities are almost entirely focused on Cadw actions could suggest a lack of ambition in influencing wider outcomes, or else a preference to deliver all activity through Cadw alone. The principles behind the priorities are reflected in the work of other bodies, too, and the Royal Commission contributes to all (see section 8 of our *Operating Models Analysis*). We feel the priorities could more ambitiously seek to develop a shared strategic plan for the sector and we endorsed the Chitty Report's proposal for a renewed Historic Environment **Strategic Statement** that is 'negotiated more comprehensively, respected by partners and mutually supported'.

The Commission seeks to make its resources as accessible as possible to people interested in Welsh heritage, both in Wales and beyond. As a specialist national body, we seek to support schools, universities, interest groups, societies, local authorities and heritage bodies to use our resources and further engage with people. We work flexibly to provide the help these organisations need, and the Commission has a good track record of enabling, capacity building and developing relationships. We believe it is important, as a national body, that we can work with openness; something that organisations within Government and representing Ministers find difficult to do.

We note that Cadw grants to assist conservation have fallen and support for many of the organisations it funds, such as the Civic Trust, the Architectural Heritage Fund, the Welsh Religious Buildings Trust and the Welsh Archaeological Trusts is to be reviewed following the consideration of the Commission merger. It would be widely regretted if this further diminished capacity within the third sector or reduced the diversity that is such an asset to the heritage of Wales.

Part 3. Letter from Commissioners to the Minister 2 July 2012



Comisiwn Brenhinol Henebion Cymru

Royal Commission on the Ancient and Historical Monuments of Wales

Cofnod Henebion Cenedlaethol Cymru - National Monuments Record of Wales

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Eich Cyfeirnod / Your Reference:

Ein Cyfeirnod / Our Reference: EW2012/06

Dyddiad / Date: 2 July 2012

Dear Minister,

Concerns about advice provided to you on the potential merger between Cadw and the Royal Commission

I write on behalf of Commissioners to state unanimously their concerns about the advice that led you to seek the merger of the Commission with other organisations, including Cadw. The submission to you recommending this course of action (SF/HL/0308/12, 7 February 2012) has recently been given to Commissioners through the merger working party. They have been dismayed by the advice you received. The submission was made by the Director of Cadw, the organisation that would principally benefit from the merger as proposed and one identified in a Welsh Government report as having a conflict of interest in regard to the Commission. While it is understandable that a Director of Cadw might have the preferences that she has expressed, in our judgement, her advice falls well below the standards of objectivity and impartiality that the Civil Service Code requires and Ministers have a right to expect. Commissioners consider it their duty as the Board and *de facto* trustees of your sponsored body to identify this failing to you and other recipients of the submission.

As context, you will recall I wrote to you in April noting that Commissioners would have been happier if we had been able to inform whatever advice had led you to ask the Commission to engage in a merger process with Cadw. Commissioners and staff have expended considerable energy examining options for the future and believe that what might seem initially the most obvious way forward is fraught with problems. While the Commission is engaging positively

in the working group with your officials to consider whether its functions might be merged, we have yet to see evidence that this would deliver better value for the taxpayer or create a more robust sector. As you know, both recent independent reviews commissioned by the Welsh Government strongly underlined the Commission's responsiveness and fitness for purpose. The second of them concluded only last year that the structure of the sector was 'particularly well suited to the economic realities'.

Of fundamental concern to us is the lack of impartiality shown by Cadw as an executive body that is seemingly seeking to increase its own resources at the expense of the important functions carried out by the Commission. Concerns were raised by the Welsh Government's own Citizen-Centred Governance Review in 2010, which said, 'following extensive consideration we are unconvinced that sponsorship of the Royal Commission is necessarily in the right place: there appears to be a "conflict of interest" inbuilt in the current structure.' Significantly, the Review's comment about a sense of competitiveness that they perceived as underlying the sponsorship arrangements is misrepresented in Cadw's advice to you as 'competition between the Commission and other bodies in the sector, ie Cadw and the four Welsh Archaeological Trusts'. The Review said nothing of the sort, the remark being made solely in relation to Cadw's sponsorship. On the contrary, the Review identified the Commission as a supportive, collaborative and widely respected 'team player'.

I attach a copy of the submission with commentary. We would like to draw your attention in particular to the following failures of balance and completeness:

1. The submission does not provide you with an assessment of the functions currently carried out by the Commission or how these could be either discontinued or carried out more effectively as a result of the proposed course of action. Its functions include online services, investigation, recording of assets at risk, publication, education and community engagement, none of which are identified in the submission, as well as the archive functions that are touched upon. Most are State Party obligations under the Valetta Convention or well-used public services, not activities that could disappear without ramifications.
2. It provides you with no objective assessment of options that you could consider. The sole proposal is without detail or vision of how, or whether, a merger could be achieved. It fails to advise or warn you about risks, some of which may be considerable, in particular with regard to maintaining the charity status of the National Monuments Record which the Commission curates and delivering partnership IT services in secure government systems.

3. It raises untrue concerns about the Commission's current viability and efficiency. It is not true that there is an unfunded VAT obligation and it is unreasonable to portray vacant space in a Welsh Government building as a cost due to the Commission. The submission suggests staffing of the archive is wasteful by highlighting the modest number of personal visits but ignoring the intensive uses made of the information provided, the high levels of remote enquiries and online consultation and the fact the staff concerned also digitise, catalogue or maintain the records. It misleads you that the status quo does not allow shared back-office functions when, in fact, HR, finance, IT and other services are already shared – a situation well known to our sponsors.
4. It does not provide you with a realistic assessment of possible savings and costs, saying only that savings would 'not be substantial'. The National Audit Office advice has emphasised that merger decisions should be based on balanced judgements of whether projected benefits justify the costs. The submission says costs would be contained within existing budgets, which is not evidenced and appears unrealistic, especially given that relocation is discussed.
5. While nominally addressing wider resilience in the historic environment sector, the submission does not indicate how abolishing the Commission could strengthen this, only how it might fill gaps in Cadw's own staffing, apparently with an assumption that existing public services carried out by the Commission would simply stop to free up this resource. It does not evaluate the consequent loss to other bodies of the Commission's partnership, joint services, expertise and grant aid. Indeed, the comments on other bodies suggest Cadw may wish to reduce partnership delivery across the board in favour of using resources itself.
6. It portrays the Commission's accommodation as at crisis point, seemingly to promote a short-term issue as a pretext for abolition. It does not explain that the accommodation is adequate for the time being, that opportunities for co-location with the National Library are being pursued and that there is to be a professional appraisal of options by Welsh Government Estates (postponed owing to the merger announcement). The accommodation analysis proposes severing archival functions without advising you of the basic purpose of the UK's national monuments records as archives dynamically integrated with ongoing site records and specialist investigation, advice and outreach activities.
7. It fails to advise you fairly of the likely opposition to the abolition of a long-standing national institution or of the ethical and reputational implications of bringing into Government services that in England, Wales and Scotland have always been delivered at arm's length. Nor does it set out the need for consultation or inform you of the clear view against merger found by stakeholder consultation during the Chitty investigation of 2011.

8. It advises that the Heritage Bill would be used to wind up the Commission but urges you to complete the merger by October 2013, before the Bill is introduced. This recommendation seems calculated to subvert scrutiny of a part of the legislation through the Assembly's democratic processes. I should add that Cadw has not raised the status of the Commission or the continuance of archive or investigation services as relevant questions in any of its stakeholder consultations on the Bill, the second round of which has just been completed.
9. The submission is both incorrect and wanting in integrity in advising that you could threaten the Commission with reassigning its funding as an alternative to a legal and constitutional process of abolition. The Royal prerogative vested in Welsh Ministers through devolution places an obligation on them to fund those activities set out in the Royal Warrant while it remains.

These fundamental deficiencies in advice underline our concerns about the capacity of the present working party to achieve objectivity and impartiality in evaluating merger possibilities. Though chaired independently by John Howells, the working party is serviced by Cadw, who have already appointed a Change Manager, working to the Director, with a remit to conduct the merger. We also have major concerns about the timescale, which seeks a decision on the way forward before data-gathering, options appraisals, due diligence and costings have been compiled and assessed, and which seeks implementation in advance of legislation.

Commissioners have been keen to look at options for change in the way services are delivered. We have been pursuing an agenda of continuous improvement, building on findings in the two recent Government reviews. We want to make further reforms, as set out in the operating models analysis we completed earlier this year, seeking to turn the Commission into a charitable WGSB similar to the National Library and National Museum. We judge this the most realistic course of action. It is also in line with the independent advice of the Chitty Report.

Notwithstanding this, Commissioners most certainly do not rule out merger if it can be shown to improve outcomes or reduce costs, and indeed we see some possible benefits. For these benefits to be realised we believe there must be proper and objective consideration of issues not touched on in Cadw's advice to you. These are detailed in our own operating models analysis but it may be helpful if I state them succinctly here. They include how to:

- minimise disruption to current public services and staff

- continue to integrate archive, record, survey, advice and outreach functions
- ensure essential roles and responsibilities are clearly defined and secured in the long term
- support IT innovation and outward-facing IT partnerships
- maintain capacity to give impartial advice and collaborate flexibly in external initiatives without prejudice to Ministers
- pursue a proper legal process for organisational change in relation to legislation and charitable status
- guarantee independent advice and scrutiny for archive and research functions and sustain trusteeship of the charity property
- achieve best value and agreed standards for specialist archive accommodation
- test impartially whether change provides value for public money.

We will continue to contribute constructively to considering these issues, but the submission to you underlines our impression from the working party that this process was initiated by Cadw without an honest assessment of service needs and as an asset stripping take-over of a body they regard as a competitor rather than the partner that it is. It is entirely wrong that this narrow perspective should have been the only one afforded to you as a Minister when forming your views. Commissioners could not possibly put their weight behind a merger that destroyed well-used resources, expertise and public services solely to benefit one body.

Since the submission, more constructive elements have refined the process. Your own assurances about intending to avoid job losses and long-distance relocation were very welcome contributions. John Howells' agreement that the working group rule out an option that figured strongly in the submission of splitting services between Cadw and an archive body has removed the most destructive model from the table. However the process continues to be based on a foundation fatally weakened by the conflict of interest of Cadw as its prime mover. If, by mid July, there is not the agreed proposal you requested, we believe the only way forward will be a new process with greater credibility and independence than can be the case with a directly interested body taking the lead.

Yours sincerely,



Dr Eurwyn William, Chairman, for and on behalf of:

Henry Owen-John, Vice-Chairman

Anne Eastham

Catherine Hardman

Jonathan Hudson

Thomas Lloyd

Dr Mark Redknap

Professor Christopher Williams

cc Gareth Jones, John Howells, Marilyn Lewis, Linda Tomos, Dean Medcraft, Robin Jones Peter Wakelin, Matt Greenough, Chris Roberts, Sophie Howe, Elisabeth Jones, HRH Mailbox, PS First Minister, Des Clifford, PS Minister for Finance and Leader of the House, PS Counsel General, PS Special Advisers, PS Permanent Secretary, Jo Kiernan, Jeff Godfrey, Peter Greening, Andrew Jeffreys, Marion Stapleton, FP Mailbox, CGU Mailbox, Freedom of Information Officer Mailbox, Policy Integration Team mailbox, FM Delivery Unit mailbox

The Royal Commission

on the Ancient and Historical Monuments of Wales

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CBHC
RCAHMW



is the investigation body and national archive for the historic environment of Wales.



- We are the investigation body and national archive for the historic environment in Wales
- We **research and record** archaeology, buildings, landscapes and maritime remains from prehistory to the present.
- We **support people** to learn about our rich heritage through excellent publications, outreach and online resources.
- We provide impartial **advice and information** to help people manage the historic environment sustainably and ethically.
- We care permanently for Wales' rich archive of photographs, reports, plans and drawings for the historic environment in the **National Monuments Record**.

Report Card for April 2011 to March 2012.

Founded by Royal Warrant in 1908, we have been sponsored by the Welsh Government since 1999.



For sustainability and economy we circulate this report electronically. Please let us know if you would like a printed copy.

Our archive contains 2 million photographs. This shows Crumlin railway viaduct in 1856, before rails were laid. Although Listed, it was demolished in 1966. DI2008_0059 NPRN 34959

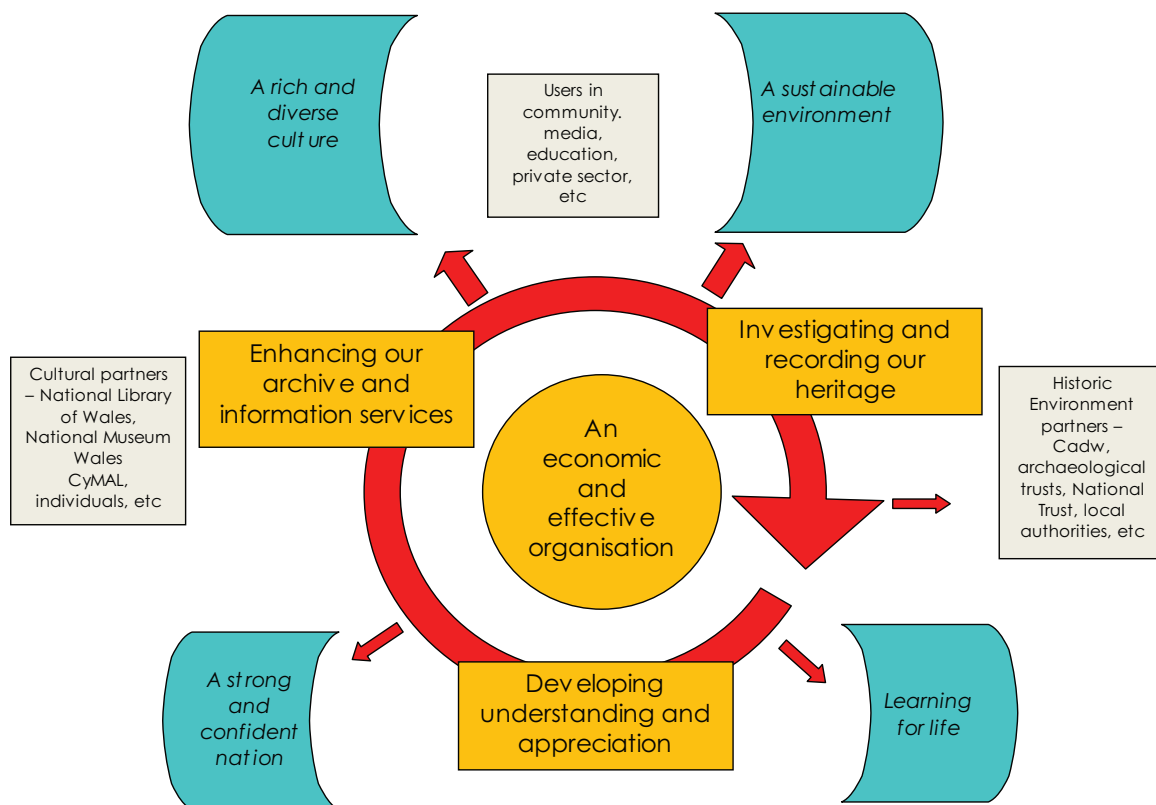
Outcomes and our users

Our products and outputs are used by individuals and families, schoolchildren, students, researchers and educators, architects and planners, owners and developers, community groups, curators, conservationists, tourists and visitors, partners and stakeholders, the media — and many others — for a huge variety of purposes.

We work hard to ensure people can access our services because it is their use of them that generates greater outcomes — well-being, sustainability and culture.

The cycle of our activities in investigation, archiving, and developing understanding contributes to society in Wales and appreciation of our nation's heritage beyond its borders.

Supporting heritage, culture and the environment is valued by the people of Wales and outside investors alike. In 2007's Welsh Omnibus Survey, 91% agreed that 'caring for our Welsh historic environment is important'. According to Ernst and Young's 2011 UK Attractiveness Survey, 86% of new investors found quality of life, culture and language in the UK to be very or fairly attractive — the third most attractive aspect of the UK after its technology infrastructure and its stable social environment.



Our strategy is led by two of the Government's One Wales outcomes: a rich and diverse society and a sustainable environment. It also focuses on learning for life and a strong and confident nation.

Historic Environment Assessment Exercise

The HEAE, also known as the **Chitty Report**, was completed in April 2011 and we made our formal response to the Welsh Government in July. The exercise was established by the Minister for Heritage 'to consider the **roles and activities** of the key historic environment bodies funded by the Welsh Assembly Government and to identify any duplication of activities and areas for greater collaboration or a greater separation of function'. It reviewed work in investigation, records and public engagement by the Commission, Cadw and the Welsh Archaeological Trusts.

The report, by **independent** experts through the Council for British Archaeology, found 'provision for the historic environment is admirable in its scope and supports an organisational structure particularly suited to the economic realities.' It concluded that 'the core roles in the historic environment sector are generally well understood and also that there is value for users in **retaining separation.**'

We agreed that the evidence strongly supported **partnership working** as the best and most cost-effective way of delivering historic environment services and with the recommendation to **clarify roles and improve collaboration.** We suggested that repeated consideration of major reorganisation should be ruled out for a five-year planning period to provide a **stable**

environment within which to make best use of reduced resources.

We supported the recommendations of a renewed Historic Environment **Strategic Statement** that is 'negotiated more comprehensively, respected by partners and mutually supported' and joint coordination groups between the Commission, Cadw and the Welsh Archaeological Trusts, which were set up successfully.

We are pursuing the recommendation that the Commission should seek a **stronger role** in setting standards and improving skills by continuing to share knowledge through publications, conferences and training sessions and considering an annual conference and good practice guides.

The Report noted 'the **central role** of the Commission in maintaining **national archive collections** for the historic environment'. We welcomed the reiteration that the National Monuments Record should continue to play the lead in archiving historic environment information and we are working with partners towards the recommended **streamlining** of deposit and investment in **storage capacity.**

We welcomed the proposal to **share electronic records.** Our Historic Wales Portal has taken a step towards a one-stop shop, but the potential benefits

of sharing at a deeper level are even greater. This is being considered through the **Records Coordination Group** we convene.

We noted the recommendation that the Welsh Government's **air photograph** collections be brought into the National Monuments Record and are ready to consider how to improve the service provided to users.

We are happy to consider with partners the potential for reinvesting in the **Historic Wales** brand as a coherent, shared identity. We supported this from its inception by devising the Historic Wales Portal and believed the potential benefits were high, not least in making the best of scarce resources.

We responded that we would support a **unified joint statement** between Cadw, the Commission and the Trusts in a climate of mutual support and respect to engage all parties in developing this agenda.

Collections Review

This year we undertook a peer-reviewed audit of our collections to identify future development needs of our archive. There are 7 key outcomes of the review:

1. We are revising our **collections policy**, which will be made available online when completed.
2. Our current storage space of about 350m² will be full in about 2 years. We project that by 2021, we will need around 700m² of storage space, and 1100m² by 2036. Our projections are based on the findings of the audit.
3. Nearly all reviewers agreed that we should avoid storing our archive remotely.
4. We will continue to provide **specialist archival storage** to a professional standard.
5. We will aim to keep our archive and our staff in one location to ensure the **integrity** of our records from fieldwork to interpretation, curation and dissemination.
6. We will aim to provide a **single, integrated** home for the Welsh Government air photo library, and Welsh Archaeological Trust archive records.
7. We will continue to seek ways of **working in partnership** with the National Library of Wales, and other mid-Wales archives.

For a more detailed version of the collections review, please visit our website.

The Royal Commission is dedicated to **partnership and collaboration** to make the best use of increasingly limited resources in our sector, share the benefits of our skills and capacities, and maximise impacts of our work.

Our long-term partnerships include:

- Shared Web Information Services for Heritage (**SWISH**) with the Scottish Commission, which provides specialist digital archiving, web services, record systems and cataloguing on a constantly improving platform.
- **People's Collection Wales**, where the Commission takes joint responsibility for ongoing management of this major online resource with CyMAL, the National Library of Wales and the National Museum Wales.
- Our **new strategic planning groups** that coordinated collaborative work in the historic environment with Cadw.
- Our accord with the two other **National Monuments Records** in Britain agrees standards, avoids overlap and shares expertise.
- The National Archives has designated us a **Place for Public Deposit of Records**, responsible for material relating to the historic environment in Wales from the Ordnance Survey, Cadw and others.
- The **Strategic Framework for Historic Environment Records** agrees standards and shares data with the four Historic Environment Records of the Welsh Archaeological Trusts, which we fund.
- The Royal Commission are permanent members of the **World Heritage Site Steering Groups** for Blaenavon and Pontcysyllte, providing services and advice regarding management of the site.
- The Heritage Lottery funded **Britain from Above** project, with English Heritage and the Royal Commission on the Ancient and Historical Monuments of Scotland. A Community Archaeologist based in our offices was appointed into post by the end of the year 2011/12.
- Joint acquisition of archive material with **Ironbridge Gorge Museum**, funded by a HLF Your Heritage grant, and a joint project to produce a book and touring exhibition of the material in 2012/13.
- Voluntary-sector projects such as the **North-West Wales Dendrochronology Project**.
- Externally funded academic research projects with Aberystwyth University, Swansea University and the University of Wales Trinity St David, including the **Strata Florida Landscape Project** and survey work at the National Botanic Garden looking at Middleton House.
- Local authority initiatives such as **Townscape Heritage Initiatives** and **Landscape Partnerships**. We also support Gwynedd County Council, which is leading on the World Heritage nomination for the slate landscape of north Wales.
- We hosted an **IFA bursary** and were awarded a **CBA Community Archaeology bursary**.

Our project partnerships in 2011/12 included charities, government bodies, local government, educational institutions, the private sector and individuals. They were local, regional, Wales-wide, UK-wide and international. Examples include:

- **European Interreg projects** including Atlanterra and Metal Links, which share best practice with partners in Wales, France, Ireland, Spain and Portugal.

1 The authoritative national archive of the historic environment of Wales

We have been making and collecting records of historic buildings since 1908. With over 2 million photographs, 125,000 drawings and millions of documents and texts, we care for the largest visual archive in Wales. This unique cultural resource is one of three distinctive national collections in Wales, alongside the National Library and the National Museum Wales.

In 2011/12, we created over 21,000 new catalogue entries. Among records catalogued were architectural photographs from the Percy Thomas partnership, the drawings of Falcon Hildred, the Barri Jones collection and a set of 1930s reconstruction drawings of Tintern Abbey transferred from the National Monuments Record of England.

7,040 digital records were made newly available online, including scans of 1,600 glass plate negatives showing historic aerial views of Welsh towns and cities in the 1920s to late 1930s.

We answered 2,440 principal archive enquiries, involving consultations with many thousands of archive items – 5 per cent more than in 2010/11.

Researchers made 571 visits in person to our archive – 9 per cent up on last year. Most consulted hundreds of items to do primary research, support community projects or inform planning for historic sites. There were 11 training visits.

98 per cent of our users were satisfied or very satisfied with the service they received, and comments included:

“Ceir gwasanaeth rhagorol yn gyson gan y Comisiwn.”
“Efficient, organised, a resource to be treasured.”
“The staff were fantastic and couldn't be more helpful.”
“Diolch yn fawr iawn. D'wi'n hapus iawn efo'r erthygl.”
“An example of public information services at their best.”



Falcon Hildred's superb record drawing from 1978 of four conjoined quarry workers' houses built in 1810 at Blaenau Ffestiniog, Tai Uncorn. FHA 01_143_01, NPRN 28880.

Falcon Hildred Collection

We were awarded a grant of £46,700 from the Heritage Lottery Fund for the purchase and exploitation of a unique collection of over 600 drawings of sites all over Wales by Blaenau Ffestiniog-based artist Falcon Hildred. We are working in partnership with the Ironbridge Gorge

Museum Trust to save for future generations this outstanding visual record of industrial buildings, workers' houses and townscapes – many of which have been demolished since Falcon recorded them. We are making it available online, in a publication and in a touring exhibition.

2 Excellent data services that ensure effective online information about the historic environment



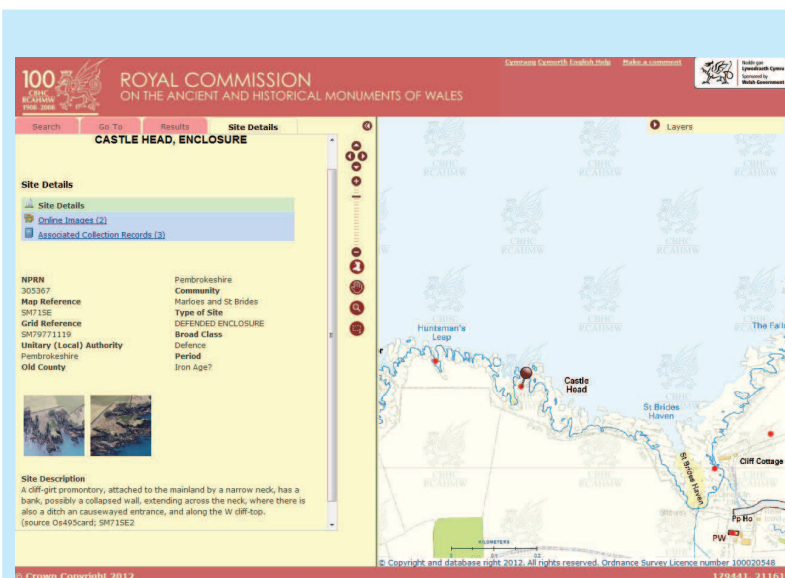
We continued as one of three partners running **People's Collection Wales**, which is a commitment of the Programme for Government. We work with the National Library and the National Museum, supported by CyMAL, to deliver online content and pilot new resources. We added almost **450 new items** and created **90 collections** and more than **20 stories**. More stories and collections were added through our support for the voluntary-sector North-West Wales Dendrochronology Project.

Our much-valued **online information resources** received over 250,000 visits - **32 per cent up** on the previous year as a result of improved services and additional promotion – and generated 1,130,000 page views.

We added **6,200 new site records** and enhanced **5,700 site records** to our free online information service for Wales, Coflein. These included sites for which we received archive material, sites identified in our Uplands Archaeology Programme, and maritime features among others.

We gave **£119,720 in grants** to support the four Welsh Archaeological Trusts to deliver the regional **Historic Environment Records** as tools for development control and education.

We worked with the Welsh Archaeological Trusts to link archaeological descriptions from their Archwilio website to the **Historic Wales portal**, our one-stop shop for information from the Trusts, the Commission, Cadw and the National Museum.



Coflein, our online database, provides free access to our information about over 90,000 archaeological sites, historic buildings, maritime wrecks and other historic features. The database is growing continuously as we add the results of new work to share data with a vast range of users, including community groups, planners, archaeologists, local history researchers and educational groups. This year, we created a new mapping application through our SWISH shared services partnership with the Scottish Royal Commission, unifying text and map searching and allowing users to create distribution maps.

3 Thematic investigation, coordinated with partners, that develops knowledge and understanding



We have continued our national investigation of the slate industry in Wales. In 2011/12, we completed fieldwork for Maenofferen, Vivian, Rosebush and Pen Y Bryn slate quarries. This work was carried out in partnership with the European-funded Atlanterra project. The Commission has also joined the steering committee for the north Wales slate landscape World Heritage nomination, led by Gwynedd County Council.

We undertook key investigative work on behalf of Cadw to support the Welsh Government's proposed Battle Sites Register, coordinating investigations of six key candidate sites.

In 2011/2012, we completed our status survey of non-conformist chapels. Chapels are the national architecture of Wales, but hundreds are currently at risk. Our work recording chapels ensures that this vital heritage is preserved for the benefit of future generations.



We completed final illustration work on Early Christian Monuments, working in partnership with Bangor University and others.

The European Atlanterra project started in January 2010 to develop best practice for the preservation, conservation and valorisation of mining heritage. We work with partners in Wales, Ireland, France, Spain and Portugal to share knowledge, skills and resources relating to the

history of extractive industries. In the last year, the Atlanterra project has produced high-quality 3D animations of slate quarries in north Wales, and completed survey and investigation work that has added or enhanced almost 100 site records.

4 High-quality documentation of outstanding heritage and heritage at risk



We passed documentation for 87 sites to our archive, supporting conservation or interpretation projects, or making a permanent record of sites and buildings at risk. This includes work on the Sennybridge wall murals, recording of the submerged prehistoric landscape at Borth and photography of workers' housing associated with Trawsfynydd Nuclear Power Station.

We carried out key survey work in Merthyr Tydfil and Holyhead in support of Cadw's urban characterisation project, providing aerial photography, surveys and photography of buildings and streetscapes.

We worked with partners to produce a detailed 3D interpretive animation of the Hafod copperworks in Swansea. The animation provides an accessible interpretation of the site and is an important educational tool.

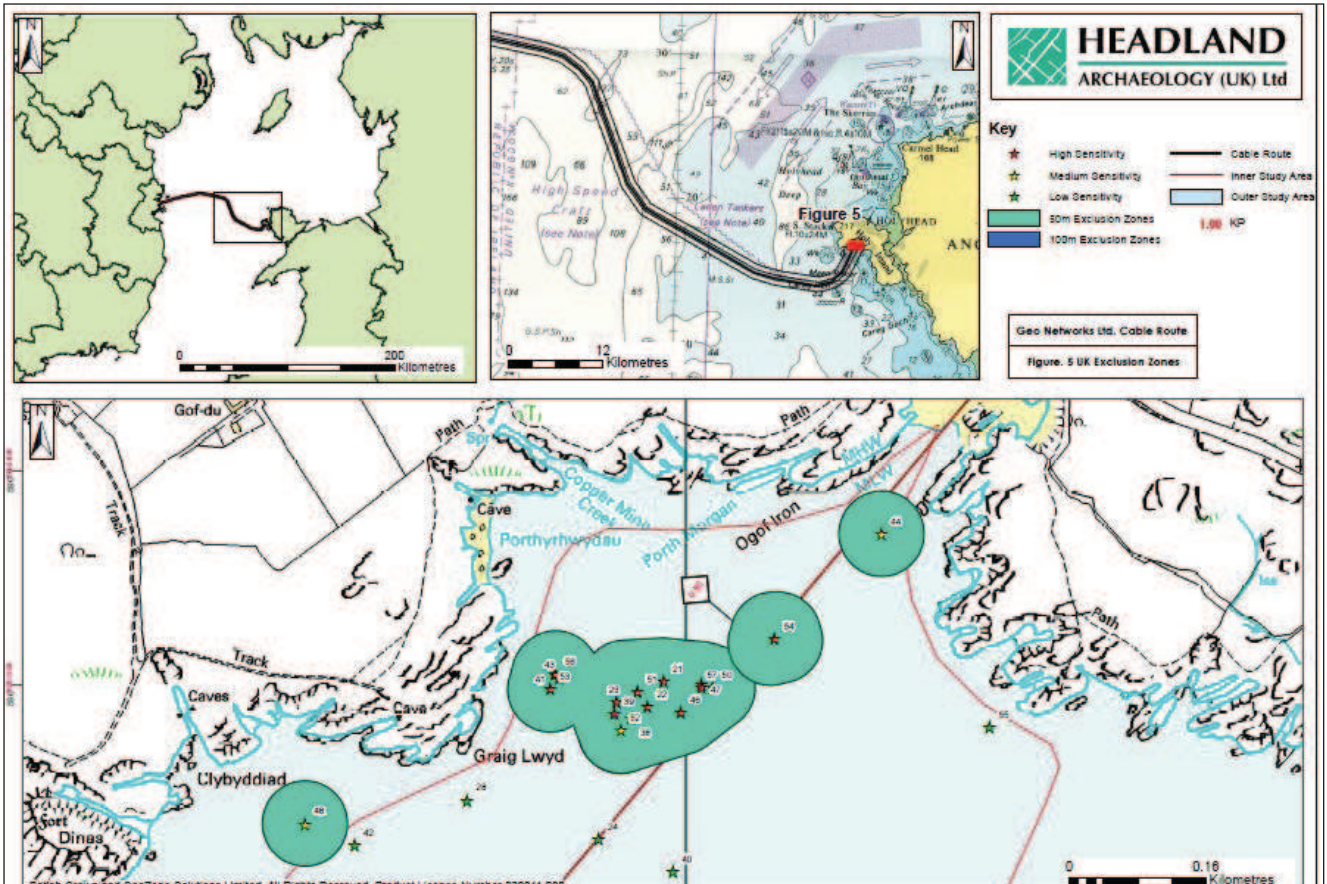
In March 2012, we provided survey support for emergency archaeological work carried out by staff and students at the University of Wales Trinity St David. We mapped the extents of peat and other features exposed beneath the sands of the beach. The peat, together with a number of tree stumps and branches, provide

a glimpse at the earlier prehistoric environment when the sea shore lay further west and the area was a salt marsh. Of particular interest are the series of human and animal footprints fossilized in the now hardened peat surface, a line of post holes and scatters of burned stone.



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5 Impartial, expert advice to decision makers in the historic environment sector



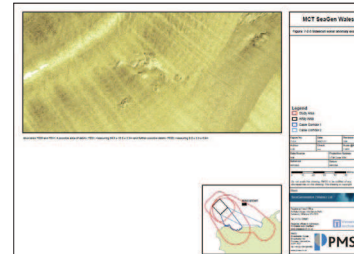
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Our staff gave impartial, expert advice on 547 planning applications in the last year. We also gave informal advice and support to property owners and heritage managers.

We responded to 91% of consultations on planning or listed building consent within 15 working days.

We have engaged in discussions regarding future advice services for the historic environment, taking into consideration the Historic Environment Assessment Exercise. An internal review and external consultation was carried out.

Offshore Development Control consultations include: Centrica Irish Sea Offshore Wind Farm, Gwynt y Mor Offshore Wind farm, Wylfa Nuclear Power Station and Western HVDC Cable Link.



Our maritime officer comments on Welsh Government Marine License Applications for offshore development from the Marine Consents Unit and Cadw. Recent offshore developments include telecommunication cable installations,

marine aggregate extractions and offshore renewable energy installations. Our data is used to assist with the identification of new wrecks and anomalies discovered during the reviews of marine geophysical data gathered by offshore

6 Previously unknown heritage identified and where appropriate proposed for protection

We identify hundreds of previously unknown heritage assets every year, through aerial reconnaissance, uplands field survey and maritime data analysis. In 2011/12, we photographed **650 sites and monuments** from the air.

We completed to upgrading of **maritime data** by reviewing potential offshore heritage assets, benefiting from our data partnership with the UK Hydrographic Office. There are now more than **7,600 records** in the maritime database, with terrestrial sites being added as a result of review of Admiralty charts and aerial photography for intertidal areas.

We funded survey of over **150 square kilometres** of Welsh upland landscapes, completing surveys of Cwm Ystwyth-Cwm Mwyro, the southern Cambrian Mountains, Glaslyn, Yr Aran, Foel Goch and Cwm Lliw.

This year, we part-sponsored a one year Knowledge Economy Skills Scholarship (KESS) MPhil project with Aberystwyth University. The MPhil research, undertaken by the postgraduate geography student Keith Haylock, investigated the prehistoric use of **metal resources** by Iron Age communities in north Ceredigion, using three hillforts as case studies. A portable x-ray

fluorescence instrument (pXRF) was used during the research for the first time on any mid-Wales hillfort. The instrument samples the ore content of subsoil simply by taking an in-situ scan in the field, producing lab-quality results quickly. The results of this work will highlight areas within the Iron Age hillforts where prehistoric metal working was taking place.



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7 Accessible and authoritative publication and communication that promotes understanding and engagement



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We attracted almost 13,000 people at 15 different venues to exhibitions about the heritage of Wales or our own resources, including the National Eisteddfod, the Royal Welsh Show, Open Doors events, archaeology days and *Who Do You Think You Are? Live 2012* at Olympia in London.

Our staff gave over 70 talks to community groups, academic societies and public audiences, totalling over 2600 people. We also took part in a number of national TV and radio broadcasts, including BBC Radio Wales and ITV Evening News.

We produced three authoritative publications, including *Western Brecon Beacons*, *Mynydd Hiraethog*, *Herbert Luck North: Arts and Crafts Architecture for Wales* and an e-publication *Processing and working with LiDAR data in ArcGIS: a practical guide for archaeologists* that was produced by our IFA bursary holder, Oliver Davis.



On 16 July 2011, over 300 visitors joined our staff at Abermagwr Open Day. Abermagwr is a Roman villa near Trawscoed. Staff member Toby Driver gave a tour of the partially excavated Romano-British villa and answered visitors'

questions. Many children seized the opportunity to dig in the carefully prepared children's trench where a number of interesting items were unearthed, including fragments of medieval pottery and some nineteenth-century porcelain.

8 Programmes and products that ensure people are aware of the resources available and how to use them

Our Friends Network circulates information to stakeholders. Patrons include Professor David Austin, Huw Edwards, Christine Chapman AM, Gillian Clarke, Elin Jones AM, Dan Snow and Lord Elis-Thomas PC AM.

We worked with community groups to promote the study of local history, including the volunteer-led North West Wales Dendrochronology Project. By sharing our expertise and resources with volunteers, we were able to generate some important new data about old houses in the region.

We produced learning resources to support the teaching of a unit of work for the WJEC GCSE history course 'Sports, Leisure and Tourism (Key Stage 4)', which will help pupils study the association of Sloper Road, Cardiff with sport from 1900 to the present day.

The sources for the 1950s Houses and Homes resource are available on the People's Collection Wales website, alongside teachers' guidance and activities.

The Metal Links Community Archaeologists produced learning resources and activities about copper mining for pupils at primary schools in Amlwch.



Over 160 people attended our Open Day on 27 July 2011. There were guided talks of the archive and local heritage sites, practical demonstrations of our work, presentations on

our projects and children's activities. 85% of attendees gave us a maximum score for enjoyment on the day.

9 Programmes that promote innovation and excellence in investigating, recording, archiving and understanding the historic environment



We delivered over 400 person-days of successful training in which people judged their skills had been enhanced.

Our IFA Bursary Holder, Oliver Davis, produced an e-publication Processing and working with LiDAR data in ArcGIS: a practical guide for archaeologists. This was promoted at the annual Digital Past conference and was very well received.



Through external funding, we have started to produce exemplary initiatives in community archaeology, using archival resources and fieldwork activities to provide innovative interpretive programmes.

On the 22-23 February we held the fourth Digital Past conference. 140 delegates attended two days of presentations, seminars and workshops focusing on the use of digital technologies in survey and conservation, and

'The Digital Marketplace'. The conference was opened by Professor Huw Bowen of Swansea University, and included talks on a range of projects from underwater survey of the Greek city of Pavlopetri to Roman Caerleon.

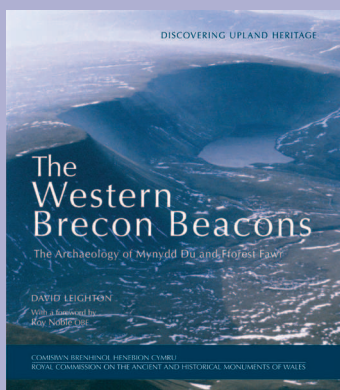
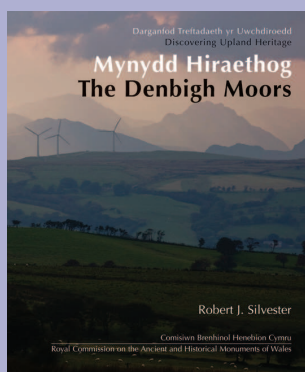
10 An economic and effective organisation

This year, we completed a collections audit. This shows that our archive has grown by over **48%** in the last eight years, and will continue to grow at a rate of about **5% per year**. This audit helps us create sustainable and economic plans for the future management of the archive.

Our overheads are kept low by **sharing services** with the Welsh Government's Finance, Internal Audit and Human Resources policies and systems. We have operated a pioneering technology partnership with the Scottish Royal Commission since 2003.

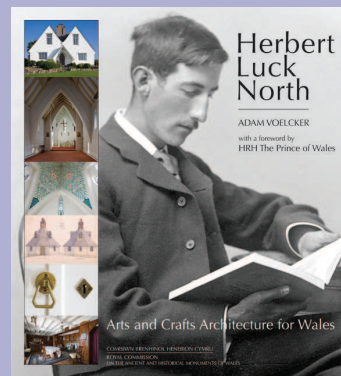
In 2011/12, we received more than **£280,000** in direct grant income, including over **£40,000** from the Heritage Lottery Fund. This grant income has allowed us to carry out community work that has enhanced local understanding of heritage, shared knowledge and skills between national and international partners, and allowed us to work effectively with third-sector groups.

This year, we have introduced new, more effective and cost-efficient ways of working. Using the results of last year's Strategic Review, we have restructured our staff teams so that we are working economically, and are well prepared to meet the financial challenges ahead of us in a difficult economic climate.



The long-running Uplands initiative has produced the first two books in the discovering Upland Heritage series this year, Mynydd Hiraethog in Denbighshire and the Western Brecon Beacons. These well illustrated works are the results of extensive fieldwork and provide a text that is both accessible and informative for these under explored parts of the Welsh landscape.

This year saw the publication of Herbert Luck North: Arts and Crafts Architecture for Wales by Adam Voelcker for which we were honoured to have an introduction written by HRH Prince of Wales. This North Wales based architect has left an indelible mark on the landscape of North Wales and his extensive archive, now housed in the National Monument Record of Wales, has provided the many illustrations for this well-received work.



Forward look

Our Strategic Plan for 2012/13 is on our website. Aims include:

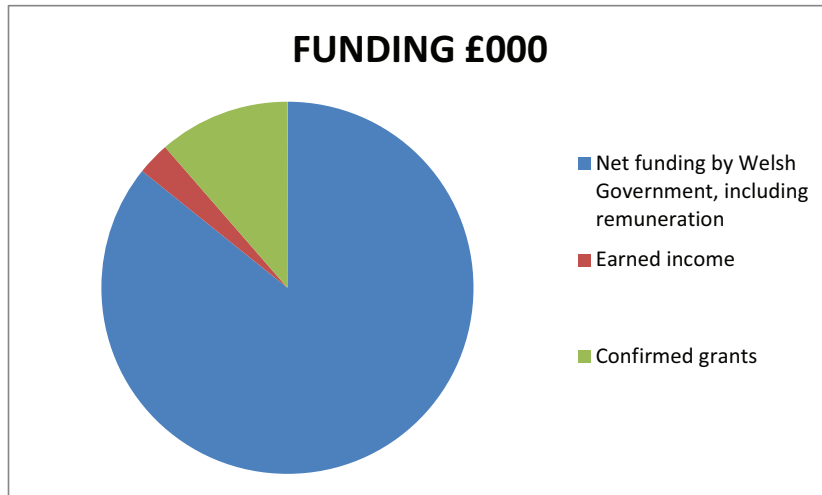
- Completing the digitisation of **Falcon Hildred collection** and make images available online and organise an exhibition of original drawings at Ironbridge Gorge Museum
- Carrying out **public engagement work** for the Britain from Above Project, working particularly with the Somali community in Cardiff
- Evaluating with partners the potential for a **pan-Wales record**, as recommended in Historic Environment Assessment Exercise
- Completing **database enhancement** and listing recommendations of signal boxes
- Organising the **Digital Past 2013 conference**, providing a Wales-wide hub for technological innovation in recording, reconnaissance and public engagement work
- Establishing **community outreach activities** in Anglesey and Ceredigion under Metal Links Interreg partnership
- **Publishing two books** to increase understanding of Wales' heritage, including *Fields of Play* and *Inside Welsh Homes*
- Working with Cadw and CyMAL to explore options for the **heritage portfolio**
- **Progressing our major studies** of Wales' threatened chapels, uplands and slate quarry heritage and contributing to the North Wales Slate Industry World Heritage bid
- Working with Cadw to inform its Historic Battlefields Register

Income and expenditure

Our services cost the people of Wales just over 1p a week.

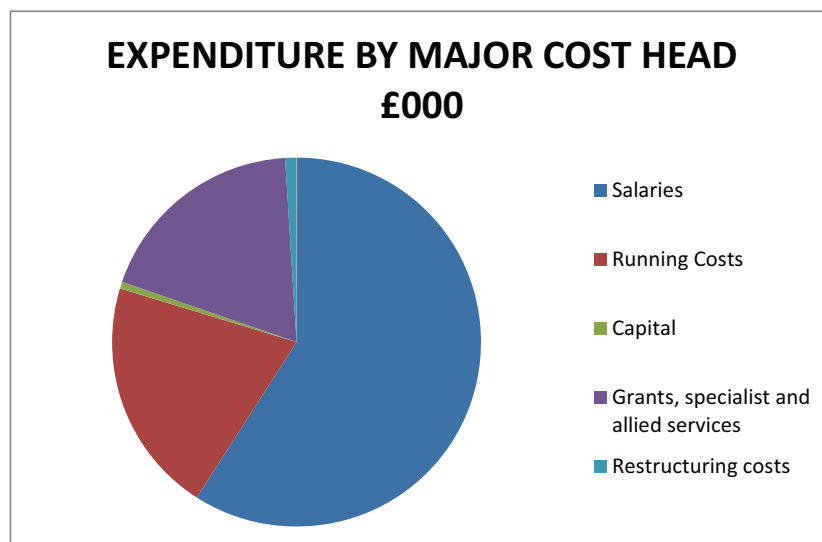
Funding

	£'000
Net funding by Welsh Assembly Government, including remuneration	2,159
Earned income	71
Confirmed grants	287
<i>Total</i>	<i>2,517</i>



Expenditure by Major Cost Head

	£'000
Salaries	1,487
Running Costs	519
Capital	15
Grants, specialist and allied services	471
Restructuring costs	24
Unspent monies	1
<i>Total</i>	<i>2,517</i>



Key Performance Targets

Deliver 150 person-days of successful work experience or training that enhances skills	414.9	Exceeded
Produce three formal educational resources, either alone or with partners that inspire learning about the heritage of Wales	3	Achieved
Publish one book that increases the understanding of Wales' heritage	3	Exceeded
Attract 10,000 members of the public to exhibitions which will increase understanding of the heritage of Wales	12,989	Exceeded
Ensure that 95% of users of the NMRW are satisfied or very satisfied with the service	98%	Exceeded
Make publicly available new site database records for 2,400 sites to agreed quality standard	6,224	Exceeded
Make publicly available enhanced site database records for 3,000 sites to agreed quality standard	5,710	Exceeded
Complete and transfer to the NMRW documentation to an appropriate level of 80 sites through project work, heritage asset documentation and the assets at risk recording	87	Exceeded
Monitor 650 Scheduled Ancient Monuments through aerial survey to inform Cadw's conservation and management actions	650	Achieved
Respond to 90% of planning and consent consultations within 15 working days	91%	Achieved
Complete Uplands Archaeology Initiative surveys of 150 km ² and transfer them to NMRW to create a validated record of the Upland heritage	121%	Exceeded
Make publicly available on Coflein 10,000 new catalogue entries to maintain the national archive service of the historic environment	21,081	Exceeded
Make publicly available on Coflein an additional 5,000 digital records and images	7,040	Exceeded
Promote the public use of Coflein to achieve 750,000 page views as a result of online searches	1,133,077	Exceeded
Attract 100,000 visits to Royal Commission online resources	256,144	Exceeded

Our Commissioners and staff

The Commission consists of ten Royal Commissioners and a Chairman who are Crown appointees recruited under the Welsh Government's Public Appointments process. They are remunerated to attend meetings, as determined by the Welsh Government.

Commissioners are supported to discharge their duties under the Royal Warrant and annual Remit Letter by a Secretary and expert staff. Commissioners set strategy for the organisation, oversee, challenge and advise staff at formal meetings, and individually guide, mentor and peer review.

Chairman: Dr Eurwyn Wiliam MA, PhD, FSA

Vice-Chairman: Mr Neil Harries BA Med, FCMI

Professor Anthony D. Carr MA, PhD, FRHistS, FSA

Mrs Anne Eastham BA, FSA

Ms Catherine S. Hardman BA, MA

Mr John W. Lloyd CB, MA

Mr Thomas O. S. Lloyd MA, OBE, DL, FSA

Mr Jonathan Hudson MBCS

Mr Henry Owen-John BA, MIFA, FSA

Dr Mark Redknapp BA, PhD, MIDA, FSA

Professor Christopher Williams BA, PhD, FRHistS

Secretary: Dr Peter Wakelin BA, MSocSc, PhD, FSA



We recorded decommissioning work in progress at Trawsfynydd nuclear power station.
DS2010_540_031 NPRN 301092

Contact us

We welcome enquiries, in person at Aberystwyth, by mail or by phone, or through our free online service, Coflein.

Royal Commission on the Ancient and Historical Monuments of Wales,

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Annexe 2

Operating models analysis for services provided by the

Royal Commission on the Ancient and Historical Monuments of Wales

EXECUTIVE SUMMARY

Purpose of this paper

To provide an analysis of options for the future delivery of services currently provided by the Royal Commission on the Ancient and Historical Monuments of Wales. The paper sets out roles and systems under the current operating model, their efficiency in using resources and their effectiveness in achieving outcomes. It reviews the benefits, risks, costs and barriers for alternative configurations and recommends courses of action.

Background

The Commission is the investigation body for the historic environment and the national archive for built heritage and archaeology. Founded by Royal Warrant 104 years ago, the Commission has been sponsored by the Welsh Government since 1999. Its National Monuments Record (the NMRW) is the largest visual archive in Wales and one of the three national collections.

Overview of the Commission

The Commission's recent strategic review focused on two interrelated outcomes of its integrated archive, investigation and outreach functions:

1. An authoritative and well used national archive and information service for the historic environment, and
2. A historic environment that is authoritatively investigated, recorded, understood and appreciated.

The Commission's remit as the investigation body and national archive for the historic environment means it is a highly specialist and focused organisation. As such, its role is distinct and quite different from Cadw's, which is to conserve and sustain the historic environment and promote access to it.

The National Monument Record and archive are significant national systems and collections accessed continuously for research, education, community, leisure and heritage management uses. The Commission is actively engaged in creating new material, continuously improving systems and dynamically managing, developing and interpreting the records for users. In linking dynamic archives with continuously updated site records and the work of archaeologists and conservation professionals its operation is on a fundamentally different model from that of the National Library of Wales.

In the twenty-first century, information and digital technologies are extensively deployed in holding, managing, developing and interpreting the national monument records and archives. This work has been developed as a shared service with the Royal Commission in Scotland under the SWISH agreement. This partnership is business-critical to the work of both Commissions, delivering digital tools for the National Monuments Records for each nation. It comprises four integrated elements: the entire archive catalogue, the national site record,

securely-held digital archive material, and a range of much-valued and widely used public online services. The two Commissions work in partnership regarding standards for investigation, recording and digital archive delivery to maintain a long-term and sustainable specialist record and archive for archaeology and buildings.

The Commission seeks to be efficient by providing its back-office functions and several other key services through collaborative arrangements. These include sharing financial and HR services with the Welsh Government, working with Aberystwyth University to maintain IT security and access, and jointly managing with the National Museum and the National Library the People's Collection Wales, in which the Commission leads the Innovation workstream.

Options for future delivery of services

This paper has been prepared by the Strategy Group of the Commission in response to the intention of the Minister for Housing, Regeneration and Heritage to ensure that the historic environment sector is sufficiently resilient to achieve 'effective, coherent and sustainable delivery' in a climate of reduced public funding. The Commission fully supports this intention.

The Strategy group recommends that any consideration of alternative service configurations needs to take into account the following assumptions:

1. Preferred organisational models will always be those that ensure the most efficient services and achieve the best outcomes for available resources and the sector overall.
2. The NMRW must continue to be developed as a tool for the sustainable management of Wales' heritage and a national collection, and in the twenty-first century this must include innovation in digital systems to support both archival preservation and ever-wider utilisation of the assets.
3. The cycle integrating actions, resources and expertise for recording and investigating Welsh heritage, curating the archive, developing understanding and making information accessible is fundamental to achieving positive outcomes in heritage management and public engagement.

The Strategy Group has looked at options including those set out in the 2011 Welsh Historic Environment Assessment Exercise (the Chitty report) and the potential impact of financial cut-backs across the sector. The Minister's observations on resilience and sustainability are clearly understood by the Commission. Each option is associated with benefits, risks, costs, savings and barriers. Most significant among these are:

- Benefits: some options allow for additional shared services or different integration of activities.
- Risks: several options threaten the national collection or the outcomes delivered through creative flexibility and service integration.
- Costs: mergers would require considerable expenditure at a time of severe financial constraint; merging business-critical information services into government would require capital of £2m and treble revenue costs.
- Savings: assuming like-for-like front-line services, mergers will not produce net savings, however charity registration and shared accommodation offer opportunities for savings and grant income.

- Barriers: some options present obstacles arising from the charity status of NMRW collections or legal/legislative requirements.

This report supports the findings of the Welsh Government's Chitty Report that *'provision for the historic environment is admirable in its scope and supports an organisational structure particularly suited to the economic realities'* and that *'there is value for users in retaining separation.'* It also supports the finding of the Welsh Government's Governance Review of the Commission that it delivers economies of scale.

The Chitty report identified as a possible model the creation of a new WGSB charity combining the Commission and most functions of Cadw outside government. The benefits of this would take years to accrue and the initial resource needs would pose high risks in the current climate. Nevertheless, this option cannot be discounted as too difficult and ultimately it would be a long-term, sustainable model for the sector. Potential benefits include:

- Greater flexibility in generating and utilising earned income
- Stronger public involvement and trust in a charitable body
- Eligibility and attractiveness for additional sources of funding
- Ability flexibly to absorb functions from smaller bodies if required
- Efficiency in sharing services with multiple partners
- Freedom from restraints on innovation and high costs of Government IT

While a merger with Cadw inside the Welsh Government may seem an obvious step, with benefits potentially for staff and some resilience through size, it is also fraught with difficulties. These include:

- The greater costs of operating business-critical IT within Government
- The need to observe the charity status of the archive
- Risks to innovation capacity, flexibility of operation and funding
- Attrition of existing services to maintain statutory roles and tourism
- Loss of public ownership and trust derived from arm's length delivery
- The inability to demonstrate overall savings.

Splitting the services of the Commission between Cadw and the National Library or other bodies would be easily the worst option. It would be unlikely to achieve any savings and would be highly damaging to outcomes. It would effectively terminate the long-term development of Wales' National Monuments Record as a tool for the sustainable management of Wales' heritage. The cycle integrating actions, resources and expertise for recording and investigating Welsh heritage, curating the archive, developing understanding and making information accessible would be broken. Team-working across investigation, archiving and engagement would be dismembered and opportunities to enhance the record, innovate and maximise outcomes by providing integrated services would disappear. This would negate decades of expenditure in building staff skills, a specialist national record and a robust and continuously evolving IT platform and would be demonstrably a backward step for Wales.

Recommendation

The recommended option is to maintain the flexibility to move towards a unified WGSB charity in the longer term by building on the existing model with strengthened charity status, a new identity and shared accommodation. This would entail:

1. Modernising governance from a Royal Commission to a registered WGSB charity (equivalent to NMW and NLW) under a new title, enabling key savings and attracting additional funding;
2. Realigning the three national collections to facilitate joint working and pursue capital investment for co-location with the National Library;
3. Enhancing the strategic partnerships between the Commission, Cadw and other delivery bodies to coordinate work programmes and transfer functions if appropriate;
4. Consolidating the statutory role of the NMRW and the Commission's existing copyright privileges through the Heritage Bill;
5. Developing shared record systems as recommended by the Chitty Report for the NMRW and the Welsh Archaeological Trusts, exploiting and building on the Commission's existing robust information services.

The recommended option can be implemented relatively swiftly and simply with minimum cost and risk. Other options could not, and they would require thorough independent risk assessments, public consultation and detailed legal, financial and business planning.

Moving the responsibilities of the Commission into the third sector as a charitable body gives the potential in the future for evolution of a continuously more efficient, effective and sustainable structure for the whole sector. In working alongside Cadw and CyMAL in partnership in the tough times to come this flexible structure is likely to present real benefits in meeting the needs of the historic environment and archive sectors.

Operating models analysis for services provided by the Royal Commission on the Ancient and Historical Monuments of Wales

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PART 1: INTRODUCTION & CURRENT OPERATING MODEL

1 Introduction

The Royal Commission on the Ancient and Historical Monuments of Wales is the investigation body for the historic environment and maintains the national archive for architecture and archaeology, the National Monuments Record of Wales. Founded by Royal Warrant in 1908, at the same time as the National Library and the National Museum, it has been sponsored by the Welsh Government since 1999. It straddles the culture sector as one of the three national collections, and the historic environment sector, as part of which it works alongside Cadw, the four Welsh Archaeological Trusts and other local government, educational and third-sector partners.

2 Purpose of this paper

This paper assesses the roles of the Commission that require to be continued and assesses options for the future delivery of these services that might potentially result in greater efficiencies or better outcomes. The paper reflects the views of the Strategy Group of Commissioners and staff during an exercise to look at models for the future delivery of the Commission's key responsibilities.

The Minister for Housing, Regeneration and Heritage, Huw Lewis AM, wrote to the Commission on 9 February 2012 seeking to explore ways forward for the historic environment sector, into which a large part of the Commission's work falls. His letter stated: *'I have been very struck by the diversity of the historic environment sector in Wales and see this as a factor which has contributed to its vitality in recent years. I am, nevertheless, concerned that the sector includes a number of small, specialist organisations which may struggle in a climate of reducing public funding. Looking ahead at what will be expected of the sector in the coming years, it is clear that there are some pressure points for the sector and for the Royal Commission in terms of skill mix, resourcing and resilience.'*

This paper seeks to address the issues raised in his letter in the context of options for change. It sets out roles and systems under the current operating model and assesses its efficiency in using resources and effectiveness in producing outcomes. It reviews the benefits, risks, costs and barriers for alternative configurations in the delivery of the Commission's services and recommends courses of action.

3 Report authors and assumptions

The report has been prepared by the Strategy Group of the Royal Commission drawing extensively on previous reviews and external advice and information. It has been reviewed by Commissioners as a whole. The members of the Strategy Group are:

- Dr Eurwyn Wiliam, Chairman of the Commission, formerly Deputy Director General, National Museum Wales and formerly Vice-President, ICOMOS UK

- Catherine Hardman, Collections Development Manager, Archaeology Data Service, York
- Neil Harries, formerly Director of Education, Leisure, Libraries & Community Services, Caerphilly County Borough Council, Secretary to the Association of Directors of Education Wales and adviser to the Welsh Government on IT policy for Schools
- Jonathan Hudson, Royal Commissioner, Information Services Consultant
- Stephen Hughes, Director of Projects and Fundraising, Royal Commission, Secretary of the International Conference on the Industrial Heritage (TICCIH), Vice-President ICOMOS UK
- John Lloyd, formerly Deputy Permanent Secretary of the Welsh Office and Clerk to the National Assembly of Wales
- Hilary Malaws, Director of Services, Royal Commission, member of CyMAL Advisory Panel
- Henry Owen-John, Vice-Chairman of the Royal Commission, Planning Director North West at English Heritage, formerly Deputy Director, Glamorgan-Gwent Archaeological Trust
- Dr Peter Wakelin, Secretary of the Royal Commission, formerly Head of the Regeneration Unit in the Welsh Government and Inspector of Ancient Monuments and Historic Buildings, Cadw

Three assumptions form the basis of this paper:

- Preferred organisational models will always be those that ensure the most efficient services and achieve the best outcomes for available resources and the the historic environment and archive sectors overall.
- The National Monuments Record of Wales must continue to be developed as a tool for the sustainable management of Wales' heritage and a national collection, and in the twenty-first century this must include innovation in digital systems to support both archival preservation and ever-wider utilisation of the assets. The NMRW is a very significant national collection of charitable assets, complementing the National Library and National Museum, including 2 million photographs, 125,000 drawings and other scarce and fragile materials. Its resources are key to the sustainable management of Wales' heritage, paralleling in function the National Monuments Records of England and Scotland.
- The cycle integrating actions, resources and expertise for recording and investigating Welsh heritage, curating the archive, developing understanding and making information accessible is fundamental to achieving positive outcomes in heritage management and public engagement.

4 Findings of recent reviews

The Welsh Government has commissioned several external reviews of the Commission and the historic environment sector in recent years. Their findings inform the present report and are they listed among the sources of information at the end.

The Commission has given serious consideration to the recommendations of both the Citizen-centred Governance Review and the Welsh Historic Environment

Assessment (the Chitty report), implementing recommendations from both and reviewing the organisational options.

- A Quinquennial Review of the Commission, by the Finance Group of the Welsh Government in 2003, found that its functions were necessary and it should remain a sponsored body. It ruled out mergers with the National Library or the National Museum. It advised merger with Cadw should not be pursued but suggested that the advantages and disadvantages might be worthy of reconsideration in the longer term.
- The Citizen-Centred Governance Reviews of the Commission carried out by the Performance and Governance Unit in 2009/10 judged the Commission highly respected, active in partnerships and delivering on its remit, with experienced and committed staff and acknowledged experts as Commissioners. It found it to be achieving an extraordinary amount with a small budget and cited good practice for each Citizen-Centred Governance Principle.
- Potential for improvement was highlighted by the Governance Review with regard to more visible articulation of strategic vision, enhanced roles for the Commissioners and better planning between the heritage bodies. All of these have since been taken forward. It also recommended action by the Welsh Government to consider shifting sponsorship to CyMAL, stating, 'While partnership between Cadw and the Royal Commission is essential, following extensive consideration we are unconvinced that sponsorship of the Royal Commission is necessarily in the right place: there appears to be a 'conflict of interest' inbuilt in the current structure.'
- The Welsh Government commissioned a further independent review of the key historic environment bodies in 2011 (the Chitty Report). This found *'provision for the historic environment is admirable in its scope and supports an organisational structure particularly suited to the economic realities.'* It concluded that *'the core roles in the historic environment sector are generally well understood and also that there is value for users in retaining separation.'*
- The Chitty Report explored hypothetical scenarios for change, which have been used to inform this analysis. Nevertheless, user consultation by the reviewers through interviews and stakeholder workshops identified strong support for the continuance of organisations that had stood the test of time and the final recommendation was for better collaboration within the existing structures. This has since been taken forward.
- A series of merger reviews of the analogous Royal Commission on the Ancient and Historical Monuments of Scotland was undertaken between 2007 and 2010 following a manifesto commitment by the Scottish National Party. Each review recommended that merger was not beneficial. Another review is expected to report in June 2012, to be followed by a public consultation. Earlier stages have ruled out all but three options: the status quo, development within the existing model or merger with the executive agency Historic Scotland.

5 Bodies in the historic environment and archive sectors

The Minister's letter of 9 February commented that *'the sector include a number of small, specialist organisations which may struggle in a climate of reduced public funding'*. The Commission is among the larger bodies in the historic

environment and culture sectors, both of which are characterised by small organisations that are flexible, creative and arm’s-length or independent. Many of these organisations ‘hit above their weight’. The Commission is considerably smaller than Cadw but larger than the Archaeological Trusts and all local archives. It has substantial outputs and an international reputation. It works across both sectors, playing strong partnership, collaborative or supportive roles.

<i>Bodies in the historic environment and archive sectors</i>	
Cadw	The historic environment service of the Welsh Government. It aims to conserve, protect and sustain the historic environment, and to promote access to and community engagement with the historic environment.
Royal Commission	The investigation body and national archive for the historic environment of Wales. It holds and makes accessible Public Records as authorised by The National Archives.
Welsh Archaeological Trusts	Educational charities to advance archaeology within their regions. They work with national and local bodies to help protect, record and interpret the historic environment. They also have commercial arms.
CyMAL	The Welsh Government’s policy division for museums, archives and libraries. It helps to promote and protect the culture and heritage of Wales by providing advice and support to local museums, archives and libraries in Wales, developing professional standards, expertise and skills, managing grant schemes and sponsoring the National Library and National Museum.
National Library	A legal deposit library that aims to collect, preserve and give access to all kinds and forms of recorded knowledge, especially relating to Wales and the Welsh and other Celtic peoples, for the benefit of the public including those engaged in research and learning.
National Museum	A charitable body whose aim is the advancement of the education of the public by the comprehensive representation of science, art, industry, history and culture of, or relevant to, Wales and the collection, recording, preservation, elucidation and presentation of objects and things and associated knowledge, whether connected or not with Wales, which are calculated to further the enhancement of understanding and the promotion of research.
Record Offices	Maintained by local authorities, mostly at a county level, care for records and archives generated by local authorities and other collections of local relevance deposited or donated.
Universities	In addition to formal educational roles, the universities carry out research into history, culture and the historic environment through individual staff and departmental projects, often with external funding. There are current initiatives to improve coordination through History Research Wales and a planned Institute of Historical Research Wales.
Local authorities	Authorities across Wales and the three National Park Authorities all play key roles in the care of the historic environment and support education and interpretation related to it. Many of them work closely with other regional or national bodies, including the Commission.
Independent charitable bodies	A large number of independent and often charitable bodies play vital roles on a national, regional or local basis, ranging in size from the National Trust through medium-sized trusts to amenity societies and small voluntary organisations with no paid staff.

6 Roles and relations

The Royal Commission is the investigation body and national archive for the historic environment of Wales. It has the lead role in ensuring that Wales’s

archaeological, built and maritime heritage is authoritatively recorded and seeks to promote the understanding and appreciation of this heritage nationally and internationally. Its public roles are summarised as follows:

- We research and record archaeology, buildings, landscapes and maritime remains from prehistory to the present.
- We care permanently for Wales' rich archive of the historic environment in the National Monuments Record, a major cultural resource of 2 million photographs, 125,000 drawings and millions of pages of other documents and digital data sets.
- We support people to learn about our rich heritage through excellent publications, outreach and online resources.
- We provide impartial advice and information to help people manage the historic environment sustainably and ethically.

The roles of the Commission and Cadw are complimentary in a number of ways (as they are also complementary with those of other bodies) but, as recent reviews have shown, they are distinct and do not overlap. The Commission's primary purposes are the survey and recording of the built environment and the maintenance enhancement of the National Monuments Record, and interpreting the material it collects and preserves, and in promoting the relevance of that material to a broad range of users. It has no direct role in protecting or managing the built environment, which is the role of Cadw and local authorities. It is important also to emphasise the Commission is responsible for archive collections that have a value far beyond that of the historic environment sector and it preserves evidence of those parts of the built environment which have ceased to exist.

The Commission's overall role is set by its Royal Warrant while the Minister's annual requirements are set out in the Remit Letter. The current Operational Plan is devised to deliver the following outcomes:

1. An authoritative and well used national archive and information service for the historic environment;
2. A historic environment that is authoritatively investigated, recorded, understood and appreciated; and
3. An efficient and effective organisation.

The Commission maintains the National Monuments Record of Wales as a charitable asset under a scheme of the Charity Commission. It is a highly specialist archive, dynamically curated and maintained to support the use of the information in a wide range of historic environment applications. It complements the two other national collections, the National Museum and the National Library, and has an accord with the National Monuments Records of England and Scotland (operated by English Heritage and the Scottish Commission) to ensure complementary roles and maintain common standards. The National Archives has designated the Commission a Place of Deposit for Public Records, responsible for material relating to the historic environment in Wales. It is looked to by the Welsh Archaeological Trusts, Cadw and other bodies and individuals as the permanent archive serving the needs of the sector. The Chitty Report concluded, *'The central role of the Commission in maintaining national archive collections for the historic environment and enabling public access is clear.'*

The National Monument Record and archive are significant national systems and collections accessed continuously for research, education, community, leisure and heritage management uses. The Commission is actively engaged in creating new material, continuously improving systems and dynamically managing, developing and interpreting the records for users. In linking dynamic archives with continuously updated site records and the work of archaeologists and conservation professionals its operation is on a fundamentally different model from that of the National Library of Wales.

The Commission plays a crucial role in coordinating site-based records for the historic environment and is the lead body for electronic delivery of these, supported since 2003 by its technology partnership with the Scottish Commission, SWISH. In addition to maintaining the national site record, it provides the Historic Wales Portal, the one-stop shop for historic environment information online for Cadw, the Welsh Archaeological Trusts, the National Museum and other partners. It supports the four regional Historic Environment Records through expert advice, standard-setting, assessment and grant aid. It takes joint responsibility for the maintenance and development of the People's Collection Wales with the National Museum and the National Library, leading the innovation strand in particular.

The Commission works collaboratively with Cadw, which is able to request or require work from the Commission as its sponsor. For example it undertakes research as required by Cadw such as that for the Battlefields Register, and freely provides advice and assistance to Cadw staff. Long-term Commission programmes established at Cadw's request include those on chapels, the Welsh uplands, maritime archaeology and aerial reconnaissance. The Commission is also the place of formal deposit for the site-based official records created by Cadw, as directed by The National Archives.

It works flexibly through multiple partnerships to record and investigate the historic environment, to develop understanding and to engage audiences. These initiatives are in a dynamic relationship with the archival resources of the National Monuments Record and the skills and expertise of Commission staff in interpreting heritage assets, developing recording technologies and publishing and archiving the results. Current partnerships include the HLF-funded Britain from Above (Aerofilms) project with English Heritage and the Scottish Commission, Interreg projects with partners in Ireland, France, Spain and other countries and strategically relevant research, recording and interpretation projects with universities, local authorities, the BBC and a wide range of third-sector bodies and community groups.

7 Services and users

The Commission supports and satisfies the huge general interest that people now have in rediscovering their past in addition to its traditional role of assisting specialists who are responsible for researching and managing the historic environment. Its services lead to outcomes in education, culture, a sustained environment and enhanced well-being. These wider outcomes are achieved through uses of its products and outputs.

Appendix 1 shows some of the many uses made by a wide range of users and stakeholders of Royal Commission outputs and matches them to the Programme for Government. The services themselves and the majority of these uses depend upon the integration of investigation, archive curation and outreach in one operation, and on the ability of users to draw on the mix of high-quality resources and expertise the Commission provides.

The Commission's products and outputs as specified in its Operational Plan are as follows. Some indication is given of the scale and nature of each.

<p>The authoritative, permanent national archive of the historic environment of Wales</p>	<ul style="list-style-type: none"> • Over 2 million photographs, 125,000 drawings and millions of pages of text cared for in paper form and a range of digital files • Some 100 or more new groups of records accessioned each year consisting of surveys, reports, photographs and drawings, including records of works to heritage assets, Public Records as determined by TNA and collections at risk. Among those in 2011/12 were the Falcon Hildred Collection of drawings and scans of the Aerofilms collection, both supported by HLF • Active cataloguing programme - 21,000 new catalogue entries completed in 2011/12 • Active programme of monitoring the condition of archives, improving environmentally controlled stores and working towards Trusted Digital Repository status • Over 2,000 principal archive enquiries and many more subsidiary requests from the public are answered directly each year, involving consultations of many thousands of archive items. Unlike most archives, direct enquiries are increasing. • 98% of users satisfied or very satisfied with the service
<p>Excellent data services that ensure effective online information about the historic environment of Wales</p>	<ul style="list-style-type: none"> • An online site database and archive catalogue is made publicly available, www.coflein.gov.uk, with nearly 100,000 site records. Around 10,000 site records are created or updated and 7,000 digital images are added to this each year. • The Commission established and continues to develop the Historic Wales Portal as the one-stop public access point for site information from Cadw, the Welsh Archaeological Trusts, the National Museum and the National Monuments Record. • Leading the innovation strand in People's Collection Wales, taking joint responsibility for its management in partnership with NMW and NLW, and generating 90 collections and 21 stories in 2011/12 • Convening the sector's collaborative forum on records and seeking to move toward shared systems for the sector • Attracting quarter of a million visits to online resources and 1.13m page views of Coflein alone in 2011/12 from many countries. Coflein has become an extremely well-used resource with the number of pages viewed increasing at around 30% a year. Coflein appears on the first page of most relevant Google searches.

<p>Thematic projects of investigation, coordinated with partners, that develop knowledge and understanding according to strategic needs</p>	<ul style="list-style-type: none"> • Commissioning and undertaking research to support Cadw's battlefields register • Continuing national investigations of chapel architecture, slate quarries, metal mining sites and early Christian monuments • Completing and bringing to fruition studies on the historic environment of sport with Swansea University • Supporting urban characterisation work by Cadw
<p>High-quality documentation of outstanding heritage assets and important heritage assets at risk</p>	<ul style="list-style-type: none"> • Documentation completed of 87 sites or buildings in 2011/12, supporting conservation or interpretation projects or making a permanent record of assets at risk • Interpretive animations produced in partnership to increase accessibility and understanding of heritage sites
<p>Impartial, expert advice to decision makers in the historic environment</p>	<ul style="list-style-type: none"> • Staff give impartial, expert advice on over 500 planning consultations a year as well as giving informal advice and support to owners and heritage managers. • Pre-application support given to conservation officers and others in devising proposals for key buildings • Consultations completed on consent applications within time constraints • Advice provided to conservation and interpretation projects
<p>Previously unknown heritage assets identified and where appropriate proposed for statutory protection</p>	<ul style="list-style-type: none"> • The Commission identifies several thousand previously unknown heritage assets every year through aerial reconnaissance, uplands field survey and maritime data analysis. • Continuing the comprehensive survey of the Welsh uplands • Undertaking comprehensive enhancement of the national maritime database • Undertaking aerial reconnaissance to inform the management of scheduled monuments and discover previously unidentified sites • Recommendations made to Cadw for protection
<p>Accessible and authoritative publication and communication that promotes understanding and engagement</p>	<ul style="list-style-type: none"> • Over 12,000 people a year attend the Commission's exhibitions or talks. • The Commission regularly produces publications that significantly increase understanding of the historic environment, including seminal studies that lay foundations for further dissemination and interpretation. Around 5,000 copies are sold each year. • Television series in which the Commission has been a principal partner have reached very wide audiences – <i>Hidden Histories</i> on BBC Wales (repeated on BBC Four and Yesterday) and <i>Cartrefi Cefn Gwlad Cymru</i> on S4C, and more currently under consideration with both BBC and S4C.
<p>Programmes and products that ensure the public, educators and decision makers are aware of our resources and how to use them</p>	<ul style="list-style-type: none"> • Outreach events, open days, community archaeology days attract interest • Resources are circulated to key professional bodies, libraries and archives • Electronic resources, press coverage and promotional materials are used to increase information and awareness • The Friends Network circulates information to stakeholders. Patrons include Professor David Austin, Christine Chapman AM, Gillian Clarke, Huw Edwards, Lord Elis-Thomas PC AM, William Graham AM, Professor Ralph Griffiths, Elin Jones AM, Chris Musson, Aled Roberts AM, Dan Snow.

Programmes that promote innovation and excellence in investigating, recording, archiving and understanding the historic environment	<ul style="list-style-type: none"> • Over 400 person-days of successful training a year are provided in which people judge their skills to be enhanced. • The annual Digital Past conference hosted by the Commission supports and informs some 150 delegates from across the sector each year • Through external funding the Commission has began exemplary initiatives in community archaeology using archival resources and field activity
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The Governance Review found: *‘The Royal Commission is widely seen to have become vastly more public-facing in recent years, with the organisation’s role having moved away from solely serving a specialist, academic audience to embracing the values of citizen-centred service delivery for the people of Wales. For many decades, the Royal Commission’s primary focus was the production of inventories and records of ancient and historical monuments. The Commission in the 21st century however has refocused itself, and now sees itself as playing an important and valuable role in curating this national record, interpreting it and disseminating it to the public – so that the value of the information it holds is recognised and made available today as well as preserved for tomorrow. The Royal Commission engages with citizens through a range of interfaces, recognising and providing for the different needs of the communities it serves.’*

The Chitty Report facilitated a user forum to assess views of the services provided by organisations in the historic environment sector (Appendix 3). Working groups reported back that the Trusts and the Royal Commission had clearly defined roles, were regarded as publicly accessible and had stood the test of time. They recommended retaining the distinctive nature of Cadw, the Commission and the Trusts while enhancing collaboration. The Commission was recognised in particular for its high-quality research and communications, while Cadw was seen as having a separate, formal role. The need to align more strongly with the responsibilities of CyMAL was noted by users.

8 Fit with Government priorities

The Commission’s functions in investigating the historic environment and maintaining the national specialist archive have been recognised in the remit set it by governments over the long term.

The Commission has been flexible and responsive in aligning its work with the priorities of government as set out in their policies and remit. Its current services and outputs have been devised around both the ongoing functions and purposes set by its Remit Letter and Royal Warrant and by Government strategies. The Programme for Government makes no mention of the Commission; nevertheless Appendix 1 shows that uses of its services link to the Programme’s objectives across several subject areas. Particularly strong contributions are made to:

- Widening access to culture and heritage
- Supporting conservation
- Assisting regional collaboration in archives
- Developing the People’s Collection
- Strengthening the creative industries
- Helping everyone reach their potential and improving well-being

The draft Ministerial priorities for the Historic Environment of Wales identifies the Royal Commission among key players in the sector as the national body of survey and record. The document's detailed priorities for the historic environment sector are focused on Cadw's own actions and make no reference to the Commission, however the Commission's services and outputs all support the aims as expressed.

<i>Minister's aim</i>	<i>Supporting Commission outputs and services</i>
Ensuring heritage sites are accessible and enjoyable to visit	<ul style="list-style-type: none"> • Excellent data services for online information • Accessible communication that promotes understanding and engagement • Impartial, expert advice to decision makers
Creativity of approaches	<ul style="list-style-type: none"> • Programmes that promote innovation in investigating, archiving and understanding
Developing new and broader audiences	<ul style="list-style-type: none"> • Programmes that ensure awareness of our resources and how to use them • Accessible communication that promotes understanding and engagement
Delivering messages about the value of heritage	<ul style="list-style-type: none"> • Investigation that develops understanding according to strategic needs • Accessible communication that promotes understanding and engagement
Ensuring protection through statutory designations	<ul style="list-style-type: none"> • Previously unknown heritage assets identified and proposed for statutory protection • Impartial, expert advice to decision makers
Fostering appreciation of the importance of local heritage to communities	<ul style="list-style-type: none"> • Excellent data services for online information • The authoritative, permanent national archive of the historic environment of Wales, supporting pride in sense of place • Programmes that ensure awareness of our resources and how to use them
Supporting conservation, with a focus on assets at risk	<ul style="list-style-type: none"> • High-quality documentation of outstanding heritage assets and important heritage assets at risk • Impartial, expert advice to decision makers • The authoritative, permanent national archive of the historic environment of Wales • Investigation that develops understanding according to strategic needs
Supporting the third sector	<ul style="list-style-type: none"> • Programmes that promote innovation in investigating, archiving and understanding • Impartial, expert advice to decision makers • Accessible communication that promotes understanding and engagement • Programmes that ensure awareness of our resources and how to use them • Investigation that develops understanding according to strategic needs • High-quality documentation of outstanding heritage assets and important heritage assets at risk
Introducing Heritage Bill	<ul style="list-style-type: none"> • Impartial, expert advice to decision makers
Conserving sites in State care	<ul style="list-style-type: none"> • Impartial, expert advice to decision makers • The authoritative, permanent national archive of the historic environment of Wales • High-quality documentation of outstanding heritage assets and important heritage assets at risk

There is not yet a revised statement of priorities for archives and libraries, but it is clear that the Commission's services in operating a high-quality, specialist archive service for the public support generic priorities in the provision of these key cultural and educational resources.

9 Systems and processes

The Commission has minimal back-office provision (2.8 staff) owing to its shared services. Its skeleton staff in these areas would be likely to be the minimum required to support the number of front-line staff employed in any structure. The 2010 Governance Review concluded: *'The Royal Commission is probably the smallest of the AGSBs in Wales, operating on a relatively small budget of around £2 million. Concerns that such a small body might not provide economies of scale were assuaged quickly, once the full extent of the outputs of the organisation became clear, and throughout the review we were continually impressed by the amount the organisation does on this budget.'*

In the 2011 Staff Opinion Survey 96% of Commission staff said that they had the tools to do their job effectively (compared with 70% in the Welsh Government).

The Commission utilises the following shared services:

- Fundamental data systems delivering the site record, archive catalogue, digital archive and web services have been provided and continually developed since 2003 through a pioneering shared services partnership (SWISH) with the Scottish Royal Commission in Edinburgh, which is three times the Commission's size. This partnership is business-critical to the work of both Commissions, delivering digital tools for the National Monuments Records for each nation. This comprises four integrated elements: the entire archive catalogue, the national site record, securely-held digital archive material, and a range of much-valued public online services. The Commissions work in partnership regarding standards for investigation, recording and digital archive delivery to maintain a long-term and sustainable record and archive.
- IT security and internet access are managed in partnership with Aberystwyth University.
- Archive conservation services are supplied by the National Library and other specialists.
- The Commission draws at beneficial costs on training packages prepared by the Welsh Government's training contractor as well as specialist courses provided by CyMAL, the National Library and others.
- Accommodation is currently provided by Welsh Government Estates, while options for co-location and shared archive facilities are being explored through membership of the National Library Space Development Programme Board and an accommodation options appraisal.
- Finance services are shared with the Welsh Government and the Commission is audited by the Internal Audit Service.
- Procurement takes full advantage of increased buying power through Value Wales and agreed rates under Welsh Government contracts, for example covering car hire and legal services.

- HR terms, policies and support are shared with the Welsh Government.
- Pensions are arranged centrally through the Principal Civil Service Pension Scheme and the Commission is moving to a shared pension contributions provider with the Welsh Government.

The Commission provides the following services shared by others, among a wide range of more general services to the historic environment and culture sectors:

- People's Collection Wales is delivered through a formal partnership between the Commission, the National Library and the National Museum. The Commission currently chairs the partnership and leads the innovation workstream.
- The Commission is leading the exploration of shared data systems with the Welsh Archaeological Trusts through the Records Coordination Group.
- The Commission funds, sets standards and provides technical expertise to support the four regional Historic Environment Records.
- The National Monuments Record of Wales is a Place of Deposit for Public Records overseen by The National Archive, taking records from Cadw and also private the permanent archive for material produced by the Welsh Archaeological Trusts and other public, private and third-sector bodies.
- The Commission works collaboratively to support projects with a wide range of third sector, local government and Welsh Government bodies.

10 People and skills – the Commission's human resources

The Commission is made up of its Commissioners, its Secretary and its staff. The Governance Review identified this as one of its most important resources, stating 'the Royal Commission is a highly respected organisation, made up of well qualified, experienced and committed staff and acknowledged experts as Commissioners.'

The Commissioners themselves provide a wealth of expertise in historical subject areas, management and governance, information technology, archives, architecture and other areas. They contribute directly to the outputs of the organisation and direct, oversee and monitor performance and value for money. The Governance Review stated that *'The added value of expertise and scholarship that the Commissioners provide is an asset to the organisation. Relationships between officers and Commissioners are generally very good and there is much mutual, professional respect.'*

The Commission has a small, specialist staff based in Aberystwyth who have been recruited, trained and developed over many years. The Governance Review stated, *'A high proportion of officers have worked for the organisation for several decades, demonstrating their commitment to an organisation which is evidently a desirable place to work and a beacon of expertise in the UK heritage field.'*

Currently 12 staff are externally funded to work with the Commission on projects that contribute to the organisation's strategic aims.

Staff survey results show the Commission performing very strongly against Welsh Government and Civil Service benchmarks. One hundred percent of

Commission staff answered that they were interested in their work. Serious staff concerns about job security, pay, current leadership and the impact of change reflected those across the public sector, though the Commission still performed ahead of benchmarks.

<i>2011 staff survey results (percentage favourable, by main theme)</i>			
<i>Section</i>	<i>Commission</i>	<i>Welsh Gov</i>	<i>Civil Service</i>
My Work	89	75	71
Organisational Objectives & Purpose	90	81	81
My Line Manager	68	68	64
My Team	79	81	76
Learning & Development	54	51	43
Inclusion & Fair Treatment	82	78	73
Resources & Workload	78	74	73
Pay & Benefits	53	52	31
Leadership	39	34	29
Managing Change	49	34	33

11 Governance and controls

The Commission is a Royal Warrant body established in 1908; the Royal Warrant was renewed in 2000. The Minister for Housing, Regeneration and Heritage sets the budget from the Welsh Government and sets priorities for delivery through the annual Remit Letter and twice-yearly meetings with the Commission. The Commission is monitored by the Welsh Assembly Government through quarterly performance returns and monitoring meetings.

Commissioners, who are openly recruited through Public Appointment processes, have a direct role in delivering the aims of the organisation, take responsibility for the Commission's purposes and financial accountability and guide, challenge, oversee and advise. The Secretary is responsible as sub-accounting officer to the Welsh Government's Director General, Sustainable Futures.

12 Accommodation

The Commission's current accommodation is broadly satisfactory following some investment in the building envelope, however more space is required for increasing archive storage needs. As space in the building has been vacated by HM Revenue and Customs and the Welsh Government wish to reduce their total estate, the building is a candidate for disposal. The Government has concerns about the potential future maintenance costs of the building and believes there may be an opportunity to dispose of it. Funds obtained from the sale would be relatively small, but might offset the costs of providing more suitable accommodation for the archive and staff.

An options appraisal of the future accommodation of the Commission is due to be undertaken by Welsh Government Estates.

There is potential for sharing accommodation with other archives, either providing short-term accommodation in Plas Crug or co-locating with the National Library of

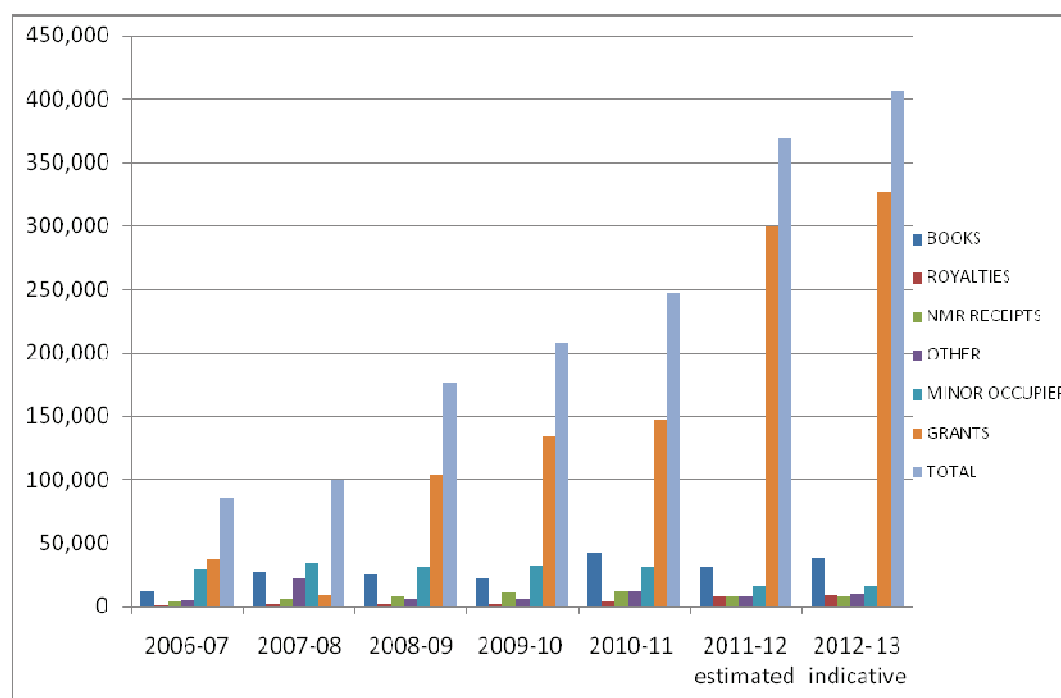
Wales. The Commission is actively seeking synergies that would result in shared accommodation and services.

The realistic opportunities for temporary relocation are very limited, and no suitable alternative to the present accommodation is currently available for the archive. Any temporary accommodation should meet the relevant British Standard for archive storage. The costs and disruption of removal of the archive would be considerable and it would be wasteful to do this on a temporary basis if there are alternative solutions.

Around £50,000 savings a year in business rates may be possible by registering the existing Commission charity, equivalent to the costs of the vacant accommodation in Plas Crug.

13 Finance and current efficiencies

The annual revenue budget from the Welsh Government is £1,972m in 2013/14. Having been permitted to utilise grants and earned income since 2006, sales of publications and income from licensing archive material have increased markedly but the biggest increase has been the result of obtaining grant funding from a range of sources, including the Heritage Lottery Fund, the European Union, CyMAL and Higher Education bodies. The Commission in 2012/13 expects to raise at least an additional £414,000 to support and extend its work and maintain its vibrancy and productivity.



Graph of Royal Commission external income generation since 2006/7

Mergers would affect the potential for raising external funding from certain sources. While the Welsh Government is able to access capital budgets and is well placed to command European resources, there is no reason these should not be available in partnership to the Commission as a separate body, a charity or in a merged organisation with others. However, services that currently attract external funding would be less available if a merger took place in government.

funding that the Commission is able to exploit, including the Heritage Lottery Fund, charitable trusts, research councils and private donors. The Commission has already been successful in obtaining all of these, and would be better placed still if it became a fully registered charity with a clearer image and identity.

In addition, many of projects are carried out through external partnerships that bring additional resources to bear on the Commission's services, for example from local authorities, universities, heritage bodies and community groups. Around 12 staff will be employed at the Commission on temporary project contracts during 2012/12 supported by grant funding or partnerships.

The extent of the organisation's shared systems means that further savings would be unlikely to arise from merger with a larger body. The Commission would be more likely to be able to function as a viable and productive unit on reduced budgets independently, albeit still with consequences for its services.

14 Current effectiveness

The Commission is seen as a no-strings attached source of easily accessible information about the built heritage, backed by experts who are ready and willing to engage with them without any other agenda. The Trusts and Cadw are both inevitably associated by owners and the public with the planning regime and regulation.

As a specialist organisation with integrated functions it operates successfully to maximise outcomes, as indicated by the findings of the recent Welsh Government reviews. Its size and remit allow it to act flexibly and responsively. By contrast, large poly-functional organisations in which specialist expertise is subject to generalised management risk losing professional decision making and vitality. Skills, specialisms, commitment and knowledge are all early lost in the wrong environment. The disaggregation after merger of the Border Agency and the Learning Skills Council are examples of how combining functions in some cases proves unsatisfactory.

As a service body, the organisation currently integrates and aligns strongly with partners in different sectors to deliver effective outcomes. These include the two other national collections, Cadw, CyMAL, educational bodies, research bodies, the Welsh Archaeological Trusts, local authorities, funders, community groups and third-sector bodies in education, preservation, public engagement and interpretation. Its services are well used by a wide range of stakeholders, as indicated in Appendix 1.

PART 2: OPTIONS, COSTS AND CONCLUSIONS

15 Options for new structures

The Strategy group has reviewed a number of options for future organisations as set out in Appendix 2.

1. Status quo
2. Abolish Cadw and divide its roles into Commission and other bodies
3. Abolish Commission and terminate its services with the archive deposited in National Library of Wales
4. Merge Commission and Cadw in combined WGSB charity outside government
5. Merge Commission with National Library of Wales
6. Merge Commission with National Museum Wales
7. Merge Commission within government (Cadw)
8. Split Commission between Cadw and National Library of Wales
9. Abolish Commission and transfer services to the four Welsh Archaeological Trusts
10. Convert to modernised charitable body working in integrated partnership
11. Merge with Aberystwyth University
12. Merge Commission and Cadw into new single environment body

Of these, six were considered as potentially viable and assessed with benefits, risks, costs, savings and barriers. Most significant among these are:

- Benefits: some options allow for additional shared services or different integration of activities.
- Risks: several options threaten the national collection or the outcomes delivered through creative flexibility and service integration.
- Costs: mergers would require considerable expenditure at a time of severe financial constraint. Merger of business-critical information services into government would incur capital costs of at least £2m and treble ongoing revenue costs. All options require investments in accommodation in due course, but distributing the archive would be by far the most costly.
- Savings: if front-line services are to be maintained mergers will not produce net savings but charity registration and shared accommodation offer opportunities for further savings and increased income.
- Barriers: some options present obstacles arising from the charity status of NMRW collections or legal/legislative requirements.

In assessing the options, the Strategy Group has taken account of the assumptions described earlier as principles to be followed for this review:

- Preferred organisational models will always be those that ensure the most efficient services and achieve the best outcomes for available resources and the historic environment and archive sectors overall.
- The National Monuments Record of Wales must continue to be developed as a tool for the sustainable management of Wales' heritage and a national collection, and in the twenty-first century this must include innovation in digital

systems to support both archival preservation and ever-wider utilisation of the assets.

- The cycle integrating actions, resources and expertise for recording and investigating Welsh heritage, curating the archive, developing understanding and making information accessible is fundamental to achieving positive outcomes in heritage management and public engagement.

For mergers to bring benefits, there would have to be significant savings or improvements in aligning services to achieve better outcomes. Alignments might prove valuable if there were collections functions to be brought together, if they would create a single point of contact for currently duplicated services, if single responses to service users would result, if there were improvements in processes or time requirements, or if there would be better transfer and sharing of data for the sector.

Technology plays a significant role in the knowledge-based functions and responsibilities of the Commission and this has been exploited to great effect over the last nine years through the SWISH partnership with Scotland (in which other organisations also participate through accessing and sharing and, in Scotland, using the information repository).

A review that looked at a positive rationalisation of information asset management as a key component would almost certainly:

- Result in a stable and legitimised organisational structure that continues to develop and deliver high-quality and valued public services; and in any case,
- Place a high emphasis on the existence, capability and potential for the mature information service that exists in the SWISH partnership;
- Explore opportunities such as amalgamations and additional responsibilities to exploit the way in which SWISH services and the functionality that enables the two National Monuments Records to be maintained could be used more widely in holding heritage information and enabling the assets to be used more extensively and productively in business, education, community and leisure;
- Examine the role that the SWISH partnership could play in times of cut-backs in providing a data and digital vault for a range of heritage data from many sources that otherwise could be at risk of dispersal or loss;
- Explore additional benefits from strengthening and perhaps extending the shared services model that exists through SWISH.
- Emphasise the continuing ability to raise funding from external sources that would be constrained if the Commission became a part of government.

The short-listed options are further reduced through appraisal and assessment using the key assumptions about the service model above to exclude the following:

Option 5 – Merger with NLW: while there are benefits in merging with another charitable WGSB, there is no real synergy. This would not see any advantages for the historic environment sector and would merely park the Commission with another organisation for convenience. This is despite the fact that both bodies have collections, records and archives. The specialism unique to each body would make an effective merger and ultimately benefits and savings almost

impossible to achieve. Sharing accommodation and user facilities however would be a different matter and is considered later.

Option 8 – Split the Commission between Cadw and NLW: this is easily the worst option for the long term management and development of the National Monuments Record as a tool for the sustainable management of Wales' heritage. The small but specialist teams established for this purpose and their expertise will be dismantled and placed in two completely separate organisations. The cycle integrating actions, resources and expertise for recording and investigating Welsh heritage, curating the archive, developing understanding and making information accessible will be broken. Opportunities through the close working of the existing teams to enhance the record, to be innovative and to maximise outcomes by providing integrated services will be restricted. This will worsen over time as staff will inevitably be redeployed or diverted in their new organisations. The NMRW as an important national collection for Wales will decline in use and outcomes and be at risk in terms of quality and accuracy. This would be a backward step negating the effort and expenditure over recent decades of building a specialist national record and archive, skills and a robust and continuously evolving IT platform.

Option 9 – Abolish the Commission and transfer services to the Welsh Archaeological Trusts: Dispersal of records and the archive is not in the interests of maintaining a national collection, and fragmentation on this scale will be difficult to achieve, requiring acquisition of additional space meeting the relevant British Standard, dispersal and almost certainly loss of existing skills and expertise with associated costs and significant disruption. Provision for the archive in four separate locations would split collections, reduce expertise and require large and wasteful investments in premises and specialist staff. It is unlikely to be acceptable to The National Archives for the management of the Public Records currently held. Unless the Trusts were in a position to take over the SWISH partnership, requiring agreement by five parties, the national record would revert to a fragmented and inconsistent structure.

The remaining options identified as worthy of consideration are:

- The Status Quo – Option 1 and described and discussed earlier in this paper.
- Merger within Government under Cadw – described in Option 7.
- Merger outside Government – new WGSB charity described in Option 4.
- Modernised governance and integrated partnership – Option 10.

The Status Quo: While previous reviews found in favour of the current structure and the Chitty Report in 2011 commented that *'provision for the historic environment is admirable in its scope and supports an organisational structure particularly suited to the economic realities'* and that *'there is value for users in retaining separation.'*, in the current climate the Welsh Government requires further consideration of potential alternatives. This option provides a baseline for comparison with other options in terms of effectiveness, risk comparison, and value for money.

Merger within Government: A merger with Cadw inside the Welsh Government may seem an obvious step to improve sustainability of services and provide some resilience to future pressures and change in a larger organisation. There

are possible benefits for staff in being part of a larger organisation, and skills within the Commission become available to other parts of the Cadw organisation.

However, there are also some significant issues to be addressed including:

The high costs of operating business-critical IT within Government: There are clear issues around the accessibility of the SWISH service from the Welsh Government GSI environment. This includes whether this is possible from a technical and security perspective and the associated costs of providing, for example:

- access for all relevant staff to manage and maintain the record and digital archive;
- the use of specialist CAD, GIS, animation, web-development, digitisation and laser survey equipment to create data and enhancements; or,
- the significant cost of bringing the national record and archive system within the Government IT service; and as a result,
- removing public access to the record.

An initial risk review has shown there are risks and significant costs to be considered. Cost estimates for replacement or significant fire-walling of the service are £2M with large increases in running costs. Providing a separate non-secure access to SWISH will also increase the annual running cost as these services are likely to be provided by the Government's IT service provider rather than the not-for-profit, shared-cost model that currently applies through SWISH and Aberystwyth University. Annual running costs would be expected to treble from £200,000 to £600,000. (Put in context, this increase alone would be equivalent to a 21% cut in the Commission's current budget).

The need to observe the charity status of the archive: archive collections are held under a scheme of the Charity Commission and the Commissioners act *de facto* as independent trustees. Charity assets cannot be directly managed by government but must be controlled independently by trustees.

Risks to innovation capacity, flexibility of operation and funding: in its current structure the Commission has freedom to be innovative, as has been demonstrated in a number of technology related projects and in collaborative working. In the current governance model Commissioners are actively involved in the business, giving advice and assistance to staff and sharing their wide range of skills and experience with ultimate responsibility for the management of the organisation. Commission staff currently work with great flexibility over IT systems, finding, developing and sharing digital tools with the wider heritage and culture sectors and running the innovation strand of People's Collection Wales. It is inconceivable that this kind of innovation work could continue within government secure systems.

Attrition of existing services to maintain statutory roles and tourism: it is credible under a new amalgamated structure that other priorities will require redeployment of skills and resources away from the national record and archive responsibilities. Evidence in English Heritage since merger with the Royal Commission has been that the organisation has successively lost investigation and archive capacity, and in the most recent round of cuts it has had to limit savings in the areas of

statutory advice and grants to heritage at risk, which means greater savings have to be found from research, collections and records management. The tourism income associated with monuments in care and statutory designation management are always likely to provide more urgent pressures. This would lead to a breakdown of the close working that enables the record to be managed and enhanced effectively, and ultimately pose risks to the future reputation, status and reliability of the NMRW. The redistribution of resources would be likely to occur through a process of attrition under ongoing management pressures rather than conscious Ministerial or Board identification of priorities. This attrition would be likely to apply to any larger corporate organisation into which the specialist operation was absorbed. Therefore, being part of the larger organisation would not make the services more resilient or sustainable, and given cost increases it would be likely that the opposite was true.

Loss of public ownership and trust derived from arm's length delivery: The perception of the Commission as an independent and impartial body has made it a trusted provider of services. For example, members of the public feel greater freedom in volunteering significant historical information and allowing photography inside their properties to a body that is not part of government. (Many owners of heritage assets give permission for Commission staff to record them but indicate that they would not give access to Cadw.) Losing the information to the national record as a result of this would be detrimental to the preservation of the built heritage in the longer term. Depositors of archive material do so on the understanding that they are contributing to a longstanding national archive not a government service. The Commission is trusted as a collaborator with the academic community and research funding bodies in a way that would not be possible inside government; many would argue that the research and scholarship should be at arm's length from government as a matter of principle. The Commission also has an enviable reputation as a trusted provider of impartial and authoritative advice as a result of being separated from government, especially on the interpretation of historic assets at a pre-application stage. While English Heritage, which is a non-governmental body, can engage fully in pre-application advice, this is highly problematic for Cadw as it might prejudice cases in which Ministers may subsequently be involved.

The inability to demonstrate overall savings: Merger would be open to criticism if it resulted in higher costs for services. Not only would IT costs be significantly higher inside government but given the other shared services used by the Commission already it is unclear where savings could be generated. The current provision of external funding and partnership resources would be compromised. The Commission has developed a good track record of raising external funding and developing externally funded partnerships, and there is a strong expectation that more can be achieved if its charity status is further developed. While the Welsh Government is able to access capital budgets and is well placed to command European resources, there is no reason these should not be available in partnership to the Commission, but the Welsh Government is badly placed or ineligible with regard to several sources of funding that the Commission is able to exploit, including the Heritage Lottery Fund, charitable trusts, research councils and private donors.

Merge Commission and Cadw outside Government: The Chitty report identified as a possible model the creation of a new WGSCB charity combining the

Commission and most functions of Cadw outside government. This would bring together the non-statutory (and possibly even some statutory functions) currently within central government into an external charitable body. Potential benefits include:

- greater flexibility in generating and utilising earned income, including potential benefits associated with charities;
- eligibility and attractiveness for additional sources of funding. Charitable and educational bodies have access to a wide range of research, lottery and grant funds that support primary objectives and help improve the resilience to further government cut-backs;
- ability and flexibility to absorb functions from smaller bodies if required as and when they are under pressure of funding or there is a need to preserve key functions and provide an information repository;
- efficiency in sharing services with multiple partners, as already demonstrated by the existing Commission organisation, and the greater freedom to undertake collaborative and partnership ventures in digital services, investigation and outreach;
- freedom from restraints for innovation and the high costs of central Government operation and IT services. This means greater flexibility in using new technology not just in information management but in research, investigation and recording, and working in partnership to share and use digital information across the historic and heritage sector.

In addition, there are benefits in the Commissioner / Trustee governance model in bringing together a group of experts to oversee and support operations. The Chitty report acknowledged that the benefits of this option would take years to accrue and the initial resource needs would pose high risks in the current climate. Nevertheless, this option cannot be discounted as being too difficult and ultimately it would provide a long-term and sustainable model for the sector.

Modernised governance in a charity working in integrated partnership: This is a variation on, or sub-set of, the merger outside Government option in converting the existing NMRW charity into a registered charitable Trust and transferring the whole of the Commission assets and responsibilities to this new body. This would be similar in governance and sustainability to the other two national collections, NMW and NLW, but would retain the cost-efficiencies of its existing shared services. The start-up Trust would provide the flexibility to move towards a unified WGSB charity with Cadw or other bodies if this were seen to be desirable in future. If resources continue to shrink, it would retain the potential to take in or join with other bodies or services under pressure, for example taking in historic environment investigation work from Cadw, IT systems from the Trusts, records from other bodies and other charitable organisations at risk of closure.

This model builds on the existing governance (with independent Trustees instead of Commissioners) as a semi-independent body with strengthened charity status, a new identity and the potential for co-location and shared reader facilities with NLW. It helps to sustain objectives in maintaining and developing the NMRW using the well-established SWISH partnership with Scotland, and as a no-strings independent body, to continue to develop alignment and collaborative working across the wider historic environment and archive sectors.

While there are fewer legal hurdles or start-up risks and costs to this option, this could be a first step in a medium to long term restructuring of the sector. In the meantime, its services could be similarly vulnerable to cut-backs as those under other options, but with the significant advantages of operating more flexibly and being able to seek resources elsewhere. With good stewardship and efforts to identifying new sources of revenue, financial resilience can be established, and used to help ensure other key activities in the sector can continue.

16 Costs of change

All organisational change will incur cost and disruption and risk the loss of key people and skills. In particular, for the Commission the disruption to services and staff and the risk of increasing the IT costs are issues that need to be investigated before any decision is made. Other mergers have shown dedicated staffing is needed to manage a large change programme over months or years. The NAO has frequently warned against risks of not assessing costs of mergers and change, and in particular the impact of technology.

The costs of organisational change would vary markedly between different options and depending on detailed arrangements under each. It is essential that any models selected for serious consideration should be subjected to a careful and robust cost analysis.

A National Audit Office report of 2006 drawing conclusions about public sector mergers from the creation of Ofcom from existing bodies says that *'Decision makers should...*

- *Base the decision to merge on a balanced judgement of whether the projected benefits justify the costs of carrying out the merger;*
- *Clearly identify and account for the costs of carrying out the merger, including setting a separate budget;*
- *Carry out targeted due diligence as early as possible by gathering important financial, legal, operational and staffing information about the bodies to be merged. This will assist in identifying issues or risks for integration.'*

A report on lessons learned from abolition of one small NDPB (the Hearing Aid Council) has indicated that mergers are inevitably more time-consuming, costly and difficult than initially expected and require very detailed planning if they are not to become major drains on the departments responsible.

Several key items will need special consideration at the earliest stage as likely direct costs of any merger process. These costs should be evaluated in terms of pay-back from savings over a ten-year period to determine the ratio of costs to benefits.

- The costs of replacing specialist IT to provide the Commission's core services within the Government Secure Intranet. Initial risk assessment by SWISH suggests capital costs of moving the service into a government platform would be likely to be over £2m.
- The possibility that Capital Gains Tax will be due on the value of charity assets transferred to another organisation.

- Legal costs and in some cases legislative requirements.
- The costs of dedicated staffing to manage a large change programme and further restructuring and relocation over months or years.
- Provision of specialised archive storage and public access facilities meeting the British Standard and associated removals costs.
- Relocation of staff to or away from Aberystwyth to produce cohesion in a new body.
- Redundancy costs for staff currently in any of the merging organisations who are unable to transfer or not required in the new model.

17 Conclusions and recommendations

The existing, plural arrangements for the delivery of nationally funded historic environment services in Wales have considerable strengths, as identified by the recent government sponsored reviews, but there are some weaknesses. Improved co-ordination at a strategic level and closer partnership working, together with modernisation of governance and charity registration, will be the best way of delivering a high standard of service in times of financial constraint.

The currently proposed merger of the Countryside Council for Wales, the Environment Agency and the Forestry Commission into a single environment body will deliver a series of benefits and savings that are expected to justify the costs after some years. It is far from clear that similar benefits would justify merging the Commission's services into other existing bodies. Its shared services mean that savings from merger would be negligible but disruption and costs would be high. As the Commission's separate and distinctive roles do not overlap significantly with other national bodies, there would be few opportunities to streamline functions for either users or staff. Damage would be done, however, to the breadth of outcomes currently achieved through multiple uses and relationships. In these circumstances, merger with existing bodies might not increase resilience to further cuts in funding or use resources more efficiently but simply serve to conceal the decline in services for a time by cloaking them under a larger organisation.

Although a new WGSB charity combining the Commission and most functions of Cadw outside government **would be the preferred solution** if designing the heritage management landscape from a clean slate, the benefits of this would take some time to accrue and the potentially high initial costs and risks are unlikely to be realistic in the current climate. This model also runs counter to the trend of government in Wales since devolution, though the creation of the single environment body demonstrates that new arm's-length bodies will be considered when the circumstances are right. This option should not be discounted as being too difficult or be obstructed by current action as ultimately it could provide a highly sustainable model for the sector. Potential benefits include:

- Greater flexibility in generating and utilising earned income
- Stronger public involvement and trust in a charitable body
- Eligibility and attractiveness for additional sources of funding
- Ability flexibly to absorb functions from smaller bodies if required
- Efficiency in sharing services with multiple partners

- Freedom from restraints on innovation and high costs of Government IT.

While a merger with Cadw inside the Welsh Government may seem an obvious step, with benefits potentially for staff and some resilience through size, it is also fraught with difficulties and raises fundamental disadvantages. These include:

- The high costs of operating business-critical IT within Government
- The need to observe the charity status of the archive
- Risks to innovation capacity, flexibility of operation and funding
- Attrition of existing services to maintain statutory roles and tourism
- Loss of public ownership and trust derived from arm's length delivery
- The inability to demonstrate overall savings.

The **recommended option** is to modernise the existing organisation to gain immediate benefits while maintaining the flexibility to move towards a unified WGSB charity if desired in future, with strengthened charity status, a new identity and shared accommodation. This would entail:

1. Modernising governance from a Royal Commission to a registered WGSB charity under a new title, enabling key savings and attracting additional funding;
2. Realigning the three national collections to facilitate joint working and pursue capital investment for co-location with the National Library;
3. Enhancing the strategic partnerships between the Commission, Cadw and other delivery bodies to coordinate work programmes and transfer functions if appropriate;
4. Consolidating the statutory role of the NMRW and the Commission's existing copyright privileges through the Heritage Bill;
5. Developing shared record systems as recommended by the Chitty Report for the NMRW and the Welsh Archaeological Trusts, exploiting and building on the Commission's existing robust information services.

Moving the responsibilities of the Commission into the third sector as a charitable body gives the potential in the future for a more efficient and effective, sustainable organisational model for the whole sector. In working alongside Cadw, CyMAL and other bodies in partnership in the tough times to come this flexible structure is likely to present real benefits in meeting the priorities and needs of the historic environment and archive sectors.

The recommended option can be implemented relatively swiftly and simply with minimum cost and risk.

Were **other options** to be considered further, thorough risk assessments would need to be undertaken independently, followed by public consultation on the options and then detailed legal, financial and operational planning. Assurances would be required to satisfy the public and Commissioners a merger would not be detrimental to the functions currently carried out. These would include:

- A thorough and independent appraisal of multiple options for change;
- Ensuring a secure, integrated and properly staffed investigation and record operation;

- Guarantees against long-distance relocation with the consequent damage to staffing;
- Ensuring sufficient archive space to accommodate the 25-year planning scenario;
- Maintenance of an independent board, which Cadw no longer has;
- Public consultation.

Sources of information

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Appendices:

Operating models analysis for services provided by the Royal Commission on the Ancient and Historical Monuments of Wales

Appendix 1: Uses and outcomes from the integrated model

Uses and outcomes that depend upon the integration of archive, investigation and outreach functions are underlined.

Source: *Royal Commission Operational Plan 2013-14*

Programme for Government outcomes	Examples of uses of Royal Commission outputs
Widen access to our culture, heritage and sport, and encourage greater participation	<ul style="list-style-type: none"> • <u>Growing numbers of people use our online resources free of charge</u> • <u>Children and families in deprived communities engage with us through targeted outreach activities</u> • <u>People use our online resources and publications to visit sites and increase their enjoyment of heritage</u> • <u>Community groups use our resources and assistance to engage people with their past</u> • <u>Researchers consult our archive and online databases to increase knowledge and understanding of history, archaeology and culture</u>
Introduce the Heritage Bill with supporting policy activity and public engagement	<ul style="list-style-type: none"> • Cadw use our participation in development work for the Heritage Bill to enhance its relevance
Deliver Cadw's conservation programme for monuments in state care, alongside the designation of further heritage assets	<ul style="list-style-type: none"> • <u>Cadw use our records and advice to inform decision-making at properties in care</u> • <u>Cadw use our discoveries and advice to make informed decisions about additional statutory protection</u>
Strengthen regional collaboration in the delivery of library, museum and archive services	<ul style="list-style-type: none"> • <u>The Welsh Archaeological Trusts use our advice, expertise, standard-setting and funding to enhance their Historic Environment Records and deposit archival material in the NMRW</u> • <u>Local archives and museums and the other two national collections use our resources and advice in exhibitions, publications and partnership work</u>
Develop the potential of digital media to promote culture through People's Collection Wales and other on-line initiatives	<ul style="list-style-type: none"> • <u>Our partners in People's Collection Wales use our lead work in innovation, our archive and expertise to develop high-quality tools and resources</u> • <u>Schoolchildren, teachers and the public use our resources and tools on People's Collection Wales</u> • Cadw, the National Museum and others use our Historic Wales Portal to make their data available to the public online
Strengthen creative industries in Wales	<ul style="list-style-type: none"> • <u>The media use our archive resources and advice to enhance the quality of their output</u> • Artists, writers, architects and designers utilise our archive to inspire and enhance their own output • <u>People's capacity to use innovative digital technologies is developed by our Digital Past conferences and information resources</u>

Strengthen the place of the Welsh language in everyday life	<ul style="list-style-type: none"> • Welsh speakers and learners use our high-quality publications through the medium of Welsh
Strengthen the conditions that will enable business to create jobs and sustainable economic growth	<ul style="list-style-type: none"> • <u>Visitors use our on-line database Coflein, our publications and our heritage depictions on OS maps to consider and plan visits to Wales</u> • <u>Heritage attractions use our resources to interpret sites and enhance the visitor experience</u> • <u>People in the historic environment sector use our professional development opportunities and events to improve their own practice and develop high-quality skills for Wales</u>
Support the delivery of effective and efficient public services that meet the needs of people in Wales	<ul style="list-style-type: none"> • <u>Cadw use our services to them in aerial monitoring, maritime planning, care of their records, online provision of site information and targeted research to operate effectively</u> • The Welsh Archaeological Trusts use our funding and support to operate Historic Environment Records • <u>Stakeholders use our advice in conservation and site interpretation projects</u>
Help everyone reach their potential, reduce inequality, and improve economic and social well-being	<ul style="list-style-type: none"> • <u>Individuals in Wales and beyond use online systems to learn about Wales, its places and heritage to enhance interest, knowledge and well-being</u> • <u>Teachers and children utilise our resources in learning about heritage</u> • <u>Community history groups use our resources to learn about their areas and develop pride</u> • <u>Informal learners use our resources to develop knowledge and confidence</u> • <u>People are engaged by the heritage of Wales and increase their wellbeing through our publications, resources and television programmes</u>
Better health for all, with reduced health inequalities	<ul style="list-style-type: none"> • Individuals use our Discovering Upland Heritage resources, e-trails and online information to visit sites, walk and enjoy the environment
Create a fair society free from discrimination, harassment and victimisation with cohesive and inclusive communities	<ul style="list-style-type: none"> • <u>Individuals and educators use our records of minority faith buildings to understand diversity</u> • <u>The public, educators and the media will use our forthcoming project on the heritage of migrants to increase understanding of minorities in Welsh history</u>
Become a One Planet Nation, putting sustainable development at the heart of government	<ul style="list-style-type: none"> • <u>The Welsh Government uses our advice and resources in off-shore planning</u> • <u>Site owners, developers, architects and planners consult our records and seek our advice to devise proposals for historic environment assets</u>

Appendix 2: Appraisals of alternative configurations

The following tables summarise options separately. Comparison of the options is expanded upon in the main report.

<i>Option 1: Status quo</i>	
<p><i>Benefits</i></p> <ul style="list-style-type: none"> • Continues the new arrangements for improved collaboration of Cadw, Commission and Trusts • Allows gradual integration of operational activities across whole historic environment sector • Allows partnership with Trusts to deliver shared national record of historic environment • Maintains existing separation of executive from policy functions • Encourages formal partnerships for Cadw to utilise Commission skills • Flexibility for partnership working with third sector • Maintains challenge of services by independent Commissioners • SWISH can continue to provide digital archive, catalogue and inventory • Maintains good relations with grant-making bodies relevant to future external funding bids • Upholds NMR charity status • Allows continuing use of volunteer scheme to support functions • Enables co-location and shared services with NLW 	<p><i>Risks</i></p> <ul style="list-style-type: none"> • Failure of partnership if there is not shared vision and shared will for collaboration • Sponsorship by Cadw may prevent cooperation with CyMAL, TNA and other two national collections to create distributed national archive for Wales • Skills in all organisations may become more isolated if there are deeper budget cuts • Royal Commission status may appear anachronistic • Fails to demonstrate radical change at time of budget cuts • Deeper budget cuts would be difficult to absorb while maintaining services
<p><i>Costs</i></p> <ul style="list-style-type: none"> • None 	
<p><i>Savings</i></p> <ul style="list-style-type: none"> • Potential savings from future shared accommodation and services with NLW • Continuing opportunities for volunteer development and external fundraising for partnership projects on merit 	
<p><i>Evaluation</i></p> <p>Maintains recognised strengths and public support without financial or reputational risk and permits continuing enhancement of outcomes and increases in efficiency through cross-sectoral working.</p>	

<i>Option 2: Abolish Cadw and divide its roles into Commission and other bodies</i>	
<p><i>Benefits</i></p> <ul style="list-style-type: none"> • Properties managed coherently with other services by National Trust, Visit Wales or single Environment body • Statutory protection functions managed coherently as part of planning system by Planning Division or single Environment body • Independent board of trustees providing scrutiny and oversight • Cost-effective delivery of records through SWISH partnership can continue • Unites wider historic environment investigation, outreach and public engagement in one body • Upholds NMRW charity status and extends it to funding of Welsh Archaeological Trusts and other investigation • Increases financial flexibility and enables reserves • Increases opportunities to obtain external funding, have tax advantages and obtain discounts • Flexibility to join campaigns or partnerships 	<p><i>Risks</i></p> <ul style="list-style-type: none"> • Legal hurdles in transferring management of Cadw assets and properties in care • Loss of widely recognised Cadw brand unless the name transfers to another body • Dispersal of expertise from Cadw • Major disruption of services through a lengthy change process • Management of historic environment may become less internally coherent • Objections of Cadw staff to moving out of Civil Service • Reputational risk arising from abolishing a major body
<p><i>Costs and cost risks</i></p> <ul style="list-style-type: none"> • Substantial investment of management and staff time in change • Requirement of dowry if monument management passed to National Trust 	
<p><i>Savings</i></p> <ul style="list-style-type: none"> • Efficiencies resulting from operating outside government financial and IT restrictions • Could move substantial running costs to third sector through National Trust 	
<p><i>Barriers</i></p> <ul style="list-style-type: none"> • May run counter to political direction of travel in Wales and split responsibilities over Ministerial portfolios 	
<p><i>Evaluation</i></p> <p>A radical move that could focus synergies in relevant directions and might reduce costs, but resulting in loss of a brand and cutting across Ministerial portfolios.</p>	

Option 3: Abolish Commission and terminate its services with archive deposited in National Library of Wales	
<p><i>Benefits</i></p> <ul style="list-style-type: none"> • Removes an organisation and a portion of its budget • May remove some public confusion over who does what • Enhances NLW status as place of deposit for public records and more than doubles its photographic archive • Public can access former NMRW archive materials alongside other relevant records in National Library 	<p><i>Risks</i></p> <ul style="list-style-type: none"> • Charity assets and secure digital data at risk of loss • Expertise lost to the sector • Loss of jobs contradicting Government commitment to regional relocation • Strong public reaction to loss of well-used services • Breach of contracts and partnerships • Diminishment of innovation strand and content development of People's Collection damage a Programme for Government commitment • Reputational damage from responses of service users, Friends and Patrons • Threat to specialised geographical retrieval systems through alignment with traditional archive collections • Loss of cycle of outcomes arising from services integrated with archive • Failure to maintain a living National Monuments Record and comply with Malta Convention
<p><i>Costs</i></p> <ul style="list-style-type: none"> • Substantial investment in merging catalogue and digital records into NLW systems • Urgent need for capital investment in NLW storage space and ongoing running costs • At least half of existing staffing would be required to maintain archive, enquiries and records • Costs of legal services • Redundancy costs 	
<p><i>Savings</i></p> <ul style="list-style-type: none"> • Staff costs possibly as much as halved 	
<p><i>Barriers</i></p> <ul style="list-style-type: none"> • May not be acceptable to The National Archives • May not be acceptable to NLW Board • Would result in failure to comply with Malta Convention 	
<p><i>Evaluation</i></p> <p>Would terminate services essential to the sustainable management of the historic environment and contributing to outcomes in education, understanding and well-being whilst requiring a large investment and producing relatively small total savings.</p>	

Option 4 Merge Commission and Cadw in combined WGSB charity outside government	
<p><i>Benefits</i></p> <ul style="list-style-type: none"> • Enhanced public profile for merged organisations under single brand • Matches EH/DCMS model separating executive from statutory functions • Independent board of trustees providing scrutiny and oversight • Cost-effective delivery through SWISH partnership can continue • Flexibility to absorb other charitable assets or services if they are at risk or undertake management partnerships with National Trust • Upholds NMRW charity status while extending it to Cadw • Increases financial flexibility and enables reserves • Increases opportunities to obtain external funding, have tax advantages and obtain discounts • Allows continuing use of volunteer scheme to support functions • Flexibility to join campaigns or partnerships 	<p><i>Risks</i></p> <ul style="list-style-type: none"> • Legal hurdles in transferring management of Cadw assets and properties in care • Government support may decline over time • Possible opposition of staff to transfer out of Civil Service • Major disruption of services through a lengthy change process • Risk of attrition of non-statutory and non-income generating activities, but offset by opportunities to attract grant aid • Loss of Royal Commission perceived distance from statutory regulation • Reduces clarity over separation of roles • May reduce Cadw engagement with other Welsh Government divisions
<p><i>Costs and cost risks</i></p> <ul style="list-style-type: none"> • Substantial investment of management and staff time in change • Costs of legal services and necessary legislation • New accommodation and IT systems to take Cadw outside government • Replacement of Welsh Government internal services • A policy unit would still be required in government, similar to DCMS or CyMAL 	
<p><i>Savings</i></p> <ul style="list-style-type: none"> • Substantial grant, discount and tax benefits accruing from charitable status • Trustees would not receive remuneration • Efficiencies from operating outside government financial and IT restrictions 	
<p><i>Barriers</i></p> <ul style="list-style-type: none"> • May run counter to political direction of travel in Wales, though the creation of the single environment body and, England, the new waterways charity, shows that other models are possible, • Requires complex legal arrangements for transfer of statutory responsibilities that would challenge the timetable for the present Heritage Bill 	
<p><i>Evaluation</i></p> <p>Creates a major body with national support and freedom of operation akin to English Heritage but with charity status akin to NMW and NLW, leaving policy rump in Government; increased efficiencies and outcomes but high initial investment.</p>	

<i>Option 5 Merge Commission with National Library of Wales</i>	
<p><i>Benefits</i></p> <ul style="list-style-type: none"> • Facilitates shared accommodation in NLW, subject to substantial capital investment • Unites all national collections under single sponsorship (CyMAL) • Maintains challenge by independent board • Cost-effective delivery through SWISH partnership can continue • Replaces Welsh Government Finance, HR and Internal Audit services with NLW services • Legally transfers NMRW charity status into a larger charity • Increased proximity of specialists in related fields • Enriched experience for NLW users through introducing them to additional resources • Improved services for users through access to NLW facilities such as lecture rooms, restaurant, shop, etc. • Possibility of service increase for users, eg. Saturday opening 	<p><i>Risks</i></p> <ul style="list-style-type: none"> • Fundamentally threatens outcomes from the cycle of integrated activities, which over time would conform to library model of retrospective archive • Government support may decline over time / likely to draw resources from existing activities in NLW and Commission • Likely strong opposition of Commission staff to transfer out of Crown service and PCSPS • Danger that managing NMRW is lost in a large body with no commitment to the specialist role • Some disruption of services through a change process • Service users, Friends and Patrons may see change as likely to diminish Commission's specialist role over time • Loss of expert guidance and scrutiny from specialist Commissioners • Loss of focus about specialist purpose of an active record and specialist synthesis and advice; loss of focus about specialist purposes of NLW • Creates additional barriers to collaboration with historic environment sector • Reduces opportunities for Cadw to influence remit and priorities
<p><i>Costs</i></p> <ul style="list-style-type: none"> • Substantial investment of management and staff time in change • Costs of legal services and necessary legislation • Requires revised Royal Charter and charitable purposes for NLW • Provision for pension transfer from PCSPS to NLW scheme 	
<p><i>Savings</i></p> <ul style="list-style-type: none"> • Potential for savings from shared services subject to substantial capital investment 	
<p><i>Barriers</i></p> <ul style="list-style-type: none"> • Requires immediate, large investment in new accommodation • NLW board may not support change 	
<p><i>Evaluation</i></p> <p>Simplifies archive services but with high initial cost and disruption, and high risk of failure, and will reduce outcomes for the historic environment sector.</p>	

Option 6: Merge Commission with National Museum Wales	
<p><i>Benefits</i></p> <ul style="list-style-type: none"> • Unites all national collections under single sponsorship (CyMAL) • Maintains challenge by independent board • Cost-effective delivery through SWISH partnership can continue • Replaces Welsh Government Finance, HR and Internal Audit services with NMW services • Legally transfers NMRW charity status into a larger charity • Increased proximity of some specialists in related fields • Joins together coherent investigation, interpretation and archive expertise • Enables integration of some similar archive contents alongside NMW artefact collections • May remove some public confusion over who does what in sector • Vastly enlarges NMW's role as an archival body 	<p><i>Risks</i></p> <ul style="list-style-type: none"> • Pressure to relocate to an existing NMR location • Government support may decline over time / likely to draw resources from existing activities in NLW and Commission • Likely strong opposition of Commission staff to transfer out of Crown service and PCSPS • Danger that managing NMRW is lost in a large body with no commitment to the specialist role • Some disruption of services through a change process • Service users, Friends and Patrons may see change as likely to diminish Commission's specialist role over time • Loss of expert guidance and scrutiny from specialist Commissioners • Loss of focus about specialist purpose of an active record and specialist synthesis and advice • Loss of cycle of outcomes arising from services integrated with archive • Creates additional barriers to collaboration with historic environment sector • Reduces opportunities for Cadw to influence remit and priorities
<p><i>Costs</i></p> <ul style="list-style-type: none"> • Substantial investment of management and staff time in change • Costs of legal services and necessary legislation • Provision for pension transfer from PCSPS to NMW scheme 	
<p><i>Savings</i></p> <ul style="list-style-type: none"> • None 	
<p><i>Barriers</i></p> <ul style="list-style-type: none"> • NMW board may not support change 	
<p><i>Evaluation</i></p> <p>Enlarges the coherent grouping of expertise, but with high initial cost and disruption, and high risk of failure, and will reduce outcomes for the historic environment sector.</p>	

<i>Option 7 Merge Commission within Government (Cadw)</i>	
<p><i>Benefits</i></p> <ul style="list-style-type: none"> • Commission capacity can replace contractual services • Potential for greater integration of operational activities • Single brand directly provided by Government may remove some public confusion • Replaces Remit Letter with direct ministerial control over NMRW and investigation work • Could provide Cadw with a mid Wales office • Widens skills available to both existing operations in a coherent grouping • Increases career opportunities for specialist staff in both organisations 	<p><i>Risks</i></p> <ul style="list-style-type: none"> • High risk of failure to bring charitable assets under government management • Failure to operate existing digital archive, catalogue and inventory within government secure IT • Breach of Malta Convention in combining heritage management with inventory without major investment • Specialised IT tools and geographical retrieval systems unlikely to be available to all relevant staff • Major disruption of services through a lengthy change process • Inability to maintain IT innovation for People's Collection, animation, crowd-sourcing, etc, within government secure IT • A large and vocal body of service users, Friends and Patrons may see change as a hostile takeover that will diminish services • Separation of NMRW from other two national collections will reduce potential for collaboration as distributed national archive for Wales • Danger that specialist role of managing NMRW is lost in bigger corporate culture • Likelihood of service reduction over time • Volunteer activity and user-generated content unlikely to be possible within government IT systems or premises • Increases number and range of executive functions having to be undertaken by government / Minister • Loss of expert guidance and scrutiny by publicly appointed Commissioners • Precludes co-location with NLW and other major shared service partnerships
<p><i>Costs</i></p> <ul style="list-style-type: none"> • Replacing or fire-walling digital archive, catalogue and inventory at £2-3m • Wage bill inflation through JEGS to equate Commission staff to Cadw structure • Substantial investment of management and staff time in change by both bodies • Costs of legal services and necessary legislation • Higher running costs of staff IT inside government • Loss of discounts and grants open to independent body or charity • Redundancy costs if services are to be reduced 	
<p><i>Savings</i></p> <ul style="list-style-type: none"> • Abolition of scrutiny through Commissioners would save around £25k • Only marginal back-room savings as main services are already shared • Larger savings achieved only by stopping services 	
<p><i>Barriers</i></p> <ul style="list-style-type: none"> • Charity status of NMRW incompatible with direct management by Government • Public and political challenge on grounds of reduced efficiency and effectiveness • Breaches Malta Convention principle that inventory is separate from management 	
<p><i>Evaluation</i></p> <p>High-profile action but requiring large investment with substantial risks of failure, creates barriers to shared services and partnership, reduces wider outcomes and is not cost effective.</p>	

<i>Option 8</i> Split Commission between Cadw and National Library of Wales	
<p><i>Benefits</i></p> <ul style="list-style-type: none"> • Increased collaboration with other national collections on records • Public can access former NMRW archive materials alongside other relevant records in NLW • Cadw could use Commission capacity to replace contractual services • Potential for greater integration of operational activities • Increased proximity of specialists in related fields • Improved services for users through access to NLW facilities such as lecture and education rooms and restaurant, shop, etc. • Possibility of service increase for users, eg. Saturday opening • Compatible with charity status of record • Enhances NLW status as place of deposit for public records and more than doubles its photographic archive 	<p><i>Risks</i></p> <ul style="list-style-type: none"> • Fundamentally threatens the dynamic relationship between records, archives and recording and diminishes outcomes • Increases silo working and erects barriers to collaboration • Complex multiple brands make it harder to understand who does what and why • Long-distance relocation to Cadw offices risks loss of key staff • Not a natural split given holistic nature and virtuous circle of Commission's work • Likely to lead to service reduction over time • Volunteer activity and user-generated content diminished by government IT systems and premises • Reduces accessibility of NMRW to investigation staff • Large and vocal body of service users, Friends and Patrons sees change as damaging services • Separates NMRW from other staff so depleting specialist information and advice services • Loss of focus about specialist purpose of an active record and specialist synthesis and advice; loss of focus about specialist purposes of NLW • Role of managing NMRW lost in bigger corporate culture without specialist expertise or commitment • Removes expert guidance and scrutiny by publicly appointed Commissioners
<p><i>Costs</i></p> <ul style="list-style-type: none"> • Wage bill inflation through JEGS to equate Commission staff to Cadw structure • Capital investment in new storage at NLW is required before merger can take place • Substantial investment of management and staff time • Costs of legal services and necessary legislation • Replacement of lost discounts and grants currently received by Commission as independent body for survey and investigation work • Redundancy costs if staff are required and unable to relocate 	
<p><i>Savings</i></p> <ul style="list-style-type: none"> • Abolition of scrutiny through Commissioners would save around £25k • No back-room savings as Commission services are already shared with others • Some savings from shared archival and storage services • Larger savings achieved only by stopping current services 	
<p><i>Barriers</i></p> <ul style="list-style-type: none"> • Public and political challenge on grounds of effectiveness • NLW board may not support change • Requires new Royal Charter and charitable purposes for NLW 	
<p><i>Evaluation</i></p> <p>No net benefit: large investment for small savings with substantial risks of failure and resulting in loss of integrated service and diminished outcomes.</p>	

<i>Option 9</i> Abolish Commission and transfer services to Welsh Archaeological Trusts	
<p><i>Benefits</i></p> <ul style="list-style-type: none"> • Brings original archive material to regional archive centres • Cadw could contract services previously carried out by Commission • Potential for greater integration of operational survey activities • Creates more powerful archaeological trusts with ongoing financial commitment from Government 	<p><i>Risks</i></p> <ul style="list-style-type: none"> • Failure of archival management and loss of secure digital data • Financial failure of any one of four Trusts threatens public records • Long-distance relocation to Llandeilo, Swansea, Bangor and Welshpool would risk loss of key staff • Pressure to split unified collections regionally • Likelihood of service reduction over time • Major disruption of services through a lengthy change process • Reduced collaboration with other national collections • A large and vocal body of service users, Friends and Patrons are likely to see the change as highly damaging to services • Some depositors may seek to remove their records • Abolition of a national archive through dispersal to private bodies would result in dismemberment of unified collections or keeping material out of area • Removes potential for accommodation of Commission with NLW and blocks existing shared services
<p><i>Costs</i></p> <ul style="list-style-type: none"> • Capital expenditure on four new archives meeting current standards: no Trust has existing premises of sufficient size or standard, so cost could be between £0.5 and £2m per Trust, totalling £2-8m. • Continuing additional revenue expenditure for increased number of specialist archive staff to maintain acceptable TNA/CyMAL archive standards in four locations • Substantial investment of management and staff time • Costs of legal services • Redundancy costs if staff are unable to relocate 	
<p><i>Savings</i></p> <ul style="list-style-type: none"> • Only marginal back-room savings as main services are already shared; larger savings achieved only by stopping services and would be dwarfed by extra inefficiencies and additional staffing requirements. 	
<p><i>Barriers</i></p> <ul style="list-style-type: none"> • One or more trust boards might decide not to participate • Unlikely to be acceptable to The National Archives 	
<p><i>Evaluation</i></p> <p>Unrealistic. Requires wasteful investment in new premises and reduces economies of scale and outcomes, likely to be unacceptable to TNA.</p>	

<i>Option 10 Convert to modernised charity body working in integrated partnership</i>	
<i>Benefits</i>	<i>Risks</i>
<ul style="list-style-type: none"> • Flexibility to absorb other charitable assets or services if they are at risk • Increases financial flexibility and enables reserves • Increases opportunities to obtain external funding, have tax advantages and obtain discounts • Allows continuing use of volunteer scheme to support functions • Allows continuation of present efficient use of shared services and enlargement to support other bodies • Arrangements for improved collaboration of Cadw, Commission and Trusts are already in place • Greater integration of operational activities across whole historic environment sector • Greater cooperation with CyMAL, TNA and other two national collections to create distributed national archive for Wales • Maintains existing separation of executive from policy functions • Encourages formal partnerships for Cadw to utilise Commission skills • Potential to work with WATs to deliver shared national record • Independent board of trustees provides scrutiny and oversight • Cost-effective delivery through SWISH partnership can continue • Upholds and extends existing NMRW charity status • Demonstrates modernisation in response to cuts • No disruption of services through a lengthy change process • Enables co-location and shared services with NLW • Flexibility for partnership working with third sector 	<ul style="list-style-type: none"> • Skills in all organisations may become more isolated if there are deeper budget cuts • Charity Commission might not agree all aspects of charity registration • Government support may decline over time • Loss of remuneration and Commission status may make it less easy to recruit outstanding board members • Loss of existing copyright privileges and other benefits of Royal Commission status unless addressed in Heritage Bill • Failure of partnerships if there is not shared vision and will to collaborate from all parties • Funding may not be available initially for co-location project with NLW
<i>Costs</i>	
<ul style="list-style-type: none"> • None of itself, but allows investment in shared projects on merit with substantial potential 	
<i>Savings</i>	
<ul style="list-style-type: none"> • Efficiency savings and enhanced outcomes from shared approaches and charity status • Potential savings from future shared accommodation and reader facilities with NLW • Strengthens opportunities for external fundraising and partnership 	
<i>Evaluation</i>	
Builds on recognised strengths and public support to deliver a modern organisation without financial or reputational risk to enhance outcomes and increase efficiency through stronger cross-sectoral working and increase funding opportunities.	

Option 11: Merger with Aberystwyth University	
<p><i>Benefits</i></p> <ul style="list-style-type: none"> • Increases potential for fundraising from new sources • Maintains challenge by independent board • Cost-effective delivery through SWISH partnership can continue • Replaces Welsh Government Finance, HR and Internal Audit services with university services • Legally transfers NMRW charity status into a larger charity • Increased proximity of some specialists in related fields of investigation • Avoids relocation from Aberystwyth 	<p><i>Risks</i></p> <ul style="list-style-type: none"> • Loss of focus about specialist purpose of an active record and specialist synthesis and advice • Government support may decline over time / likely to draw resources from existing activities in NLW and Commission • Likely strong opposition of Commission staff to transfer out of Crown service and PCSPS • Danger that managing NMRW is lost in a large body with no commitment to the specialist role • Some disruption of services through a change process • Service users, Friends and Patrons may see change as likely to diminish Commission's specialist role over time • Public Records not appropriately held by independent body; not likely to be acceptable to TNA or CyMAL • Creates additional barriers to collaboration with historic environment sector • Reduces opportunities for Cadw to influence remit and priorities
<p><i>Costs</i></p> <ul style="list-style-type: none"> • Substantial investment of management and staff time in change • Costs of legal services and necessary legislation • Provision for pension transfer from PCSPS to University scheme • Provision of accommodation or transfer of Plas Crug by University 	
<p><i>Savings</i></p> <ul style="list-style-type: none"> • None 	
<p><i>Barriers</i></p> <ul style="list-style-type: none"> • University board may not support change • Unlikely to be acceptable to TNA 	
<p><i>Evaluation</i></p> <p>Unrealistic: enlarges the coherent grouping of expertise, but with high initial cost and disruption, and high risk of failure, and will reduce outcomes for both historic environment and archive sectors.</p>	

Option 12: Merger of Cadw and Commission into the new Single Environment Body	
<p><i>Benefits</i></p> <ul style="list-style-type: none"> • Properties managed coherently with single Environment body • Statutory protection functions managed coherently across sectors • Independent board of trustees providing scrutiny and oversight • Cost-effective delivery of records through SWISH partnership can continue • Unites environment investigation, regulation, outreach and public engagement in one body • Could uphold NMRW charity status • Increases financial flexibility and enables reserves • Increases opportunities to obtain external funding, have tax advantages and obtain discounts • Simplifies environmental management for the user • Develops archive solutions for whole environment sector • Flexibility to join campaigns or partnerships 	<p><i>Risks</i></p> <ul style="list-style-type: none"> • Loss of Cadw brand • Objections of Cadw staff to moving out of Civil Service • Dispersal of expertise from Cadw • Major disruption of services through a lengthy change process • Management of historic environment may become less internally coherent • Reduced collaboration with other national collections • A large and vocal body of service users, Friends and Patrons are likely to see the change as highly damaging to services • High risk of loss of focus in a large, multi-purpose body • Properties in care are less well managed alongside dissimilar estates • Crosses Ministerial portfolios
<p><i>Costs</i></p> <ul style="list-style-type: none"> • Substantial investment of management and staff time in change 	
<p><i>Savings</i></p> <ul style="list-style-type: none"> • Efficiencies resulting from operating in large body outside government financial and IT restrictions 	
<p><i>Barriers</i></p> <ul style="list-style-type: none"> • Takes historic environment out of heritage portfolio • Would disrupt advanced plans for the single environment body 	
<p><i>Evaluation</i></p> <p>A radical change in uniting all environmental management functions under one body with considerable efficiencies, but likely to result in damaging loss of focus for the historic environment over time.</p>	

Appendix 3: User Consultation by the Chitty Report

Source: *Chitty Report*, 2011

Report of the User Forum 3 March 2010

A User Forum was held at the Royal Welsh Showground, Builth Wells, on Thursday 3 March 2011 to inform the assessment exercise. Participants were nominated by Cadw, the Commission and the Trusts and included a wide range of public and private users of historic environment services.

Gwilym Hughes presented the context for the assessment exercise, commissioned by Cadw on behalf of the Heritage Minister, and then withdrew from the proceedings.

Introductions from the facilitators and from the Forum participants (listed below) illustrated the considerable breadth and experience of the group. Each participant explained who they represented and mentioned the organisations with which they interact or work. There was some brief orientation to explain the Welsh Assembly Government- funded bodies' roles in the historic environment.

Participants worked in three mixed groups sharing their knowledge and experience of Cadw, the Commission and the Trusts as organisations. The groups were facilitated by Gill Chitty (Commission), Bev Kerr (Cadw) and Rachel Edwards (Trusts).

USER EXPERIENCES – GROUP WORK

The three Groups were asked in relation to each of the bodies (Cadw, Commission, Trusts):

- *How does your organisation or group find working with [the nominated body] and using its services? Is communication and contact easy, information accessible?*
- *Are [the nominated body's] services relevant and helpful for your work? Please give some examples and explain how you have worked together, received advice or support or interacted with them.*
- *If you don't have any contact with [the nominated body] do you think that there could be opportunities where it would be helpful?*

Individuals compiled written comments and then participated in a 20 minute round-table discussion. The facilitators presented an overview of findings based on this. Written contributions were also submitted by all participants.

IMPROVING THINGS – GROUP WORK

Working in the same Groups, whose members had now shared a broad knowledge of each others' experiences and were comfortable with exchanging views freely, participants were asked to think about overlap and duplication and where there could be more partnership and working to better effect:

- *What works well - and what could work better?*
- *Where and how could there be improved collaboration and partnership?*
- *What opportunities are being missed?*

GROUP A:

- We need a *Who's Who* in the Welsh Historic Environment world, a route map; a flow chart type leaflet and web page comprising the Royal Commission, Cadw, Welsh Archaeological Trusts. Very simple, accessible to all, from children to professionals. This could appear on each organisation's website, and separately with links to each of the organisations' websites.
- Increase the use of the Welsh language and a sense of Welsh heritage
- Collaborative working to produce one comprehensive website; spatial information for all to use – public and professionals – with password access for professionals to get deeper level of information?
- Information belongs to the public as well as to professionals and must be widely accessible (is this what the People's Collection is going to do?)
- Literal shop window, locally and nationally, is needed
National events, e.g. Royal Show, should include all historic environment stands together in one place, not dispersed and separate
- Local information could be promoted in libraries, schools, in shop windows in empty shops.

GROUP B

- Retain separate institutions – individual qualities, have stood the test of time; Royal Commission and Trusts – not broken, don't fix it.
- Cadw – not well served by geography. Should it relocate or have regional offices so it is not seen as so remote?
- Trusts and Royal Commission do have clearly defined roles and they are regarded as publicly accessible.
- The Royal Commission should be consider for a change in sponsorship to be closer with archives and collections bodies through CyMAL, not Cadw

GROUP C

- Challenged the Terms of Reference! What about all the other related bodies funded by the Welsh Government, directly or indirectly? If thinking holistically about management and protection of the Historic Environment in Wales, these should have been included – although admittedly this would have made a difficult review process near impossible!
- The Historic Environment in Wales is characterised by *confusion* more than *overlap*. Overlap can be a good thing, especially when it avoids gaps between responsibilities. Confusion is the issue which needs addressing. For example, why are there several databases – Coflein, Archwilio, CARN, and then Landmap, The People's Collection? How do these relate?
- Missed opportunities. Welsh Archaeological Research Framework, recently revised. Ongoing refreshing of this would be good. In England, the Regional Research Frameworks have been helpful in assisting English Heritage to develop corporate national priorities.
- Portable Antiquities Scheme – uncomfortable – where does it fit in? Funding?

- Marine historic environment. How will this be affected by any future increase in devolution from UK legislation? Might this affect legislation relating to wreck sites off the Welsh coast? Devolution may lead to new responsibilities for Wales. How can these be managed and funded?

Final 'big idea' ambitions

Participants were invited to leave their Big Ideas for the outcome from the assessment exercise, as 'post its' at the end of the afternoon. These were individual contributions, rather than Group views. They are clustered below in the four themes that emerged from the Forum discussions.

Strong, engaged strategic partnership - not simply collaborative ventures

- "Keep 3 separate institutions but increased partnership working to encourage clear route map"
- "Retain distinctive nature of RCAHMW, Cadw and WATs with a view to enhancing collaboration on curation of HERs and publication."
- "Overall:
Local Trusts - fulfil well-defined and accessible roles
RCAHMW – high quality research & communications
Cadw - as [Government] provider – can be remote geographically (outside Cardiff) – has a separate formal role."
- "Make Trusts' payscales commensurate with Cadw and RCAHMW."

Clarification of roles – confusion more than overlap

- "Keep the three institutions separate – do not merge."
- "Provision of ground rules for above ground recording to be agreed by Commission and Trusts."
- "Produce a single publication that clearly identifies the functions and roles of the three subject organisations, accessible to all."
- "Move RCAHMW from Cadw to CyMAL"
- "Don't mix terminology:
 - i. Archaeology is part of the historic environment
 - ii. Historic environment is different from the wider notion of
 - iii. Cultural Heritage."

Integrated management of records

- "Streamline digital resources"
- "Partnership of equals is required – not of paymaster and servants as presently exists."
- "One source for users would be useful e.g. People's Collection, partners would also include local museums etc"

A coherent, shared outward-facing identity

- "One central road map and historic environment coverage to be available on all organisations websites."
- "Work towards a seamless approach, include the marine, include other organisations/ institutions' sectors."
- "Think the sector needs to have a cohesive 'marketing' voice to advocate tourism sector for funding- stressing importance of Welsh cultural heritage."
- "Tourism as another justifying factor also needs to be considered"

PARTICIPANTS

Participants in the User Forum were nominated by Cadw, the Commission and Archaeological Trusts.

Janet Bailey, independent archaeologist, Lampeter University Lecturer, CBA Wales committee member, familiar with work of CPAT and Commission as a researcher

Eva Bedsdorff, Powys Museums Service and representing interests of archives/ records management and user access.

Alison Coleman, Copyright lawyer, retired, now consultant and adviser to The Peoples Collection.

Jeff Davies, formerly University of Aberystwyth, Trustee for DAT and CPAT, also has contact with Cadw and RCAHMW.

Chris Delaney, Museum consultant, Trustee DAT, consultant to The People's Collection, Coflein etc.

Susan Edwards, Glamorgan Archives, familiar with archives across Wales and interface with Cadw et alii; represents the public as a user of online resources.

David Jenkins, formerly university lecturer. Represents Amlwch Industrial Heritage Trust (mining heritage), and has dealings with all bodies. Trustee of GAT.

Dave Jump, Secretary of IHBC Welsh branch, Conservation Officer Anglesey.

Dave Mason, works for a development company and familiar with the role of the Archaeological Trusts.

Nigel Nayling, lecturer at Trinity St David, consultancy work with Trusts, RCHAMW and Cadw, Chair of CBA Wales; has worked for GGAT.

Rhian Parry, representing the public and relationships with all bodies on behalf of the voluntary / community sector, interested in quality of services.

Kathy Laws, National Trust archaeologist, covers North Wales but also South Wales at present.

Glyn Parry, National Library of Wales, based in Aberystwyth and working in partnership with the RCAHMW.

Dawn Roberts, Wrexham Borough Council, responsible for the Pontcysyllte WHS nomination process working closely with RCHAMW.

Esther Roberts, Bangor Museum, mostly has contact with GAT and RCHAMW on archaeological archives.

Simon Robertshaw, Monmouthshire Conservation Officer with contact with all bodies on casework and records.

Tim Malim, representing the Federation of Archaeological Managers and Employers, works for SLR Consulting based in Shrewsbury, has working knowledge of all the bodies.

Jane Tibbett, WAG Rural Affairs, concerned with agri-environment schemes and implementation of Glastir. The Trusts' role is significant in this but also changing.

Annexe 3

Royal Commission on the Ancient and Historical Monuments of Wales



Operational Plan 2012/13



Children engage with ancient life and new technology at our Open Days



Who are we?

The Royal Commission on the Ancient and Historical Monuments of Wales is the investigation body and national archive for the historic environment of Wales. Founded by Royal Warrant in 1908, we have been sponsored by the Welsh Government since 1999. We complement related bodies including the other two Welsh national collections, the National Monuments Records of England and Scotland and specialist bodies internationally.

- We research and record archaeology, buildings, landscapes and maritime remains from prehistory to the present.
- We care permanently for Wales' rich archive of the historic environment in the National Monuments Record, a major cultural resource of 2 million photographs, 125,000 drawings and millions of pages of other documents.
- We support people to learn about our rich heritage through excellent publications, outreach and online resources.
- We provide impartial advice and information to help people manage the historic environment sustainably and ethically.

Mission Statement

The Royal Commission is the investigation body and national archive for the historic environment of Wales. It has the lead role in ensuring that Wales's archaeological, built and maritime heritage is authoritatively recorded and seeks to promote the understanding and appreciation of this heritage nationally and internationally.

We gain our authority from our Royal Warrant, which directs us 'to provide for the survey and recording of ancient and historical monuments and constructions from the earliest times (including the ancient and historical monuments in, on or under the sea bed within the United Kingdom territorial sea adjacent to Wales) by compiling, maintaining and curating the National Monuments Record of Wales as the basic national record of the archaeological and historical environment'.

Our values

1. Putting people at the heart of what we do.
2. Serving people with commitment, equality and impartiality.
3. Linking everything we do for the historic environment.
4. Working towards outcomes that matter.
5. Looking outward, collaborating and supporting.
6. Innovating and learning continuously.



Our annual Open Day brings in new friends and users

What will we do during 2012-15?

During the coming three years we will focus on delivering the following ten products or outputs:

1. The authoritative, permanent national archive of the historic environment of Wales.
2. Excellent data services that ensure effective online information about the historic environment of Wales.
3. Thematic projects of investigation, coordinated with partners, that develop knowledge and understanding according to strategic needs.
4. High-quality documentation of outstanding heritage assets and important heritage assets at risk.
5. Impartial, expert advice to decision makers in the historic environment.
6. Previously unknown heritage assets identified and where appropriate proposed for statutory protection.
7. Accessible and authoritative publication and communication that promotes understanding and engagement.
8. Programmes and products that ensure the public, educators and decision makers are aware of our resources and how to use them.
9. Programmes that promote innovation and excellence in investigating, recording, archiving and understanding the historic environment.
10. An economic and effective organisation.

Why will we do it?

We fulfil roles set out for us in our Royal Warrant and Remit Letter and statutory obligations under the Public Records Act and the Planning (Listed Buildings) Act to care for public records and record heritage assets.

Our outputs have been devised to achieve the following primary outcomes:

1. An authoritative and well used national archive and information service for the historic environment, and
2. A historic environment that is authoritatively investigated, recorded, understood and appreciated.

Our work supports Welsh Government strategic outcomes in the *Programme for Government*, in particular the priorities of the Minister for Housing, Regeneration and Heritage for the historic environment, archives, culture and national collections. Stakeholders, partners, local and national government, educators, families, children, the media, researchers and individuals use our outputs to generate outcomes in well-being, sustainability and culture.



Training a community group to survey their local archaeological sites

Examples of the uses of Royal Commission outputs contributing to Programme for Government commitments

Widen access to our culture, heritage and sport, and encourage greater participation	<ul style="list-style-type: none"> • Growing numbers of people use our online resources free of charge • Children and families in deprived communities engage with us through targeted outreach activities • People use our online resources and publications to visit sites and increase their enjoyment of heritage • Community groups use our resources to engage people with their past • Researchers consult our archive and online databases to increase knowledge and understanding of history, archaeology and culture
Introduce the Heritage Bill with supporting policy activity and public engagement	<ul style="list-style-type: none"> • Cadw use our participation in development work for the Heritage Bill to enhance its relevance
Deliver Cadw's conservation programme for monuments in state care, alongside the designation of further heritage assets	<ul style="list-style-type: none"> • Cadw use our records and advice to inform decision-making at properties in care • Cadw use our discoveries and advice to make informed decisions about additional statutory protection
Strengthen regional collaboration in the delivery of library, museum and archive services	<ul style="list-style-type: none"> • The Welsh Archaeological Trusts use our support to enhance their Historic Environment Records • Local archives and museums and the other two national collections use our resources and advice in exhibitions, publications and partnership work
Develop the potential of digital media to promote culture through People's Collection Wales and other on-line initiatives	<ul style="list-style-type: none"> • Our partners in People's Collection Wales use our lead work in innovation, our archive and expertise to develop high-quality tools and resources • Schoolchildren, teachers and the public use our resources and tools on People's Collection Wales • Cadw, the National Museum and others use our Historic Wales Portal to make their data available to the public online
Strengthen creative industries in Wales	<ul style="list-style-type: none"> • The media use our archive resources and advice to enhance the quality of their output • Artists, writers, architects and designers utilise our archive to inspire and enhance their own output
Strengthen the place of the Welsh language in everyday life	<ul style="list-style-type: none"> • Welsh speakers and learners use our high-quality publications through the medium of Welsh
Strengthen the conditions that will enable business to create jobs and sustainable economic growth	<ul style="list-style-type: none"> • Visitors use our on-line database Coflein, our publications and our heritage depictions on OS maps to consider and plan visits to Wales • Heritage attractions use our resources to interpret sites and enhance the visitor experience • People in the historic environment sector use our professional development opportunities and events to improve their own practice and develop high-quality skills for Wales
Support the delivery of effective and efficient public services that meet the needs of people in	<ul style="list-style-type: none"> • Cadw use our services to them in aerial monitoring, maritime planning, care of their records, online provision of site information and targeted research to operate effectively

Wales	<ul style="list-style-type: none"> • The Welsh Archaeological Trusts use our funding and support to operate Historic Environment Records • Stakeholders use our advice in conservation and site interpretation projects
Help everyone reach their potential, reduce inequality, and improve economic and social well-being	<ul style="list-style-type: none"> • Individuals in Wales and beyond use online systems to learn about Wales, its places and heritage to enhance interest, knowledge and well-being • Teachers and children utilise our resources in learning about heritage • Community history groups use our resources to learn about their areas and develop pride • Informal learners use our resources to develop knowledge and confidence • People are engaged by the heritage of Wales and increase their wellbeing through our publications, resources and television programmes
Better health for all, with reduced health inequalities	<ul style="list-style-type: none"> • Individuals use our Discovering Upland Heritage resources, e-trails and online information to visit sites, walk and enjoy the environment
Create a fair society free from discrimination, harassment and victimisation with cohesive and inclusive communities	<ul style="list-style-type: none"> • Individuals and educators use our records of minority faith buildings to understand diversity • The public, educators and the media will use our forthcoming project on the heritage of migrants to increase understanding of minorities in Welsh history
Become a One Planet Nation, putting sustainable development at the heart of government	<ul style="list-style-type: none"> • The Welsh Government uses our advice and resources in off-shore planning • Site owners, developers, architects and planners consult our records and seek our advice to devise proposals for historic environment assets



We lead walks for community and special-interest groups

How will we do it?

The Royal Commission works within the limits of its Framework Document as a Welsh Government Sponsored Body. The Accounting Officer is the Director General of Sustainable Futures in the Welsh Government, to whom the Secretary of the Commission is personally accountable as Sub-Accounting Officer.

The Minister's annual requirements are set out in our Remit Letter. For 2012/13 this charges us with specific priorities identified throughout this Plan and the following general roles: 'to identify, interpret, survey, record and make available information of the highest quality for those concerned with the management of the heritage' and to curate the National Monuments Record of Wales.



Visitors examine original archive material in our library and search room

Ten Commissioners and the Chairman supervise all our operations*. Our Commissioners are Crown appointees whose primary role is to ensure the full and proper execution of the duties defined by the Royal Warrant within a governance regime of regularity and propriety. They meet in plenary session and subject committees. The scope and nature of their responsibilities, and the division of responsibilities between their role and that of staff, are set out in Standing Orders.

Commissioners 1 April 2012*

Chairman: Dr Eurwyn Wiliam MA, PhD, FSA
Vice-Chairman: Mr Henry Owen-John BA, MIFA, FSA
 Mrs Anne Eastham, BA, FSA
 Ms Catherine S. Hardman, BA, MA
 Mr Thomas O. S. Lloyd, MA, OBE, DL, FSA
 Mr Jonathan Hudson MBCS
 Dr Mark Redknapp BA, PhD, MIFA, FSA
 Professor Christopher Williams BA, PhD, FRHistS
Secretary: Dr Peter Wakelin, BA, MSocSc, PhD, FSA

*The Commission is awaiting approval from the Welsh Government to replace three Commissioners who retired on 31 December 2011.

The Royal Commission's Running Costs budget from the Welsh Government, shown below, is set to decline until at least 2013/14. The organisation has done well in obtaining grant funding and raising its earned income over recent years. This has helped to maintain its vibrancy and productivity, but it should be recognised that grants and earned income all represent additional commitments rather than support for our core services. Declining support from the Welsh Government therefore still represents a significant challenge.

HERITAGE MAIN EXPENDITURE GROUP (MEG)				
REVENUE AND CAPITAL BUDGET Departmental Expenditure Limit		£'000s		
<i>Spending Programme Area</i>	<i>Budget Expenditure Line (BEL)</i>	<i>2012/13</i>	<i>2013/14 indicative</i>	<i>2014-15 indicative</i>
Conserve, protect, sustain and promote access to the historic environment	RCAHMW – Running Costs/Current Expenditure	1,973	1,885	1,885
	RCAHMW – Grants	165	167	167
	RCAHMW – Current Receipts	-80	-80	-80
	Total	2,058	1,972	1,972
Conserve, protect, sustain and promote access to the historic environment	RCAHMW – Capital expenditure	45	45	45
	RCAHMW – Capital receipts	-30	-30	-30
	Total	15	15	15
	Resultant Net Budget funding available	2,073	1,987	1,987

The Governance Review of the Commission in 2010 reflected on the enormous amount that we achieve with our relatively small budget. The maintenance of our services at the current high level despite budget reductions is a reflection of both careful planning and the dedication and commitment of increasingly hard-pressed staff.

Employing highly experienced and skilled staff remains our largest commitment. The restructuring begun in 2010 is phased for completion in 2013/14. The number of established, permanent staff has been reduced to the necessary level already, but some posts in the new structure cannot be filled until further savings have been made or additional resources become available. The grants we pay to other bodies and some of the specialist services we obtain to operate effectively have been protected from reductions. Our small capital budget remains unchanged.

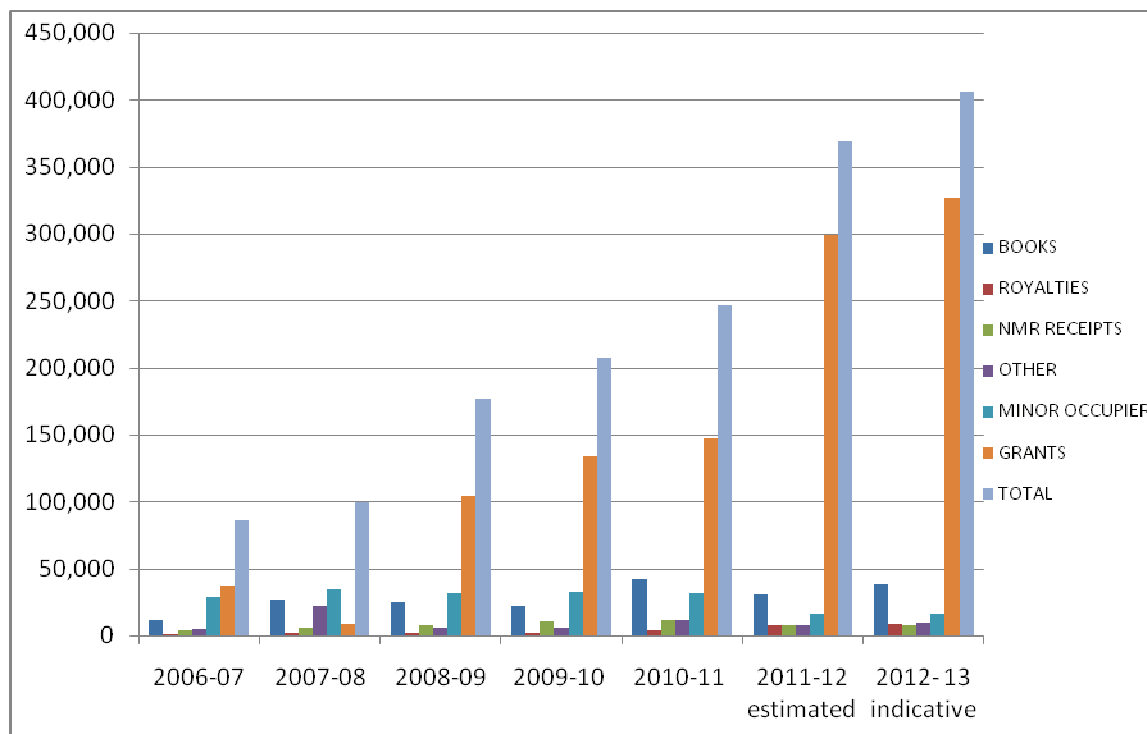
Administrative costs are kept low by our policy of providing back-office functions and selected outputs through shared services with a range of other bodies, for example:

- Our finance services and terms and policies for Human Resources are provided by the Welsh Government.
- We take advantage of shared procurement with the Welsh Government and through Buy4Wales.
- Our pensions provider is the Principal Civil Service Pension Scheme.
- Our site record, catalogue, digital archive and web services have been delivered through a pioneering shared services partnership, SWISH, with the Scottish Royal Commission in Edinburgh since 2003.
- We deliver the People's Collection Wales through a partnership between the Commission, the National Library and the National Museum with support from CyMAL and other bodies.

EXPENDITURE COMMITMENTS 2012/13	£'000
Salaries	1,311
Running Costs	367
Commissioners' Costs	27
Capital	15
Grants, specialist and allied services	433
Gross Expenditure	2,153
Earned Income	-80
Net Expenditure	2,073

Our income from sources other than our budget from the Welsh Government has developed since we were permitted to utilise external funds in 2006/7. We intend to generate over £400,000 in external income during 2012/13. Sales of publications and income from licensing archive material have increased markedly but the biggest increase has been the result of obtaining grant funding from a range of sources, including the

Heritage Lottery Fund, the European Union, CyMAL and Higher Education bodies. Many of our projects are carried out through external partnerships that bring additional resources to bear on our services, for example from local authorities, universities, heritage bodies and community groups. We expect to maintain this strong record and advance it further.



Graph of external income generation since 2006/7

Our key actions for 2012/13

Our priorities for 2012/13 are informed by our Remit Letter, the Government's policy documents *Archives for the 21st Century*, *Sustainable Development Action Plan* and *Ministerial Priorities for the Historic Environment of Wales*, a draft of which was put before the Assembly by the Minister for Housing, Regeneration and Heritage on 6 January 2012.

We will maintain our awareness of developments in Ministerial policy as they occur. We will work closely with Cadw and CyMAL to explore how the Minister's heritage portfolio can be best configured for effective and sustainable delivery. We will also continue to develop with partners in Cadw and the four Welsh Archaeological Trusts the recommendations of the Historic Environment Assessment Exercise, working collaboratively through the joint coordination groups established in 2011.

We will continue to measure the impacts we have on strategic outcomes, for example by maintaining registers of enquiries and satisfaction levels, undertaking online user surveys, evaluating Generic Learning Outcomes,

counting users of our online resources, publications and exhibitions, maintaining logs of training provided and obtaining audience research. The results will continue to inform service delivery and planning.



Schoolchildren visiting Trawsgoed Roman villa in north Ceredigion

1.

n authoritative and well-used national archive and information service for the historic environment

We are committed to high-quality services to customers and the general public. During 2011/12 we set increasingly challenging Key Performance Indicators driven by the needs of our customers, and in 2012/13 we will:

- raise our target for use of Coflein from three-quarters of a million to a million page views;
- raise our target for visits to our online resources from 100,000 to 150,000.

Among key projects in 2012/13, we will:

- take decisions to enable us to extend and improve our archive accommodation in the light of the archive audit and accommodation options appraisal;
- complete the digitisation of the Falcon Hildred collection of drawings of industrial towns and buildings and make them available free online, supported by a film, touring exhibitions and a publication;

- implement the first phase of our action plan for Trusted Digital Repository status, ensuring the long-term preservation of digital records, through our SWISH partnership;
- Maintain the National Monuments Record of Wales as the permanent national archive for the historic environment and complete the agreed development programmes for Coflein as its online catalogue;
- carry out a prioritised programme of data enhancement of Coflein to ensure that more of the wealth of information about heritage sites is accessible online;
- work with partners through the Records Coordination Group to create a new strategy for records relating to the historic environment.

2. *A historic environment that is authoritatively investigated and recorded and that is understood and appreciated nationally and internationally*

During 2012/13, we will:

- continue our community engagement activities focused especially on children and people in Communities First areas under the Metal Links Interreg partnership and our CBA community archaeology bursary, engaging with at least three communities in depth and developing toolkits for community heritage to roll out nationally;
- further our project for the Aerofilms archive with English Heritage and the Scottish Royal Commission, supported by the Heritage Lottery Fund, this year developing social networking and community outreach;
- provide work experience, volunteering opportunities, continuing professional development, training and events for existing professionals, new entrants and young people and raise our target from 150 person days of successful training to 200;
- implement our plan for widening access for children, families and young people in poverty in order to draw together existing and new work with children and young people and maximise outcomes, working with partners;
- continue to support Cadw in its development of the Government's proposed Battle Sites Register and make recommendations concerning at least six more candidate sites;
- develop our track record of imagination and creativity in developing and sharing approaches to investigation and engagement;
- raise our target for publishing books that increase understanding of Welsh heritage from one to two, to include a study of sports heritage and projects that make accessible the wealth of the National Monuments Record;
- complete detailed studies of slate quarry sites at risk for our authoritative study of the slate industry of Wales and contribute expert advice to the development of the case for World Heritage Site status;

- support the sustainable management of the historic environment by reviewing our contribution of expert advice to the planning process in discussion with stakeholders.

3. An economic and effective organisation

We will continue to review our activities and identify and implement efficiency savings in order to maintain effective services within the planned reductions in government funding. We will:

- complete the restructuring begun in 2010;
- implement sufficient efficiency savings to enable us to operate within the indicative Welsh Government budget plans for 2013/14;
- continue to develop bids for external funding to facilitate strategic projects, with the aim of exceeding our total for 2011/12;
- continue to liaise with the National Library of Wales over options for joint working and future shared accommodation.

We will work with partners during 2012/13 to enhance joint-working across the cultural and historic environment sectors. In particular we will:

- work closely with Cadw and CyMAL to explore how we can ensure the core functions of the Minister's heritage portfolio are best configured for effective and sustainable delivery;
- engage with actions arising from Ministers' consideration of future uses of our present accommodation at Plas Crug;
- support and advise Cadw in its development of the Heritage Bill;
- chair the Strategic Management Board of People's Collection Wales and enhance collaborative working with National Museum Wales and the National Library of Wales for the project's delivery;
- pursue improved collaboration and shared approaches with the Welsh Archaeological Trusts and Cadw through the coordination groups established in 2011 and convene the Records Coordination Group.



Our archive includes 2 million photographs: Blaenavon's Big Pit in the 1970s

Key Performance Indicators 2012/13

1. Make publicly available on Coflein 10,000 new catalogue entries to maintain the national archive service of the historic environment.
2. Make publicly available on Coflein an additional 5,000 digital records and images.
3. Ensure that 95% of users of the National Monuments Record of Wales are satisfied or very satisfied with the service.
4. Attract 150,000 visits to Royal Commission online resources.
5. Make publicly available new site database records for 2,400 sites to agreed quality standard.
6. Make publicly available enhanced site database records for 3,000 sites to agreed quality standard.
7. Complete and transfer to the National Monuments Record of Wales documentation to an appropriate level of 80 sites through project work, heritage asset documentation and the assets at risk recording.
8. Respond to 90% of planning and consent consultations within 15 working days.
9. Deliver 200 person-days of successful work experience or training that enhances skills.
10. Monitor 650 Scheduled Ancient Monuments through aerial survey to inform Cadw's conservation and management actions.
11. Complete Uplands Archaeology Initiative surveys of 125 km² and transfer them to the National Monuments Record of Wales to create a validated record of the Upland heritage.
12. Publish two books that increase the understanding of Wales' heritage.
13. Attract 10,000 members of the public to exhibitions and events that increase understanding of the heritage of Wales.

14. Engage intensively with three communities across Wales in deprived areas to deliver activities appropriate to young people and families and develop toolkits to roll out nationally, liaising with partners.
15. Promote the public use of Coflein to achieve 1,000,000 page views as a result of online searches.



Bute East Dock, Cardiff, crowded with coal ships in 1921, from the Aerofilms Archive.

Communities, Equality and Local Government Committee Inquiry into the Welsh Government's historic environment policy

1. I am pleased to give evidence to the Communities, Equality and Local Government Committee's Inquiry into the Welsh Government's historic environment policy and I welcome the Committee's views on the issues that lie ahead of us.
2. The historic environment is central to our culture in Wales and to our local, regional and national identities. It is a shared resource and part of our collective inheritance.
3. In January, I launched my draft priorities for the historic environment of Wales <http://cadw.wales.gov.uk/historicenvironment/policy/ministerialprioritiesforthehistoricenvironment/?lang=en>. One of these priorities is to foster a better appreciation of the value and impact of local heritage to communities and to their sustainable development. I want to encourage people to understand, enjoy and value the features and stories that give places special character and distinctiveness and use that to inform new development and community wellbeing. I want to ensure that communities are involved in that process and empowered to make decisions about what is important to them.
4. The next eighteen months will be a crucial time for the historic environment as the Welsh Government continues to seize the opportunity, through the Heritage Bill, to take a fundamental look at the current systems and practices in place to protect our historic environment as well as looking at the wider social, environmental and other forces which will affect our heritage in the future. We know that we need to consider a system of protecting historic assets which is more fitting to modern day issues. Along the way there will be a period of extensive engagement and consultation including the forthcoming Treftadaeth conference on 19 July, publication of my Historic Environment Strategy in the autumn and formal consultation on Bill proposals next year. I welcome the valuable contribution that this Committee can make to this process.
5. The Committee has asked a number of consultation questions and I will address each of these in turn.

How appropriate and successful are the current systems employed by the Welsh Government for protecting and managing the historic environment in Wales?

6. There is currently a wide range of legislative controls to help protect historic assets, many of which have been in place for many years. The basic principle of the current system is to identify those heritage assets that are of national significance (including historic buildings and ancient

monuments) and to afford them statutory protection. Data on Wales' historic assets can be viewed in my position paper on the Historic Environment published in January 2012.

<http://cadw.wales.gov.uk/historicenvironment/policy/ministerialprioritiesforthehistoricenvironment/?lang=en>

Any proposed change that might impact on these designated assets has to go through a consent process.

7. In general this system has worked well although it could benefit from a programme of streamlining and modernisation.
8. I am also aware that there are a number of current tensions. One example is how we manage those elements of the historic environment of Wales that are not provided with statutory protection. For example, some historic buildings might be greatly valued by local communities but do not meet the strict criteria for statutory designation and consequently are more vulnerable to demolition.
9. The management of these non-statutory elements of our historic environment is currently the responsibility of local authorities, guided by planning policy and associated circular guidance. Any review of the legislative arrangements has to be accompanied by a similar examination of this wider policy framework.
10. In 2011 the Welsh Government published six key Conservation Principles for the sustainable management of the historic environment in Wales
<http://cadw.wales.gov.uk/historicenvironment/conservation/conservationprinciples/?lang=en>. They include the principles of shared ownership, shared responsibility, participation and transparency and these will inform the current review of our policies for protecting and managing the historic environment of Wales.
11. Historically, the protection and conservation of historic sites has focused solely on the material remains of the past – the fabric of buildings and monuments and its association with past events and individuals. However, the published conservation principles highlight the need to reflect on the wider values that heritage plays in our lives – its social, economic and community value. This recognises that people draw their identity or collective memory from a historic site and use them for a wide range of social and economic benefits.
12. These themes have already featured prominently in the programme of workshops and debate that I launched in February and which are helping to shape the future policy for the historic environment including the content of the forthcoming Heritage Bill, due to be introduced during the 2014-2015 session. By the end of July we will have held seven workshops and a national conference. A series of roadshow sessions are now being planned to provide an opportunity for further views to be expressed by the Third Sector and by the wider public.

13. From this consultation, people are already telling us that local communities need to be empowered to contribute to those decisions that are important to them. We are being asked to consider whether there is a scope for a system that fosters local decision making, perhaps working alongside the existing approaches to the assessment and protection of heritage assets.

How well do the Welsh Government's policies promote the historic environment in Wales (for instance, in terms of interpretation, accessibility, attracting new audiences and tourism)?

14. One of the priorities underpinning our policies to promote the historic environment in Wales is the commitment to widen access to our culture and heritage and encourage greater participation. Our outstanding heritage in Wales provides a real opportunity to support communities that can often feel distanced and indeed dis-engaged from their historic environment. It is therefore vitally important that the Welsh Government uses every opportunity to improve people's connection with and pride in the place in which they live. We have already seen a number of success stories in this area including international recognition of conservation and interpretation achievements, with Cadw at the front end of delivery.
15. The Welsh Government, through Cadw, is responsible for 127 of our greatest heritage sites, from great castles and abbeys to industrial heritage sites and prehistoric monuments. They are key elements of our tourism industry and for switching people on to our history.
16. They are also a means for encouraging our young people to unlock their own creative potential. For example, the current Cauldrons and Furnaces arts and heritage project held at eight Cadw sites across Wales is part of the Cultural Olympiad project and has been three years in the making. Almost 20,000 young people have learned new creative skills along the way and these skills are currently being showcased on a global stage. The project has engaged with hard to reach audiences and included among it homeless people, clients of the youth justice service and young people with disabilities. It forms part of a wider approach to widen Cadw's audience base, through a Heritage and Arts Framework.
17. Cadw archaeologists are also working with partners, such as the Archaeological Trusts in engaging with communities and new audiences by developing a range of activities designed to encourage participation in discovering more about the past. This emerging Community Archaeology Framework is already working with a range of new audiences, including young offenders and children in pupil referral units.
18. At the same time Cadw is not neglecting its more traditional audiences and the crucial role that heritage plays in the tourism economy. In

2010, £144 million was spent in Wales on holidays where culture was the main activity for the holiday, and £590 million was spent on holidays where a cultural activity was undertaken as part of the holiday – clearly a significant contributor to the visitor economy. The current investment of £19 million in the Cadw-led Heritage Tourism Project with funding from the European Regional Development Fund is an example of how current Welsh Government policy is seeking to exploit the tourism value of the historic environment. Cadw participates in the Cultural Tourism Partnership, which is convened by Visit Wales and maintains a close working relationship with the tourism sector.

19. Underpinning the Heritage Tourism Project is the development of an all Wales Interpretation Plan, which will be the first ever for any country in Europe and will offer Wales further international recognition. The plan will help to bring alive the stories of historic sites across Wales and make the sites more enjoyable to visit.
20. The storylines provide strong, structured, thematic and practical frameworks for delivering interpretation and will provide links to other places where visitors can ‘follow the story’. This joined up approach to interpretation should encourage visitors to understand that monuments do not exist in isolation, but are part of wider national or regional stories. It is fair to say that these monuments very often formed the ‘blueprint’ of the Welsh towns and communities and provided the framework around which they were subsequently built. This approach will encourage visitors to explore more heritage sites and make links between sites and stories. In this way it is anticipated that visitors will explore more and stay longer. Twelve thematic interpretation plans have now been completed and a further five plans are under way. I will be launching the overall plan at a major interpretation conference this autumn.
21. The successes of these programmes are borne out by individual achievements such as the award in 2010 of a prestigious Europa Nostra award from the Pan-European Federation of Cultural Heritage. This award, for the 15-year conservation project at the Bishop’s Palace St Davids, identifies Cadw’s conservation work as an outstanding example of heritage protection and the provision of public access, including for wheelchair users. Wales’ success and standing in the area of conservation and interpretation can be measured by the Federation’s decision to hold its next conference in Wales in 2013.

How well do the policies for the historic environment tie in with wider Welsh Government policy objectives (such as the regeneration of communities)?

22. Across the Welsh Government there is synergy between policies that support the historic environment alongside wider priorities. For example, it is the Welsh Government’s ambition to see the environment managed as a whole and understanding the cultural landscape of

Wales, and the consideration of human impact over time, is integral to such a holistic approach.

23. Within my own portfolio we are already building on the existing work between the Welsh Government and local authorities in Regeneration Areas to ensure that physical regeneration and economic development are informed by, and respect, the local heritage that makes places distinctive and special.
24. For example, the Welsh Government is working closely with the local authority in Swansea to deliver heritage-informed regeneration of the Hafod and Castle areas of the city. And in Caernarfon, Cadw's characterisation study of the town's waterfront has proved particularly valuable in providing an understanding of how the town's character can provide the bedrock of regeneration activity.
25. Sustainability is at the heart of the Welsh Government's agenda for Wales and conservation of the historic environment, using traditional methods and skills, is inherently sustainable. In Wales over one third of the total building stock dates from before 1919. This is higher than any other part of the UK and makes an understanding of traditional building crafts skills particularly relevant here.
26. Cadw has been actively engaged with a number of organisations in order to promote a well informed approach to the conservation and development of traditional buildings across Wales. This has included traditional building craft skills, with both a supply and demand focus. Cadw has liaised with the Department for Education and Skills on this issue, as well as ConstructionSkills Wales and other potential partners.
27. Cadw has also retained its own skilled craft workforce and is looking to employing new apprentices in the near future. It has also provided training places for trainees from the Heritage Lottery Funded Skills Bursary Scheme and supported training placements from the Tywi Centre. Craft skills are also of great interest to visitors of historic sites and Cadw is now weaving this into the visitor experience at key sites.

What would be the advantages and disadvantages of merging the functions of the Royal Commission on the Ancient and Historical Monuments of Wales with the functions of other organisations, including Cadw?

28. It is critical that we regularly examine our structures to ensure that we deliver our desired outcomes in the most efficient and cost effective way. The Commission does good and important work but I am also aware of the range of knowledge, skills and expertise needed to

sustain core functions of historic environment services as a whole and I am anxious to find a means to ensure wider and long term resilience in a climate of reducing public funds.

29. I have established a working group, comprising officials from the Royal Commission, Cadw and CyMAL, which is looking at these issues in detail. While the outcome could be merger, no decisions have yet been made and a number of potential models are being considered. The English Commission was merged with English Heritage more than a decade ago and a similar review of the Scottish Commission was initiated in late 2011.
30. I have made it clear that this process is not about generating savings but to ensure that budgets are efficiently targeted at the areas of greatest priority during what is expected to be an extended period of budget reductions.

What role do local authorities and third sector organisations play in implementing the Welsh Government's historic environment policy and what support do they receive in this respect?

31. Local authorities have a key role in the protection, management and promotion of the historic environment of Wales, in particular through the planning process. They are supported by Planning Policy Wales and associated circular guidance. Cadw works closely with local authority conservation teams through the Built Heritage Forum which provides a regular opportunity to share advice and expertise and focus on priority issues.
32. The work of the local authorities is also supported by a range of third sector organisations who provide advice on a number of specialist areas. For example the Welsh Archaeological Trusts provide advice to local planning authorities on the archaeological implications of development proposals. The Trusts are unique to Wales but the model is attracting growing interest from elsewhere in the UK.
33. This framework for the delivery of local historic environment services is being examined alongside the planned heritage legislation. Cadw has also set up a working group with the WLGA and local authority representatives to respond to the Simpson Compact commitment to review the scope for collaboration in the future delivery of support for listed and historic buildings. This group is considering how best issues such as capacity and consistency of conservation advice can be addressed in future.
34. My Historic Environment Group (HEG) is there to advise the Welsh Government on action to benefit and promote the historic environment of Wales and brings together key partners from across disciplines and sectors. Its role is to identify strategic issues and priorities for action including the roles of the public, private and voluntary sectors in

maintaining and enhancing the historic environment and the co-ordination of joint working and partnership.

35. HEG brings together the strategic players in the historic environment sector on a regular basis. Significant among these are the National Trust in Wales, British Waterways (shortly to become Glandŵr Cymru) and Amgueddfa Cymru – National Museum Wales. These and other HEG members are also custodians of heritage assets and key contributors, alongside Cadw, to the economic, social and educational impact of the historic environment.
36. The historic environment Third Sector is vibrant and does much good work to bring heritage alive. There are over 87 third sector organisations in Wales which could be called museums. Almost half of these are run entirely by volunteers. Such museums play a vital role in interpreting the historic environment. They do this through displays and exhibitions, trails, lectures, work with schools and communities, as well as being as repositories for artefacts from the historic environment.
37. Another example of the good work of the Third Sector is Heritage Open Days- ‘Open Doors’. Cadw funds the Civic Trust for Wales to arrange ‘Open Doors’ events each September and many local voluntary and civic groups are involved in organising and staffing these events. Many thousands of people visit heritage sites for the first time as a consequence of this annual celebration.
38. I am conscious, however, that the historic environment Third Sector is also vulnerable and disparate. My draft priorities for the historic environment of Wales launched in January set out my concerns over the resilience of the sector with its heavy reliance on public funding, and we will need to consider further whether the sector has the capacity, structure and clarity of purpose to sustain its future direction.

Next steps

39. It is good business practice to keep under review both what the Welsh Government is funding and the ways in which we ourselves are delivering on the ground, and whether the balance between policy and delivery is correct. I have a portfolio which is designed for joined up delivery and, while there are inevitably resource challenges, I believe through new legislation, imaginative strategic planning and partnership working, there is scope to deliver bold, imaginative and creative solutions for the protection and use of the Welsh historic environment into the future.
40. I look forward to hearing the Committee’s views which will help inform my thinking over the coming months.

Huw Lewis, Minister for Housing Regeneration and Heritage.