

Past and Present – Report of an Inquiry into the Historic Environment

Update on progress against recommendations – January 2021

Recommendation 1. Cadw should now prioritise the roll-out of Heritage Partnership Agreements.

Initial response: Accept

Heritage partnership agreements will bring owners, consenting authorities and other interested parties together to create long-term management plans for historic assets. The agreements will include agreed programmes of works with the necessary scheduled monument and/or listed building consents.

Unfortunately developing the framework for the agreements alongside other priorities has taken much longer than initially anticipated. However, I am pleased that a twelve-week public consultation on draft regulations and guidance required for heritage partnership agreements was launched on 18 January 2021.

Although the regulations will not be made in this Senedd term, we are confident that they will be made in 2021.

Recommendation 2. In the coming year, Cadw should provide greater clarity on the future system of preservation notices.

Initial response: Accept

As outlined in the Welsh Government's initial response, research was undertaken to inform the development of preservation notices. That research concluded that preservation notices could be a disincentive to prospective owners rescuing listed buildings at risk. A number of stakeholders offered views that reinforced this conclusion.

The research report did identify some non-legislative actions that could be undertaken to support current efforts to deal with listed building at risk. Consequently, over the last two years, Cadw ran several listed building enforcement workshops for local authorities. These well-received sessions improved officers' knowledge, skills and understanding by providing instruction on the relevant legislation and enforcement powers available to local authorities and sharing best practice across local authority areas.

Housing regeneration and planning colleagues have provided similar training to local authorities on other general powers available to deal with neglected and empty properties, which may include listed buildings.

In recent months, one of Cadw's historic buildings inspectors has been allocated responsibility for developing the approach to dealing with buildings at risk, drawing on analysis of data from the all-Wales condition survey of listed buildings and

liaising with local authorities. Cadw is also working closely with other departments of Welsh Government to identify future development opportunities for listed buildings at risk, for example through the Transforming Towns Programme.

Recommendation 3. Now that Cadw's future status has been determined, the Minister should implement those parts of the Historic Environment Act relating to an Advisory Panel for the Historic Environment or, if he does not agree with the need for a panel, he should propose changes to the current law.

Initial response: Accept in principle

The Cadw Internal Agency board has been in place since 1 May 2019. Its remit is to support, scrutinise and monitor Cadw's strategic direction, business plan and standards. The [first annual report for Cadw](#) since the Board was established has been published. This provides an overview of Cadw's work and achievements in 2019/2020.

The Advisory Panel for the Welsh Historic Environment was intended to provide the Welsh Ministers with advice on matters relating to the formulation, development and implementation of policy and strategy. With the Cadw Internal Agency board in place, there is no clear role for the Advisory Panel as envisaged in the 2016 Act.

If an appropriate legislative opportunity presents itself, the Welsh Government would consider repealing the provisions requiring the establishment of the Advisory Panel for the Welsh Historic Environment.

Recommendation 4. The effectiveness of the statutory list of historic place names should be kept under review, with a view to introducing additional protections if the current list proves ineffective.

Initial response: Accept in principle

Since its launch in 2017, the List of Historic Place Names of Wales has doubled in size to include nearly 700,000 entries. Its full-time curator, who is employed by the Royal Commission on the Ancient and Historical Monuments of Wales, is responsible for enhancing the list and raising public awareness of historic place names. He has worked in partnership with staff from the Welsh Government and the Office of the Welsh Language Commissioner to engage with local authority street naming and numbering officers to make them aware of the List and other complementary resources. He has also been able to assist a number of local authorities to identify appropriate historic names for new properties and streets.

Awareness of the importance of historic place names has undoubtedly increased substantially over the last few years. As part of the development work for the Historic Environment (Wales) Act 2016, the Welsh Government gave serious consideration to formal protection for historic place names. After analysing various options, the conclusion was that such protection would be costly (requiring consent, enforcement and appeal regimes), extremely difficult to enforce and would possibly

raise human rights issues regarding house and property names. However, we continue to keep our policies for Welsh place names under review. We are gathering evidence to inform our consideration of future options, which might include local programmes, public awareness raising or, if necessary, legislation.

Recommendation 5. The Government should keep the Act under review and formally review its impact after it has been in operation for five years.

Initial response: Accept

The provisions of the 2016 Act are regularly reviewed and it is clear that some are working particularly well, such as consultation, interim protection and review for new designations and the simplified scheduled monument consent process.

In recent months, a number of temporary stop notices have been issued to stop damage to some of our most important scheduled monuments in Wales. While these powers have been used with regret, they have been effective in protecting our scheduled monuments from unauthorised works. Other provisions were introduced into the Act as deterrents, in the knowledge that they would be rarely used.

Some provisions, such as the register of historic parks and gardens, have been more challenging than anticipated to introduce. The boundary of each park and garden has been reviewed prior to consultation with the owner and occupier. This has taken longer than first anticipated, but good progress has been made and we propose to commence these provisions in 2021.

Formal review will be undertaken when the significant provisions of the Act relating to heritage partnership agreements and the register of historic parks and gardens have been in operation for sufficient time to measure their effectiveness. We will continue our regular monitoring of the effectiveness of the other provisions of the 2016 Act.

Recommendation 6. Cadw should work with the National Trust and other partners to encourage the historic environment sector to emulate the National Trust's work to make management of the sector more environmentally-friendly.

Initial response: Accept

Cadw continues to work closely with the National Trust and other partners both within Wales and across the UK on the issue of climate change. The current focus is on adaptation. For example, National Trust is a key member of the Historic Environment Group Climate Change Subgroup alongside Cadw. The subgroup published the Historic Environment and Climate Change in Wales Sector Adaptation Plan in February 2020. The objective of the plan is to encourage collaboration and action across all sectors that will increase our knowledge, increase our capacity and build the resilience of the historic environment. Cadw is also working with National Trust, Historic England, Historic Environment Scotland

and the Department for Communities in Northern Ireland on a number of collaborative activities, including the development of a climate hazard mapping project and trying to secure a joint presence at COP26.

Cadw is liaising with The Carbon Trust to discuss baselining carbon emissions across the wider Cadw estate as a means to set out a plan of action to further reduce its carbon footprint by the end of 2030. A draft report which will outline potential further savings is expected by the end of April 2021.

Projects carried out by Cadw have included the installation of air-source heat pumps, green roofs and the widespread installation of LED lamps to visitor centres. Cadw's current projects – Caernarfon Castle's Kings Gate, Caerphilly Castle's proposed new café, the visitor centre at Tretower Court Great Barn and new holiday apartments at Porth Mawr - all include energy saving fittings and equipment.

Other Cadw projects have included working with the Refill Nation initiative to install water bottle refill stations at many of Cadw's staffed sites, and working in partnership with Transport for Wales on a 2 for 1 entry promotion to encourage train travel to sites.

There have also been discussions with colleagues in Welsh Government about increasing biodiversity across the estate. Many of Cadw's more remote sites are predisposed to creating natural habitats for wildlife. At larger sites – Caerphilly Castle and Blaenavon Industrial Heritage Works – there are planned changes to increase and enhance planting to attract more pollinators and wildlife.

Recommendation 7. Cadw should publish its survey of heritage at risk at the earliest opportunity and in the most complete way compatible with data protection requirements.

Initial response: Accept

The condition of listed buildings in Wales is assessed by Cadw on a five-year cycle applying a standard assessment methodology. The information is held on a digital Buildings at Risk Register which is accessible to all local authorities in Wales.

The condition of all scheduled monuments in Wales is assessed by Cadw's field monument wardens on a ten-year cycle applying a standard assessment methodology. The information is retained on Cadw's Historic Assets database and is used by Cadw officers to provide management advice to owners and inform decisions about grants.

Work is under way to provide public access to this information in a manner consistent with data protection through the Cadw website. A new Historic Assets database has been developed hosting descriptive designation information. During 2021 this will be linked to the condition survey data. It is recognised that the condition of historic assets is a reflection of many factors, including many that are outside the control of owners and site managers such as threats associated with

climate change. Publication of data needs to be sensitively handled, presenting the information in a manner consistent with encouraging best practice and alongside resources and guidance that can help owners to manage their assets appropriately.

Recommendation 8. Cadw should restart its grant funding for owners of listed buildings and scheduled monuments at risk. This could have a particular focus on:

- Buildings/monuments at risk.
- Making listed buildings environmentally-friendly.

Initial response: Accept in principle

I can confirm that Cadw restarted its grant funding programme for owners of listed buildings and scheduled monuments in 2018/2019. A budget of £1.1 million has been set aside for this programme for the 2021/2022 financial year.

In recent years, Cadw has focused its grant support on projects that deliver direct benefits to communities. Its investment targets the repair and conservation of assets that are in community use or that provide a community service. Buildings at risk are prioritised where there is a viable use. Cadw also supports third sector organisations that promote the conservation and re-use of historic buildings for community benefit, such as the Architectural Heritage Fund and the Heritage Trust Network.

Recommendation 9. Cadw should establish a “resilience programme” (along the lines of the Arts Council’s work in this area) to help owners of designated heritage assets to make them more financially sustainable.

Initial response: Accept in principle

Cadw provides an annual revenue grant towards the operation in Wales of the Architectural Heritage Fund which employs a support officer in Wales, and provides advice, grants and loans, including project viability and project development grants. In recent years, Cadw has supplemented this with capital grants to directly support projects funded by the Architectural Heritage Fund in Wales.

Recommendation 10. The Minister should provide more detailed targets, a clear timeline for progress and measurable milestones for the development of the Historic Wales partnership. We expect to receive regular reports on progress in this area from the Minister in future.

Initial response: Accept in principle

The Historic Wales Strategic Partnership Steering Group has met over 15 times since its inception in 2017. In addition, a series of subgroups have met on a regular basis, to consider collaboration across a number of areas including customer service, skills, commercial activities and back office functions. For example, the

commercial subgroup has shared good practice on branding, partnerships and commercial performance and research. The customer service subgroup has collaborated in the development of a shared customer service standards framework and obtaining and sharing customer feedback. The skills subgroup is about to embark on a collaborative audit of skills across the Partnership – partly to identify gaps in provision and to identify potential opportunities for shared future training programmes. Partners continue to explore opportunities for bi-lateral initiatives, for example between Cadw and the National Museum, who have shared interests in the Caerleon Roman Fortress and the Blaenavon World Heritage Site.

A particular strength of the Partnership to date has been the active participation of trade union representatives – both in the Steering Group and in the subgroups. The secretariat for the Partnership is being rotated between members and currently sits with the National Library of Wales. During the pandemic the group has become a valuable vehicle for sharing intelligence and best practice, for example with managing heritage attractions under Covid restrictions.

The Partnership is currently reviewing its work to date with a joint workshop planned for early 2021. There will be a focus on refreshing the partnership, reflecting on recent achievements but also renewing a shared commitment to genuinely collaborative and efficient working.

Recommendation 11. The Minister should set out a plan of how he will encourage and support local authority collaboration and cross boundary working.

Initial response: Accept

Cadw works actively to encourage collaboration between local authorities in the protection and informed management of the historic built environment through the Built Heritage Forum, which includes representatives from all local authorities in Wales. This Forum enables discussion of best practice and opportunities for collaboration in respect of training and sharing skills. In addition, Cadw's historic buildings inspectors work with local authorities at individual and regional level, providing guidance, training and mentoring.

Archaeological advice in respect of planning and heritage management is provided through four regional Archaeological Trusts, each one covering several local authorities. The funding for this service is provided by grant aid from Cadw and the local authorities and ensures consistency of advice and service throughout Wales.

There are also strong strategic and operational links between Cadw and its equivalent heritage organisations operating in England, Scotland and Northern Ireland. At a strategic level there is regular sharing of information and intelligence that has been particularly beneficial during the pandemic by helping to inform targeting of financial support. Operationally, Cadw is engaged in a number of cross-border projects including a multi-partner Offa's Dyke Management Project (with Historic England and local authorities on both sides of the border) and a four-nation AHRC Marine Historic Environment project bid.

Recommendation 12. Cadw should improve its promotion of non-Cadw sites at its sites and other custodians of historic sites and buildings, particularly the National Trust and local authorities should reciprocate.

Initial response: Reject

The original response was to reject this recommendation with the Minister stating 'Cadw is already doing a great deal to promote non-Cadw sites. However, it should be given the freedom to determine its own ongoing marketing priorities. Also Cadw is not in a position to dictate to others how they prioritise their promotion programmes.'

However, Cadw has continued to work in partnership with Amgueddfa Cymru / National Museum Wales to cross promote sites where possible, most notably Blaenavon Iron Works, Big Pit, the National Roman Legion Museum and the Caerleon Roman Fortress and Baths.

Cadw has also worked with the National Trust on reciprocal agreements in Conwy, Chirk Castle, Dinefwr and Cilgerran.

Recommendation 13. Cadw should work (within the Historic Environment partnership) with the National Trust to see how the National Trust's considerable knowledge of the market can be used to:

- increase revenues across the historic environment sector; and
- improve digital interpretation across historic sites in Wales.

Initial response: Accept in principle

Cadw's commercial performance, driven by award winning marketing campaigns and improvements to the visitor experience, has grown significantly. 2019/20 was the most successful year in Cadw's history, generating a record of just over £8 million in income. Income was projected to reach £8.2 million by the end of March 2020, but the February storms and the Covid-19 outbreak led to the sites being closed.

Cadw has been impacted severely by the global pandemic with sites having to shut to visitors for most of the year. The long-term impact is still uncertain. However, Cadw is aiming to improve its commercial performance, including revenue, and its overall communications by investing in a new brand and a new digital business management system. This will not only allow it to operate its retail activities more efficiently but will also provide an improved understanding of visitor needs and expectations which in turn will significantly improve its ability to provide better targeted commercial and marketing activities. Cadw non-executive Board members (who bring a wide range of sector experience – including with the National Trust) are also providing key support in the development of a new Audience Development Plan that will aim to better position Cadw and increase visitor numbers as Wales recovers from the pandemic.

Recommendation 14. The Welsh Government should make sure that funding continues to be made available for the historic environment in whatever regional and agricultural funding programmes follow the UK's departure from the EU.

Initial response: Accept in principle

Cadw recognises the importance of ensuring that appropriate provision is made for the historic environment in future post-Brexit Welsh Government rural land use policies and frameworks. Cadw staff are engaged in ongoing dialogue with colleagues in the rural land use department to this effect. To date these discussions have led to additional funding provision for the historic environment being proposed within the post-Brexit transition arrangements that will replace the Rural Development Plan (RDP). This is as a result of increased opportunities to widen funding provision to certain articles of the RDP beyond that previously permitted under the EU regulations.

Discussions in relation to the Welsh Sustainable Land Management scheme are ongoing and Cadw will respond internally to the current consultation on the Agriculture (Wales) White Paper.

Cadw staff are also in regular contact with their counterparts in the other devolved administrations to ensure that we learn as much as possible from the developing situations elsewhere in the UK.

Recommendation 15. The Minister should initiate a review of the implementation to date of the recommendations in Baroness Andrews' culture and poverty report to learn what good practice can be shared, what lessons learned and what further action is needed to implement the recommendations.

Initial response: Accept

The Welsh Government continues to work towards the recommendations made within Baroness Andrews' culture and poverty report. The Fusion programme has been delivering against the recommendations for a number of years and has been successful in meeting ten out of the 33 recommendations made in the report with a further two being superseded.

Completed recommendations included the Welsh Government establishing a task and finish group to identify solutions to barriers around transport in visiting cultural sites by people from disadvantaged areas. Another was the creation of Community and Culture networks, linking community and cultural organisations at a local level, to share knowledge and resources and plan joint initiatives to address the cultural deficit within communities following successful pilots of the Fusion challenge grant programme.

The remaining 20 recommendations are longer term and require substantial systemic change, for example: cultural organisations to embed approaches to

make their own institutions more community and child-friendly by way of initiatives such as the 'Taking Over' model, pioneered by Kids in Museums.

The Cultural Inclusion Board was created to steer the programme from the outset and recommended that the time was right for the reporting system to align more closely to the Well-being of Future Generations Act.

The Welsh Government has previously committed to the Culture, Welsh Language and Communication Committee's recommendation during the "Count Me In" consultation in December 2019 to carry out a review of Fusion and had previously allocated funding to support that work. This was re-directed to Covid support at the start of the pandemic. The Welsh Government will commission a review of the Fusion programme during 2021-22 and will provide the successor committee with an update on its findings later in the year.

Recommendation 16. The Welsh Government should set out in more detail the precise nature of the "greater flexibility" that Cadw will be given in future, particularly where this differs from the arrangements proposed in the business case drawn up in October 2017.

Initial response: Accept in principle

The Director of Culture, Tourism and Sport has been given delegated responsibilities, as Additional Accounting Officer for Cadw, and a three-year business plan has been prepared. The Board includes non-executive members and provides scrutiny of Cadw's performance against its annual business plan targets and advises both Ministers and the Additional Accounting Officer accordingly.

A particularly important flexibility is around staffing and recruitment, closely linked to commercial performance that has seen a steady increase in recent years reaching just over £8 million in the 2019/2020 financial year. However, it is inevitable that, over the last year, this has been significantly impacted by the pandemic as Cadw's income has been temporarily hit following the closure of its monuments to visitors.

Cadw is now coming to the end of its first three-year plan cycle and a new plan will be prepared during late 2021 for consideration by Ministers following advice from the Cadw Internal Agency Board.

As explained above, the [first annual report for Cadw](#) since the Board was established has been published – this provides an overview of Cadw's work and achievements in 2019/2020.