

Heritage Management in the Modern World, 2011-12

Introduction

Heritage Management is a fast-changing set of practices that stretches across both the cultural and natural environment. Indeed this is a distinction which is fast vanishing since it is become impossible, in practice, to separate the two, although much of our legislation and organisation is still predicated on this out-moded perception of difference. It has been realised gradually that, in the practice of management, it is actually virtually impossible to make distinctions between purely natural and purely human-influenced processes. Most of our supposed natural environments and eco-systems are where they are and in the form they are in the world as much through human action and decision-making over many thousands of years as through the creative and evolutionary processes of growth and decay.

What follows is an attempt to give some sense of that diversity and how the structure of codification and organisation bears down on today's professionals and how they do their jobs in this fast-changing environment. What follows is a digest (indicative and not completely exhaustive) of the formal structures of the heritage practice, especially as it relates to those of us who work in the historic environment, but we must also remember that there is set of informal constraints within which we work. These informal constraints are influenced by the culture, politics, ethics, ideologies and sentiments by which we live. Heritage is the inheritance of our past which shapes these intangible components of our societies and cultures and leaves us the inheritance of a material and tangible past. Heritage has become central to policy since it is the trajectory of what we are out of the past and into the future. As such people and their organisations have, in the recent years, set much greater store by heritage. It has also become, in a world of globalisation, an essential part of the fabric of the economy, especially through tourism, but also through regeneration, conservation and commodification. The less formal aspects of heritage are more difficult to document than the formal which follows below, but they often provide the context and motivation for change.

One important sector that this document does not yet fully deal with is **Museums**, although some information is given for Wales. What follows is more about sites, monuments and landscapes.

I. WORLD ORGANISATIONS, CHARTERS AND PROTOCOLS

UNESCO World Heritage Committee

UNESCO's World Heritage mission is to:

- encourage countries to sign the World Heritage Convention and to ensure the protection of their natural and cultural heritage;
- encourage States Parties to the Convention to nominate sites within their national territory for inclusion on the World Heritage List;
- encourage States Parties to establish management plans and set up reporting systems on the state of conservation of their World Heritage sites;
- help States Parties safeguard World Heritage properties by providing technical assistance and professional training;
- provide emergency assistance for World Heritage sites in immediate danger;
- support States Parties' public awareness-building activities for World Heritage conservation;
- encourage participation of the local population in the preservation of their cultural and natural heritage;
- encourage international cooperation in the conservation of our world's cultural and natural heritage.

International Centre for the Study of the Preservation and Conservation of Cultural Property (ICCROM)

ICCROM is an intergovernmental organization (IGO) dedicated to the conservation of cultural heritage. It exists to serve the international community as represented by its Member States, which currently number 129.

The proposal to create an intergovernmental centre for the study and improvement of methods of restoration was adopted at the 9th Session of the UNESCO General Conference in New Delhi, in 1956.

New strategic directions have been developed for 2010-2011. They are divided into three main areas; training, research, and communication, information, and advice, with their corresponding objectives.

The International Council on Monuments and Sites (ICOMOS)

ICOMOS is an association of professionals that currently brings together approximately 9500 members throughout the world.

ICOMOS works for the conservation and protection of cultural heritage places. It is the only global non-government organisation of this kind, which is dedicated to promoting the application of theory, methodology, and scientific techniques to the conservation of the architectural and archaeological heritage. Its work is based on the principles enshrined in the 1964 International Charter on the Conservation and Restoration of Monuments and Sites (the Venice Charter).

ICOMOS is a network of experts that benefits from the interdisciplinary exchange of its members, among which are architects, historians, archaeologists, art historians, geographers, anthropologists, engineers and town planners.

The members of ICOMOS contribute to improving the preservation of heritage, the standards and the techniques for each type of cultural heritage property : buildings, historic cities, cultural landscapes and archaeological sites. Until the end of the 19th century, architectural heritage had been a matter of national concern only et most of the laws regarding the protection of historic

buildings in Europe date back to that period. Countless associations existed in each country, but their scope never went beyond national borders. Cultural internationalism, as we know it today, was an outcome of the first World War, with the creation of the League of Nations, and most of all of the second World War, with the creation of the United Nations Organisation and the establishment of the UNESCO.

The Athens Conference (1931) on restoration of historic buildings was organised by the International Museums Office, and the **Athens Charter**, drafted by Le Corbusier at the fourth Assembly of the International Congresses on Modern Architecture (1933) was published anonymously in Paris in 1941 both represent a major step in the evolution of ideas because they reflect a growing consciousness among specialists all over the world, and introduced for the first time in history the concept of international heritage.

The **Venice Charter** was born from the need to create an association of specialists of conservation and restoration independent of the already existing associations of museologists, ICOM. In 1957, in Paris, the First Congress of Architects and Specialists of Historic Buildings recommended that the countries which still lack a central organisation for the protection of historic buildings provide for the establishment of such an authority and, in the name of UNESCO, that all member states of UNESCO join the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) based in Rome. The Second Congress of Architects and Specialists of Historic Buildings, in Venice in 1964, adopted 13 resolutions, the first one being the International Restoration Charter, better known as **Venice Charter**, and the second one, put forward by UNESCO, provided for the creation of the International Council on Monuments and Sites (ICOMOS) (see below).

International law concerning the natural heritage

It is only relatively recently that the natural environment has come to be called the natural heritage. This is a recognition that it is really very difficult, at the level of practical management, to sustain the distinction between nature and culture. The heading 'heritage' also enables the administrators and conservators of the natural environment to register its historicity and the role that the narratives and restoration of past environments play in the approach taken within the nature conservation movement. It is certainly now true that anyone pursuing a professional role in heritage needs to be aware of nature conservation. It is also true that, certainly in the fields of landscape and countryside, the legal provisions and non-statutory designations created principally for nature conservation do a lot to protect the cultural heritage, especially its archaeological components, at the same time, something identified by George Lambrick in his seminal book, *Archaeology and Nature Conservation* of 1985.

Environmental law draws from and is influenced by principles of environmentalism, including ecology, conservation, stewardship, responsibility and sustainability, and can be divided into two major subjects: pollution control and remediation; and resource conservation and management. The latter is the most important for heritage management.

Laws regarding resource conservation and management generally focus on a single resource - e.g., natural resources such as faunal or faunal rarities, geological formations or more intangible resources such as scenic areas or sites of high social value - and provide guidelines for and limitations on the conservation, disturbance and use of those resources.

While the bodies that proposed, argued, agreed upon and ultimately adopted existing international agreements vary according to each agreement, certain conferences - including 1972's United Nations Conference on the Human Environment, 1983's World Commission on Environment and Development, 1992's United Nations Conference on Environment and

Development and 2002's World Summit on Sustainable Development have been particularly important.

International environmental law's development has included the statement and adoption of a number of important guiding principles. As with all international law, international environmental law brings up questions of sovereignty, legal reciprocity ("comity") and even perhaps the Golden Rule. Other guiding principles include the polluter pays principle, the precautionary principle, the principle of sustainable development, environmental procedural rights, common but differentiated responsibilities, intragenerational and intergenerational equity, "common concern of humankind", and common heritage.

International environmental agreements are generally multilateral (or sometimes bilateral) treaties (i.e. convention, agreement, protocol, etc.). The majority of such conventions deal directly with specific environmental issues. There are also some general treaties with one or two clauses referring to environmental issues but these are rarer. There are about 1000 environmental law treaties in existence today; no other area of law has generated such a large body of conventions on a specific topic.

Protocols are subsidiary agreements built from a primary treaty. They exist in many areas of international law but are especially useful in the environmental field, where they may be used to regularly incorporate recent scientific knowledge. They also permit countries to reach agreement on a framework that would be contentious if every detail were to be agreed upon in advance. The most widely known protocol in international environmental law is the Kyoto Protocol, which followed from the United Nations Framework Convention on Climate Change. This topic is perhaps the most powerful driver in international processes concerning the environment at the moment.

A number of designations have arisen as a result of international agreement, some of which are in use in the UK and Wales, for example:

Wetlands of International Importance – These are called **Ramsar Sites** after the town in Iran where an international convention was agreed to protect important and threatened wetlands, which can vary from bogs and mires to open water. The 10 Ramsar Sites in Wales are all SSSIs and contain rare plants and animals. Many are particularly important for wildfowl. One of these is Tregaron Bog, also a National Nature Reserve.

Biosphere Reserves – Wales has one of these internationally recognised reserves which are dedicated to studying the way human activity affects the local environment. It is part of a world-wide chain under UNESCO.

II. EUROPEAN ORGANISATIONS AND CONVENTIONS

A. The Council of Europe

Convention for the Protection of the Architectural Heritage of Europe (Granada, 1985)

The **Granada Convention** was adopted on 3 October 1985 in Granada (Spain) and came into force on 1 December 1987 (Council of Europe Treaty Series no. 121). It is open for signature by member states and for accession by non-member states and the European Community.

The adoption of the Convention was both a consecration and a new beginning - a consecration because it marked twenty years of European co-operation on architectural heritage and a new beginning because this was the first time that an international treaty had included the principles of integrated conservation.

Convention for the Protection of the Archaeological Heritage of Europe (revised) (Valletta, 1992)

The **Valletta Convention** was adopted on 16 January 1992 in Valletta (Malta) and came into force on 25 May 1995 (Council of Europe Treaty Series no. 143). It is open for signature by member states of the Council of Europe and other states party to the European Cultural Convention and for accession by non-member states and the European Community.

The European Convention for the Protection of the Archaeological Heritage (revised) replaced and updated the original London Convention of 1969. It reflected the change in the nature of threats to the archaeological heritage, which now came less from unauthorised excavations, as in the 1960s, and more from the major construction projects carried out all over Europe from 1980 onwards. The revised Convention drew on twenty-two years of experience in implementing the original Convention. It established a body of new basic legal standards for Europe, to be met by national policies for the protection of archaeological assets as sources of scientific and documentary evidence, in line with the principles of integrated conservation.

Archaeological heritage – a changing definition: Archaeological heritage includes structures, buildings, groups of buildings, developed sites, movable remains and monuments of other types, together with their surroundings, whether they are located underground or underwater. Since the London Convention, the definition has changed. For example, items found during excavations are no longer regarded as the only things of importance. Every trace or relic liable to shed light on an aspect of humankind's past and further our knowledge of history and human beings' relations with their natural habitat now takes on its full heritage dimension.

A source of Europe's collective memory: The revised Convention highlights the scientific importance of archaeological heritage. Previously, archaeological sites and monuments were excavated in order to remove objects and place them in museums and art galleries. Many people used to regard this heritage as a source of commercial profit, and many still do today. States must try to prevent this kind of archaeology. Thanks to ever more advanced scientific techniques, studies of archaeological heritage provide precious nuggets of information on the development of humankind in Europe. Ultimately, this is one of the sources of Europe's collective memory and a tool for historical and scientific study, which needs to be protected.

Archaeology and spatial planning: The Valletta Convention established direct interaction between archaeology and spatial planning, updating the London Convention of 1969 : twenty years later, there had been an increase in population, living standards and the number and complexity of development projects, which included major public works (motorways, underground railways and high-speed trains, re-planning of old town centres, car parks, etc.) and activities in the

countryside (re-afforestation, land consolidation, etc.). These activities generated new threats to the discovery and protection of archaeological heritage.

Identification of archaeological heritage and legal protection measures: It is particularly important and useful to find out about the archaeological heritage by means of a detailed inventory when devising spatial planning projects. Legal measures recommended by the Convention include systems to regulate the conduct of excavations on public and private land.

Integrated conservation: Applying integrated conservation principles to the archaeological heritage is intended to ensure that states encourage archaeologists and town and spatial planners to cooperate throughout the entire planning process. New constructions should not affect the landscape or the situation of a site by, for example, altering a watercourse, wind patterns or sunlight distribution.

Funding, dissemination of information and mutual technical assistance: The revised Convention requires each state party to support archaeological research financially and promote rescue archaeology, using public or private funding as the case may be. Costs include both the archaeological work itself and the work after the excavations, including research archiving and the preparation of catalogues and reports. Scientific information collected on site and subsequent reports by specialists must be broadly disseminated and mutual technical and scientific assistance must be developed through exchanges of people in the occupations linked to archaeological heritage conservation.

Public awareness-raising about archaeological heritage: The more aware the public are of the value of the heritage, the less inclined they are to damage or destroy it. This is why the Valletta Convention reiterates that steps must be taken to facilitate access to sites and artefacts. Under some circumstances public access has to be denied in order to protect heritage – for example certain caves containing prehistoric rock art have been closed because public access raises the humidity level and causes bacterial growth leading to decay of the paintings. In such cases sites will be presented in other forms, such as full-scale replicas.

Preventing the illegal circulation of artefacts: The illegal circulation of artefacts can be restricted through co-operation between states, informing each other when a suspect object appears on the market. The Convention points out that the best way of guarding against trading in items from illegal excavations is to educate the public, showing that removing an item from its context destroys the scientific value of the object itself as well as damaging site from which it came.

Council of Europe monitoring: The Convention established a Council of Europe committee of experts responsible for reporting regularly on archaeological heritage protection policies in the states party.

The Valletta Convention and other international texts: The Valletta Convention is a Europe-wide international treaty which establishes the basic common principles to be applied in national archaeological heritage policies. It supplements the general provisions of the UNESCO World Heritage Convention (1972) and updates the Recommendation on International Principles Applicable to Archaeological Excavations (UNESCO, 1956) and the Recommendation concerning the Protection, at National Level, of the Cultural and Natural Heritage (UNESCO, 1972). In terms of preventive measures, it also complements the Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Cultural Property (UNESCO, 1970). The Convention on the Protection of the Underwater Cultural Heritage (UNESCO, 2001) is more restrictive in scope and more specific than the Valletta Convention. It relates mainly to

underwater maritime heritage, covering items that are at least 100 years old. In this way the two conventions complement one another.

The European Landscape Convention (Florence, 2000)

Promotes the protection, management and planning of European landscapes and organises European co-operation on landscape issues. The convention was adopted on 20 October 2000 in Florence (Italy) and came into force on 1 March 2004 (Council of Europe Treaty Series no. 176). It is open for signature by member states of the Council of Europe and for accession by the European Community and European non-member states. It is the first international treaty to be exclusively concerned with all dimensions of European landscape.

What, according to the Convention, does the term "landscape" cover? The landscape is part of the land, as perceived by local people or visitors, which evolves through time as a result of being acted upon by natural forces and human beings. "Landscape policy" reflects the public authorities' awareness of the need to frame and implement a policy on landscape. The public is encouraged to take an active part in its protection, conserving and maintaining the heritage value of a particular landscape, in its management, helping to steer changes brought about by economic, social or environmental necessity, and in its planning, particularly for those areas most radically affected by change, such as peri-urban, industrial and coastal areas.

Identifying and protecting landscapes: The Convention sets great store by identifying and assessing landscapes through field research by professionals working in conjunction with local inhabitants. Each landscape forms a blend of components and structures: types of territories, social perceptions and ever-changing natural, social and economic forces. Once this identification work has been completed and the landscape quality objectives set, the landscape can be protected, managed or developed.

The people at the heart of landscape policy: One of the major innovations of the European Landscape Convention is the definition of "landscape quality objectives", meaning, for a specific landscape, the formulation by the competent authorities of the aspirations of the public with regard to the landscape features of their surroundings. No longer the preserve of experts, landscape is now a policy area in its own right. Management in line with landscape quality objectives also calls for education and training, including training for specialists, elected representatives and the technical staff of local, regional and national authorities, and school and university courses dealing with values attached to the landscape and its protection, management and planning.

Landscape has no borders: Landscape is not a matter for individual states alone. It also needs to be considered in international policies and programmes. Co-operation between Parties is designed to enhance the effectiveness of the measures taken in each state, provide mutual technical and scientific assistance and facilitate exchanges of landscape specialists and the sharing of information on all matters relating to the Convention. Trans-frontier co-operation is encouraged at local and regional level and, where necessary, can pave the way for the preparation and implementation of joint landscape programmes. The Convention also established a Council of Europe Landscape Award, which the Council's Committee of Ministers can award to a local or regional authority, or a group of such authorities (in one country or on a trans-frontier basis) or a non-governmental organisation that has instituted a policy or measures to protect, manage and/or develop their landscape, which have proved lastingly effective and can thus serve as an example to other territorial authorities in Europe.

The Florence Convention and other international treaties: The European Landscape Convention introduced a Europe-wide concept centring on the quality of landscape protection, management

and planning and covering the entire territory, not just outstanding landscapes. Through its ground-breaking approach and its broader scope, it complements the Council of Europe's and UNESCO's heritage conventions.

Convention on the Value of Cultural Heritage for Society (Faro, 2005)

Whilst the other international heritage conventions deal with how to protect and conserve cultural goods, the Faro Convention poses the question why and for whom the heritage is transmitted. It is based on the idea that knowledge and use of heritage form part of the citizen's right to participate in cultural life as defined in the Universal Declaration of Human Rights.

The text presents heritage both as a resource for human development, the enhancement of cultural diversity and the promotion of intercultural dialogue, and as part of an economic development model based on the principles of sustainable resource use. In this respect it falls within the scope of the Council of Europe's priorities as set by the 3rd Summit of Heads of State

In an increasingly globalised world, marked by the exchange of ideas and people's mobility, the search for connections and roots reflects the individual's need to belong and to know who he/she is.

People in eastern, central and western Europe may have different ideas on their cultural identity, affiliations and citizenship, but they all face the same question: how can different cultural identities co-exist on the basis of mutual respect and an active desire to live as one community – values which underlie the CoE's ideal of peace and security?

Monitoring

The Steering Committee on Cultural Heritage and Landscape (CDPATEP) carries out periodic follow-up to these two Conventions, and is assisted by specialist expert groups:

The Europae Archaeologiae Consilium (EAC) which cooperate on follow up to the Valetta Convention with a view to strengthening the tools available on the HEREIN Network. From 2010, specific case studies will be developed, such as on the problem of illegal trafficking of archaeological goods;

A working group responsible for follow-up of the Granada Convention (First meeting of the Working Group on the Granada Convention: Recommendations ; Follow-up to the Granada Convention: 2nd Working Group Meeting)

The European Heritage Network (HEREIN) plays a prominent role in monitoring these conventions as a permanent information system bringing together government departments responsible for cultural heritage under the umbrella of the Council of Europe.

Set up in 1999, the Network has become a reference point for government bodies, professionals, research workers and non-governmental organisations active in this field. The HEREIN information system comprises a database on heritage policies kept up to date by the national coordinators of the system, a multilingual thesaurus and a variety of services which are being developed and which should foster transnational cooperation between public actors in the field of heritage and more widespread information for the general public.

Bern Convention on the Conservation of European Wildlife and Natural Habitats

The Bern Convention is a binding international legal instrument in the field of nature conservation, which covers most of the natural heritage of the European continent and extends to some States of Africa. Its aims are to conserve wild flora and fauna and their natural habitats and to promote European co-operation in that field.

Pan-European Biological and Landscape Diversity Strategy

The Pan-European Biological and Landscape Diversity Strategy (PEBLDS) was set up following the Rio Earth Summit and the adoption of the United Nations "Convention on Biological Diversity". The principal aim of the Strategy is to find a consistent response to the decline of biological and landscape diversity in Europe and to ensure the sustainability of the natural environment.

European Diploma of Protected Areas

The European Diploma of Protected Areas was created in 1965. It is awarded to protected areas because of their outstanding scientific, cultural or aesthetic qualities; they must also be the subject of a suitable conservation scheme which may be combined with a sustainable development programme.

B. The European Union

Protected sites – the EU

The European Union's 25 Member States contain several thousand types of habitat, 150 species of mammal, 520 species of bird, 180 species of reptile and amphibian, 150 species of fish, 10000 plant species and at least 100000 species of invertebrate. Across Europe, about a half of native mammals, butterflies, reptiles and freshwater fish are threatened, along with 30% of amphibians and 15% of birds.

Conservation, through protection of sites and species, is based on two EU Directives:

- The 1979 Birds Directive identified 193 endangered species of bird and instructed Member States to designate **Special Protection Areas** (SPAs).
- The 1992 Habitats Directive aims to protect other wildlife species and habitats and requires each Member State to identify sites of European importance and to put in place a special management plan to protect them, combining long-term conservation with economic and social activities on these sites to be designated as **Special Areas of Conservation** (SAC).

Together, these two types of protected areas are known as **Natura 2000** sites.

Environmentally Sensitive Areas Scheme (ESA)

The Environmentally Sensitive Areas Scheme was introduced in 1987 to offer incentives to encourage farmers to adopt agricultural practices which would safeguard and enhance parts of the country of particularly high landscape, wildlife or historic value. These are now being phased out.

Biogenetic Reserves – A European network of reserves to conserve plants, animals and natural areas that may be common in one country, but scarce in another. They aim to protect a store of such genetic material for the future. Sites have to be SSSIs or similar. Wales has one.

Geoparks – Wales has one of this network of 25 European sites which are being conserved because of their geological importance.

III. UNITED KINGDOM ORGANISATIONS AND LAW

Law and designation

There are three main bodies of legislation and designation in Britain:

1. That relating to specific sites and monuments
2. That relating to buildings
3. That relating to landscapes and the historic environment

At base are legislation and its related practice, which is UK-wide in its origins and development.

This has been modified, in the last few decades, first by European law and designation, then by UNESCO designations and finally by variations in practice brought about by devolution.

UK: legal structures

History: Protection of the Cultural Heritage

1882 - Act for the Better Protection of Ancient Monuments

Introduced by John Lubbock, (later Lord Avebury), a Liberal, and strongly resisted by Tory landowners in the two houses of Parliament because of its intended 'right of entry' on private property for the purposes of inspection. As a consequence the original bill was emasculated.

Five main provisions:

- i) *Guardianship by a Commission of Works* - Owners may constitute Commissioners as guardians of Ancient Monuments who will maintain them at public cost
- ii) *Ownership by Commission of Works* - the Commissioners may purchase sites on behalf of the State or receive them as bequests
- iii) *Creation of an Inspectorate of Ancient Monuments* - '....to report to the Commissioners on the condition of such monuments and on the best mode of preserving the same...'. Although this was established and its officials were public servants, in reality, the first inspectors were unpaid. The first Principal Inspector was Lt-Gen Pitt-Rivers
- iv) *Fines for damage*. - A maximum penalty was introduced for damage to a monument, but owners were exempt - £5 or a term of imprisonment with or without hard labour not exceeding one month
- v) *Creation of a schedule of Ancient Monuments as an annexe to the Act* - A schedule of 68 sites was created which could be extended by Order in Council. The schedule, in fact, served not only to protect these monuments, but also to define them since there was no specific definition of an ancient monument in the Act itself. All of the original sites (29 in England and Wales, 21 in Scotland, 18 in Ireland) were prehistoric - no Roman or medieval, e.g. no Hadrian's Wall.

1900 Ancient Monuments Protection Act - an amendment to 1882 Act to allow local authorities to become guardians and to allow public access, but does give a sort of definition for ancient monuments: "Where the Commissioners of Works are of opinion that the preservation of any monument is a matter of public interest by reason of the *historic, traditional or artistic interest* attaching thereto, they may, at the request of the owner, consent to become the guardians...."

1900-1910 Creation of the four Royal Commissions on Ancient Monuments in England, Wales, Scotland and Ireland by Royal Warrant - To prepare and publish inventories of ancient monuments and historic buildings to assist with the process of determining the extent of the Schedule of Ancient Monuments. This was intended to report rapidly on a county-by-county basis

1913 Ancient Monuments Consolidation and Amendment Act - this established a few new elements.: Protection Orders which could be issued by the Commissioners for 18 months to protect threatened monuments; the schedule becomes a list of sites of 'national importance'; a professional Inspectorate was created; advisory Ancient Monuments Boards were constituted. It also extended the definition of monuments from those specifically listed in the schedule to include "...any other monuments or things which, in the opinion of the Commissioners of Works,

are of a like character...the preservation of which is a matter of public interest by reason of the historic, architectural, traditional, artistic or archaeological interest attaching thereto". This was the first time that the words 'architectural' and 'archaeological' were used in connection with monuments, but ecclesiastical buildings and monuments were specifically excluded.

Thus by the First World War certain key principles of the legislation had already come into existence and which were to remain at the heart of the legal structures:

1. Conservation by consent and mild penalty
2. Monument designation, identification and recording by the great and the good and their professional cohorts
3. Protection and conservation limited to a very small repertoire of specific, ring-fenced sites contained within a schedule
4. Some provision for rapid response thorough interim and emergency preservation measures
5. Creation of a block of core, guardianship monuments which began to form the National Heritage under the direct management of the state
6. Recognition of a public obligation, however limited, towards a nationally important material past

These became the statutory practice of monument protection, but the professional inspectorate, almost from the start began to indulge in some excavation to elucidate problems on monuments, but this was never covered by the statutory instruments. Nevertheless excavations did become part of the practice of public archaeology and by custom rather than statute it came to receive a small proportion of the public purse dedicated to monument protection.

The years between the two world wars saw a gradual extension of the monument schedule through the work of the Inspectorate and a growth in the stock of guardianship monuments. In fact this period saw a rapid expansion of the state's control of the material past, largely because of the economic difficulties of the landed gentry and their growing inability and will to maintain their crumbling heritage. There was a particularly marked increase in Medieval sites in care and inspectors, more interested in architectural history than archaeology undertook massive clearance operations on castles and abbeys which effectively destroyed their archaeological potential. This dramatic extension of the work into standing architecture and the recovery of 'goodies' from clearance excavations led to the creation in 1931 of the Ancient Monuments Laboratory which began to develop techniques of building and artefact conservation and study. These years saw little extension of the legal protection of monuments, but did see significant advances in the conservation of the built heritage with the first specific legislation contained in the Planning Act of 1932 which created the concept of a List of Historic Buildings parallel to the Schedule of Ancient Monuments. This was enhanced by the growing efforts of the National Trust (first legally constituted under the National Trust Act of 1907).

There was also a slight extension of the professional base of archaeology in Britain by the establishment of the Archaeology Division of the Ordnance Survey under OGS Crawford which consolidated the mapping and recording of field monuments which had, since the late 18th century, been part of the work of the OS.

The immediate post-war years saw some radical changes in the pattern of legislation related to the historic and contemporary environment. The principles of national and local government intervention and planning were extended at the expense of some of the older ideas of property and obligation which were embedded primarily in our common and criminal law. This was achieved during the Labour administration of 1945-51, although it was based on ideas current for at least two or three decades. The main symbol of this spirit was the Town and Country Planning Act of 1947. This in fact included sections which firmly established the Lists of Historic

Buildings and the requirement that they should be administered by local authorities, an important contrast with the practice for Ancient Monuments which remained in the hands of central government.

During this period also archaeology came more into the public eye, especially through excavations, notably those of Grimes in London on blitz sites. These helped considerably to establish the notion that the below-ground archaeology was a considerable source of historical information which ought to be recovered if it was in danger of destruction. These excavations in London were funded by the Inspectorate of Ancient Monuments and thus the de facto principle of supporting rescue excavations from the public purse was generated.

1953 Historic Buildings and Ancient Monuments Act - This tidied up the existing law, but introduced no new principles, although it did have the major effect of bringing ancient monuments and historic buildings within the scope of the same legislation and government administration. In particular it established Historic Buildings' Councils in England, Wales and Scotland to parallel the Ancient Monuments' Boards. These were originally advisory, but they did come later to effectively give state grants for the conservation of buildings, a power which the AMBs never acquired.

The later 50s, the 60s, 70s and early 80s were very much the era of rescue archaeology and this became the key area of new funding and innovation in practice. The pace of work on guardianship monuments slowed down and has virtually stopped in this country. Indeed, for cost reasons, the state has become very reluctant to take any more sites into guardianship. The extension of the schedule continued, but there was at this time an ambivalence, almost amounting to a cynicism, in the Inspectorate which felt that the protection of the schedule was too weak especially in the face of the massive resources being deployed to develop our historic urban centres and alter the countryside through ploughing and quarrying. As a consequence the main effort went into rescue excavations and their funding. They yielded spectacular results, e.g. Winchester and York, and raised public interest and awareness all over the country, and indeed it was what archaeologists most wanted to do with their time. Only now with the benefit of hindsight can we see that we actively conspired with the developers to destroy much of our archaeological resource when we should have become part of the political movement towards conservation.

Nevertheless, the strong lobby to support rescue excavation in the 60s and 70s led to some significant increases in the budget made available for the heritage in this country, particularly under the Heath and Wilson administrations of the 70s. By now the old Office of Works and its successor, the Ministry of Public Buildings and Works were subsumed in one of Wilson's new mega-departments, the Department of the Environment (DoE), formed in 1970. Within this, the Directorate of Ancient Monuments and Historic Buildings was then created fusing those divisions of the DoE concerned with the preservation of what came to be called the historic environment.

Greater resources meant a large growth in rescue activity and it became clear the old ad hoc arrangements of the 50s and 60s could not cope. In 1972 the Inspectorate moved to create rescue units, but instead of creating a unified state system across the country a patch-work of different organisations was allowed to come into existence, some entirely independent, some linked to and funded by local authorities, a few attached to universities. Some were more securely founded than others, especially those in local authorities, but in reality very few of them were sufficiently institutionalised to survive the cold winds of the 80s and 90s. Another consequence of this failure to create state archaeological service was that the regional spread of the archaeological provision was very patchy. Some areas, notably the south and east were well provided for, but there were large tracts in the west and north where the coverage by units was

threadbare. Perhaps the region to emerge as most soundly constructed was Wales which, as we shall see, in 1975, learning the lessons of the English mistake, created a uniform network of Trusts which still survives. The problems of these units masked for a while by the use of Manpower Services Commission resources until the creation of the Training Agency in the mid-80s.

1979 Ancient Monuments and Archaeological Areas Act - This was enacted in the last minutes of the Callaghan administration in 1979 and bears the scars of not being properly considered by the House of Commons - it had no Committee stage. For the most part it tidied up and repealed the previous legislation, but it did establish two new practices and one new principle:

1. Scheduled Monument Consent - formal application for permission to disturb an ancient monument
2. Compensation to the landowner, in certain circumstances for the imposition of a schedule
3. Archaeological areas - contained within Part II of the Act, but which, except in certain very specific urban cases, the government lawyers have not permitted to be implemented. In essence it empowers the Secretary of State to give global protection to clusters of monuments or ancient landscapes in the same manner as SSSIs. This moves the legislation potentially into the area of environmental protection and away from the site-specific strait-jacket of the schedule. This potential has not, however, been allowed to develop within the terms defined by the act.

This remains substantially the core legislation in this area and it is now clearly out-dated. Recent attempts to amend and up-date this law have failed, but revision is still on the agenda.

There have been, however, significant adjustments in the practice of archaeological management since 1979, both at national and regional level, which have meant that we have moved considerably beyond the early years of Rescue and state intervention.

1. Decentralisation and privatisation of rescue. The late 80s and 90s saw radical changes in the organisation and structure of monument protection and reaction to destruction of the material heritage of England and Wales. 'Developer Funding' (on 'the polluter pays' principle) was introduced as the core basis of protection. In essence this meant that the developer was responsible, through the planning process, for mitigating destruction or, where it was impossible to mitigate, paying for the work of record (i.e. excavation). In effect in England the control and mitigation of damage and destruction of sites and landscapes passed into the hands of planning authorities and in Wales to the four Archaeological Trusts. The new procedures required constant monitoring of planning applications, checking them against known archaeology in the Sites and Monuments Registers (now Historic Environment Records) and the imposition, where appropriate, of planning conditions related to the heritage: these could be impact assessments, watching briefs and excavation. The planning control and monument record functions thus stayed in public hands while the archaeological work passed to professional consultancies in the private sector, some of which were created from earlier units. The work, however, of these consultancies was subject to contract bidding and a large number of new professional companies have emerged as well as some national companies operating in environmental impact took on additional archaeological functionality. This led to the demise of nearly all the county-based field units and the growth of the contract sector with the reduction and eventual withdrawal of the government's rescue budget. In Wales, a hybrid situation arose which still needs resolving: the Archaeological Trusts took on the planning control functions but also became bidders for mitigation contracts. This inherent conflict of interest has been managed by the creation of a so-called Chinese Wall between the two functions within the Trust organisations. The body of law and regulation on which this functions is planning:

This body of law is complex and there are both direct and indirect ways in which it can affect the practice of heritage. The direct is very much focussed on the stock of historic buildings which lie outside of the direct care of the state and this is currently contained within the 1990 Act, building on the 1947 and 1953 Acts which had already established the principle of local administration of historic buildings:

1990 Planning (Listed Buildings and Conservation Areas) Act – This is now the primary legislation for historic buildings

The indirect has become much more influential in the last 3 decades and much of our professional practice, especially the archaeological functions in this realm. The primary acts in this field are the:

1990 Town and Country Planning Act and 2008 Planning Act -

However, much that is relevant to the practice of heritage is contained in government interpretation and clarification of the law and its use in various fields. In England this is covered by Planning Policy Guidance Notes (PPG) and in Wales by Ministerial Circulars and Technical Advice Notes (TAN, q.v. below).

2. Greater emphasis on, and professionalization of, conservation – the Monument Protection Programme in England was introduced to accelerate the scheduling of monuments. Although now defunct it achieved a great deal. Wales introduced Field Monument Wardens to monitor and advance work on SAMs. There was also incorporation of provisions into other protective legislation, e.g. the Agriculture Act 1986, and into systems of subsidy and support (e.g. Setaside and Tir Gofal). There was a consequent switch of resources in England and Wales to the creation and maintenance of Sites and Monument Records within local authority planning departments to improve the information base for the inclusion of archaeology within the planning control system for ancient monuments and historic buildings. These have now become the Historic Environment records. In Wales this was achieved through the Welsh Government's funding of the four regional archaeological trusts to work in partnership with local authority and national park planning departments. There has also been a massive improvement in the methodologies of conservation with the emergence of a profession strongly allied with other branches of conservation.

3. The promotion and growth of a heritage industry as an important element of the tourist sector of the economy. Creation of English Heritage as a semi-independent organisation, in 1983 by the National Heritage Act of that year. Large increase in heritage centres and small museums - commodification of the past. There is now, however, broad acceptance that heritage management and heritage interpretation lie at the centre of modern practice and this must be integrated with the practices of conservation and sustainability

4. This sense of integrated management has been consolidated around notions of the 'historic environment' or the 'built environment'. Another powerful set of terms centre on 'Landscape' as the expression of the integration of natural and cultural processes. This has brought us to a much more inter-disciplinary appreciation of the resource. In recent years this has become the most significant area of growth in the heritage management area both at National and European level. Environmentally sensitive areas (ESA); integrated conservation strategies, e.g. whole farm agreements and subsidies (e.g. Tir Cymen, now Tir Gofal); Historic Gardens Register and Historic and Cultural Landscape Registers - difficulties of designation and resistance from the landowning lobbies. The preferred route for implementation is a method of informing planning processes by **Landscape Characterisation**.

5. **Globalisation:** All of this has been accelerated by the Rio and Tokyo agreements and archaeology has had a role to play both as evidence for environmental and cultural change and as a resource that needs to be protected from the processes of development within the global economy. This is compounded by a heightened awareness of the fragility of monuments and historic environments in the context of political action. The two best examples of this were the destruction of the mosque at Ayodyah by radical Hindus in India and the demolition of the rock-cut Buddhas by the Taliban in Afghanistan.

6. **Localisation:** There has been a cognate move in National and European policy towards more emphasis on the local level, following the precepts of Agenda 21. This has focused on 'local distinctiveness', 'community' and 'community identity', and on 'sustainable development'.

7. **Projects** with finite life and fixed funding have now become the norm for the development of the heritage. This has been driven by the advent of Lottery funding from 1995 onwards and by the large injections of resource to heritage under various EU schemes. These can provide money, sometimes on an heroic scale, but largely on a capital and non-revenue basis to major schemes seeking to save a building, set up a heritage centre, or restore a painting. The projects, the things preserved, once completed and restored, however, must be sustainable beyond the funding period and this is often the biggest challenge. What end use is there for a restored building and what group is going to maintain it? This is where small group endeavours often fail. It is largely usually on a commercial or an institutional basis that such projects can be sustained beyond the first few years. However, project funding has led to a massive growth in the heritage sector with a consultancy or mobile profession moving from scheme to scheme. Project Management is now an important element of the professional practice and English Heritage gives major up-dated advice on its conduct, notably in its *Management of Research Projects in the Historic Environment* (2006), commonly known as MORPHE.

As a result of these trends practitioners of heritage management have had to develop a greater awareness of the other related practices and professions which operate in defining, conserving and developing the resources of our past which are embedded in our landscapes.

History: Protection of the Natural Heritage

As noted above the practices of nature conservation and their background laws, organisations and policies form an important part of heritage management. Although the Ancient Monuments Act and the Inspectorate of Ancient Monuments are the older legislation and statutory body, there is no doubt that since WWII the law and organisations centred on nature conservation have become by far the stronger and this probably because the people who care about the natural heritage are far more numerous and vocal than those active in the cultural heritage. The Royal Society for the Protection of Birds and the National Trust have huge memberships who are active in supporting the countryside and its habitats and have a powerful lobbying capacity.

The most strongly protected areas are those managed directly with a primary interest in the natural environment. These are: National Nature Reserves; Marine Nature Reserves; Local Nature Reserves; RSPB Bird Reserves; National Trust properties, especially coastal estates; and National Parks (15 in the UK) through their designation as Areas of Outstanding Natural Beauty. Other designations which have force of UK law, but are not directly managed are Sites of Special Scientific Interest, AONBs outside of National Parks; and there are important EU and World designations which have protective capacity (see above).

National Nature Reserves are overseen by the devolved governmental executive bodies (i.e. Natural England with over 250, the Countryside Council for Wales (q.v. below), the Scottish Natural Heritage with 55). The majority are directly managed by these agencies, but a

significant majority are managed in partnership with other groups and organisations, the most significant of which are the National Trust, the Forestry Commission, the RSPB and various local or regional Wildlife Trusts. Sections 16 to 29 of the National Parks and Access to the Countryside Act 1949 in England enabled the Nature Conservancy Council for England (NCCE), now Natural England, to establish nature reserves. These provisions were strengthened by the Wildlife and Countryside Act 1981. Similar provisions are in force throughout the UK and they are also protected by other legal designations set out in primary UK legislation and international directives and protocols.

Marine Nature Reserve is a UK designation officially made by the government. It has similar status and protection to a National Nature Reserve, but is particularly concerned with a marine environment. Marine Nature Reserves (MNRs) are created by statute (under the Wildlife and Countryside Act 1981) to conserve marine flora and fauna and geological or physiographical features of special interest, while providing opportunities for study of the systems involved. MNRs may be established within 3 nautical miles of the coast under the Territorial Seas Act 1987 or, by an Order in Council, to the limits of UK territorial waters; they include both the sea and the seabed. MNRs can be protected by bylaws.

For nature reserves see this useful web-site: <http://www.naturenet.net/status/mnr.html>

National Parks came into existence as a result of the National Parks and Access to the Countryside Act 1949. For a comprehensive guide to National Parks see: <http://www.nationalparks.gov.uk/index>

Primary legislation for nature conservation in England and Wales is made by the UK Parliament, in Scotland by the Scottish Parliament, and in Northern Ireland by the making of Orders in Council in the nature of an Act of the Northern Ireland Assembly. Laws may be amended through successive legislation or specific Amendment Acts. As a result, laws relating to specific subjects (e.g. protected sites) are often found in more than one piece of legislation.

Although previous Acts of Parliament include provisions for nature conservation, the main piece of legislation relating to nature conservation in Great Britain is the Wildlife and Countryside Act 1981 (as amended). This Act is supplemented, *inter alia*, by provision in the Wild Mammals (Protection) Act 1996, the Countryside and Rights of Way (CROW) Act 2000 and the Natural Environment and Rural Communities Act 2006 (in England and Wales), and the Nature Conservation (Scotland) Act 2004 (in Scotland). In Northern Ireland, the main legislation is contained in the Wildlife (Northern Ireland) Order 1985 (as amended), the Nature Conservation and Amenity Lands (Northern Ireland) Order 1995, and The Environment (Northern Ireland) Order 2002.

A useful pathway through the complexities of law and designation is on this web-site: <http://jncc.defra.gov.uk/page-1376>

UK Organisations and designations

1. Devolved Cultural Heritage Agencies and Executive Bodies

The four national governments have executive arms dealing with the cultural heritage. They are each constituted differently and are beginning to have different trajectories and ways of acting. For example English Heritage, by far the largest of these organisations, is an arms-length agency with a degree of autonomy, albeit funded largely by the state. It has absorbed the former Royal Commission for Historical Monuments in England (RCHME) and now undertakes statutory responsibilities under the 1979 Act for government as well as taking a number of strategic initiatives, one of the most important of which in recent years has been the implementation of the European Landscape Convention. EH can take its own line on issues and has developed many partnerships with external bodies to take forward the interests of preserving the cultural heritage. In Wales, however, Cadw is part of the Welsh Government and is limited in that it cannot take its own position on cases and issues and cannot form partnerships where they may also have statutory or funding roles.

These bodies are:

English Heritage (formerly, MOW, MPBW, DoE)

<http://www.english-heritage.org.uk/>

Cadw (formerly administered by UK MoW, MPBW, DoE)

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

Historic Scotland

<http://www.historic-scotland.gov.uk/>

Northern Ireland, Department of the Environment

<http://www.doeni.gov.uk/niea/built-home.htm>

http://www.doeni.gov.uk/niea/places_to_visit_home/historic-monuments.htm

Devolved Natural Heritage Agencies

Natural England

<http://www.naturalengland.org.uk/>

Countryside Council for Wales (including historic landscapes)

<http://www.ccw.gov.uk/>

Scottish Natural Heritage

<http://www.snh.gov.uk/>

Northern Ireland Environment Agency

http://www.doeni.gov.uk/niea/protected_areas_home

<http://www.doeni.gov.uk/niea/biodiversity.htm>

2. The National Trust

This is a unique organisation created by Act of Parliament (the 1907 National Trust Act), but not subject to any direct or indirect government management. It conserves through UK law and often in close partnership with government agencies, but is jealous of its independence which is underwritten by its enormous membership base (3.5 million), the electors of the executive. The National Trust was founded in 1895 by three Victorian philanthropists - Miss Octavia Hill, Sir Robert Hunter and Canon Hardwicke Rawnsley – with the explicit intention of saving important historic gardens and buildings from destruction. It had a wider vision than this and it now cares for over 248,000 hectares (612,000 acres) of countryside in England, Wales and Northern Ireland, plus more than 700 miles of coastline and more than 200 buildings and gardens of outstanding interest and importance. The National Trust for Scotland is a separate organisation, formed in 1931 and with 310,000 members. It has 130 properties and 180,000 acres of land.

<http://www.nationaltrust.org.uk/main/w-trust/w-thecharity.htm>
<http://www.nts.org.uk/Home/>

3. Local Authorities and National Parks

Local authorities and National Parks have a huge role to play in Heritage Management, partly through statutory obligations laid on them and their budgets by UK primary legislation and partly through local political decision-making processes. They have a predominant role through planning in the administration of developer threats to archaeology and historic buildings as well as their functions, partly planning and partly amenity provision in relation to conservation, protection and use of landscapes, environments and habitats. They own and manage museums and their collections and are the main repositories for archiving historic documents from institutions, groups and individuals. Some authorities have also intervened to own, or be partners in, historic buildings and monuments often as a result of specific project-funded schemes. Each local authority and national park has its own character, but the basic provision is much the same across the UK. The National Parks, which are essentially planning bodies charged with the specific task of preserving the character and content of Areas of Outstanding Natural Beauty, tend also to assign significant resources to enhancing, presenting and promoting for tourism and local well-being their heritage landscapes and environments. It is impossible here to catalogue all the local authorities and national parks, but all now have comprehensive web-sites which are very informative about their work. In the section below on Wales, there are some lists and further information. See also these bodies which represent the whole sector:

The Local Government Association: <http://www.local.gov.uk/>

Association of National Park Authorities: <http://www.nationalparks.gov.uk/>

4. QUANGOs and Agencies

Forestry Commission (effectively devolved)

The Forestry Commission is a non-Ministerial Department and a cross-border authority. The Secretary of State for the Environment, Food and Rural Affairs is responsible for forestry in England and owns the public forest estate. The Secretary of State is also responsible for GB issues such as international affairs, plant health and research, which are funded by Westminster. The Scottish Government has responsibility for forestry in Scotland and the Welsh Assembly Government has responsibility for forestry in Wales. The Forestry Commission reports directly to the appropriate Minister in each country.

The Forestry Commission whether at the UK level or in its devolved guises manages a large proportion of the Crown estate with two major intentions: the farming of trees within the economic market for wood; and the provision of amenity and recreation for the future. It is charged with economic production, but with a set of environmental and cultural constraints on their processes of management. It has duties of care in relation to bio-diversity, habitat conservation, archaeology, landscape design, public access, water purity, sustainability, community, renewable energy production and others. As the major public sector land manager in the UK it is constantly subject to political scrutiny and criticism. In recent years, however, it has developed very sophisticated systems of accountability and has been fortunate that its stock of wood has risen in price on the world market as it is more in demand for bio-mass power generation, building and other industrial processes. This has given it a renewed strength and resilience. It has also developed, in partnership with state agency and other partners, more sensitive methods for conserving and, indeed, presenting the cultural heritage it has on its land. Forest Research is a department of the Commission and has a number of papers on archaeological site detection, conservation and management

<http://www.forestry.gov.uk/forestry/>

Commission for Architecture and the Built Environment (CABE)

An executive, non-departmental body, CABE is funded by the DCMS and ODPM, shortly to become a statutory body. It advocates quality, sustainable design in the built environment and public realm through its various research and public policy campaigning departments. The CABE site offers a wealth of research, information resources, award schemes and grant opportunities for design quality in the built and public environments.

5. Lobby and Action Groups: the voluntary sector

Joint Committee of the National Amenity Societies

Over the last century or more several voluntary societies have been established with the express purpose of preserving the art and architecture of past centuries and promoting the appreciation of such buildings and the cultures that produced them.

In recognition of the considerable expertise of these societies and the fact that their membership is a good cross-section of the informed public, the Government directed in the 1968 Town and Country Planning Act that all applications for listed building consent to demolish listed buildings in whole or in part in England and Wales should be notified to a number of named societies. This gave them the opportunity to offer comments on the proposals and to assist both the applicants and the planning authorities. The arrangement proved an effective one and still continues. With the Garden History Society the obligation is to consult on applications affecting registered gardens.

These societies are described in various current Acts of Parliament, in government circulars and other literature as 'The National Amenity Societies' and this label distinguishes them from the many other local history and special interest societies which may become involved in the process of planning and listed building control. Over the years the National Amenity Societies have seen and commented on many thousands of applications to demolish, alter or extend individual historic buildings. They have responded to central government consultation on general policy proposals and helped to shape current attitudes towards building conservation.

A Joint Committee of the Societies meets six times a year to discuss consultation papers, changes in policy and law, taxation and other matters of mutual interest. There are two equivalent bodies in Scotland - the Scottish Civic Trust and the Scottish Architectural Heritage Society.

Individual Amenity Societies

Ancient Monuments Society

Concerned with the study and conservation of historic buildings of all ages and types. Publishes a list of total demolition applications each year. In working partnership with the Friends of Friendless Churches which owns 34 disused but historically important places of worship in England and Wales.

Council for British Archaeology

The CBA is concerned with historic buildings and sites of all periods and with promoting appreciation of their archaeological significance. The CBA's special focus is on Grade II buildings, on vernacular and industrial buildings, and on multi-period buildings where an informed understanding of the building's archaeological and historic interest is important.

The Garden History Society

Promotes the protection and conservation of historic parks, gardens and designed landscapes, and advises on their restoration.

The Georgian Group

Concerned with architecture from the late 17th century to the early 19th century but with a watching brief over earlier and later Classical buildings.

Society for the Protection of Ancient Buildings

The oldest conservation society in the English-speaking world, founded in 1877 by William Morris and others. Concerned with pre-1700 buildings and technique and philosophy of repair. Runs National Maintenance Week.

The Twentieth Century Society

Concerned with buildings from 1914.

The Victorian Society

Concerned with Victorian and Edwardian buildings 1837-1914.

Conservation Groups and Societies

This is the voluntary sector, albeit very professional in many of its activities and some of the larger ones actually employ trained staff. These organisations are legion and of many different forms and types, varying from very large regional organisations to very local and very specific conservation action groups. It is best to try to understand them through their National Associations. Some of the types are:

Civic Societies

In the United Kingdom a **civic society** is a voluntary body or society which aims to represent the needs of a local community, especially in relation to the built environment. They are thus predominantly urban and focus a lot on historic buildings and townscapes. There are over 700 locally-based societies in the UK and, until 2009 when it became insolvent, it was represented nationally in England by the Civic Trust. The Civic Trusts for Wales, the North of England and Scotland still continue in existence. A new movement called Civic Voice has begun since 2009 to replace the Civic Trust for England.

A civic society may campaign for high standards of planning of new buildings or traffic schemes, conservation of historic buildings, and may present awards for good standards. They may organise litter collections or "best kept village" cleanups.

Building Preservation Trusts

Building Preservation Trusts are voluntary groups established with the purpose of actively saving, restoring and finding new uses for old buildings. These buildings come in a variety of forms, but all share the characteristic that the uses for which they were originally constructed no longer exist. They are driven by local communities for local communities and breathe new life into old buildings, acting as catalysts to social and economic regeneration and provide exemplars of best practice in design and conservation work. BPTs can be set up to deal with single buildings or building complexes, but some have been established with the aim of preserving buildings on a local area or even a regional basis. At the UK national level there is an Association of Preservation Trusts, established in 1989 to assist building preservation trusts to save historic buildings for future generations, providing a very useful network of specialist support and advice as well as offering opportunities to share problems and solutions.

<http://www.ukapt.org.uk/>

The Heritage Alliance

The Heritage Alliance, established in 2002 as Heritage Link, is the biggest alliance of heritage interests in the UK and was set up to promote the central role of the non-Government movement in the heritage sector. The Heritage Alliance has 90 members; national and major regional organisations including The National Trust, the Council for British Archaeology, the Campaign to Protect Rural England (CPRE) and The Society for the Protection of Ancient Buildings (SPAB) as well as many smaller and more specialised heritage groups. The Heritage Alliance aims to be an authoritative, respected and influential advocate for the non-government heritage sector; share knowledge and experience across the sector; be the catalyst for collaborative working in the sector and beyond; and connect heritage with the big issues in 21st Century society. It provides a forum for members to formulate and promote policy on core issues, a support and information network and participates in all the major sectoral fora.

<http://www.theheritagealliance.org.uk/>

Wildlife Trusts

1912 Society for the Promotion of Nature Reserves created by Charles Rothschild. The first reserve is acquired by the SPNR in 1919 at Woodwalton Fen in Cambridgeshire. IN 1826 the Norfolk Wildlife Trust was the first separate group to be formed. Over the next 60 years or so local, frequently county-based groups are established to take over local environmentally sensitive or special areas. They are substantially based on voluntary membership albeit serviced by professional staff. Today there are 47 wildlife trusts in the UK. The SPNR became the Royal Society for Nature Conservation and has now evolved into the Royal Society of Wildlife Trusts (since 1981) and is the UK association.

<http://www.wildlifetrusts.org/>

The Woodland Trust

A campaign, supported by volunteers, to create more native broadleaf woodland.

<http://www.woodlandtrust.org.uk/>

British Trust for Conservation Volunteers

Begun in 1950 as the Conservation Corps the BCTV is an independent organisation co-ordinating groups of volunteers to work on nature conservation schemes. This is now a major body undertaking a number of initiatives.

<http://www2.btcv.org.uk/>

Campaign for National Parks

The Campaign for National Parks was created to protect, stand up for and expand the National Parks family. It is a national charity dedicated to campaigning to protect and promote all of the National Parks of England and Wales. It works with a wide variety of people and organisations, representing shared concerns, views and voices which come together to address issues affecting National Parks and to take action to keep them safe.

<http://www.cnp.org.uk/>

Archives, Libraries and Museum Alliance UK

ALMA-UK is a voluntary cross-nation partnership dedicated to enhancing the public value of archives, libraries and museums across the United Kingdom of Great Britain and Northern Ireland. It is a group that gathers the strategic bodies for all three domains of archives, libraries and museums across all four UK nations in equal partnership and voice.

<http://almauk.org/>

The National Heritage Training Group

The National Heritage Training Group (NHTG) is an independent specialist sector skills development group with a UK-wide remit to provide assistance with all aspects of recruiting, training, and qualifying the built heritage sector workforce of the construction industry.

This is achieved by working in partnership with clients, heritage bodies, contractors, Trade Federations, Trades Unions and FE and private training providers to develop flexible training and skills development to ensure we have sufficiently skilled craftspeople to work on our UK historic building stock.

<http://www.nhtg.org.uk/>

Association for Heritage Interpretation

The Association for Heritage Interpretation is a key forum for anyone interested in interpretation – the art of helping people explore and appreciate our world. AHI believes that interpretation enriches our lives through engaging emotions, enhancing experiences and deepening understanding of places, people, events and objects from the past and present. AHI aims to promote excellence in the practice and provision of interpretation and to gain wider recognition of interpretation as a professional activity.

(<http://www.ahi.org.uk>)

6. Funding Bodies

There are a great number of funding sources, large and small, some with wide criteria for grants and some which are extremely narrow and circumscribed. It would be impossible to enumerate

them all here, but there are a number of directories which are comprehensive. A few are itemised at the end of this section. What follows is a brief account of some of the primary bodies.

Heritage Lottery Fund

The Heritage Lottery Fund (HLF) sustains and transforms a wide range of heritage through innovative investment in projects with a lasting impact on people and places. As the largest dedicated funder of the UK's heritage, with around £255million a year to invest in new projects and a considerable body of knowledge, the HLF is also a leading advocate for the value of heritage to modern life. From museums, parks and historic places to archaeology, natural environment and cultural traditions, we invest in every part of our heritage. Since 1994, HLF has supported almost 32,000 projects allocating £4.7billion across the UK. The Heritage Lottery Fund is administered by the National Heritage Memorial Fund (NHMF) which was given the responsibility of distributing a share of money raised through the National Lottery for Good Causes, to heritage across the UK, in 1994. It is a non-departmental public body accountable to Parliament via the Department of Culture, Media and Sport.

<http://www.hlf.org.uk/Pages/Home.aspx>

National Heritage Memorial Fund

<http://www.nhmf.org.uk/>

Architectural Heritage Fund

<http://www.ahfund.org.uk/>

The Country Houses Foundation

<http://www.countryhousesfoundation.org.uk/>

Funding Directories

<http://www.theheritagealliance.org.uk/fundingdirectory/main/fundinghome.php>

<http://www.ffhb.org.uk/>

7. Consultancies and Companies

There are so many of these that it would be virtually impossible to give any accurate account. Since this also represents the private sector, they range in size from big corporations to one-person part-time operations, and, through the workings of the market, can spring up and fail at a bewildering rate. The web will disclose this sector most effectively.

8. Academic

Higher Education

The Heritage sector bridges a number of academic subject areas and has, in universities, been identified and characterised as a practice or vocation. As such, most of the better-established universities have constructed degrees containing the word 'heritage' largely at MA level, although individual undergraduate modules do address the practice, its methods, philosophies and ethics. Heritage is, however, finding more favour at undergraduate level as a degree subject in some of the younger, vocationally-focussed universities. This marks a growing maturity in the identification of heritage as a recognised professional practice and may mark a sea-change in our approaches to the management of the past.

The key traditional subjects are: history, archaeology, architecture, art history, geography, geology, botany and ecology

Related professions covered by postgraduate qualification are: field archaeology and material conservation, conservation architecture, historic building conservation, museology, nature

conservation, marine conservation, art conservation, environmental management, archive administration, tourism.

The UK has now many institutions which offer both the key undergraduate disciplines and the postgraduate training that can be deployed in the heritage sector. They are too many to list here.

The other role of universities has traditionally been, in archaeology, to conduct research programmes in the field and laboratory. These have been funded by the research content in the core funding made by the government to universities, but slowly there have been cut-backs and these have been compounded by the peer-reviewed Research Assessment Exercise which allocates resource y judgements on output over a preceding five year period. The RAE has also meant that research programmes usually have to be contained within a short period and so extended excavations have been hard to sustain and justify. Nevertheless some work continues and interesting fieldwork has been conducted. Universities have, however, been able to provide back-up, analysis, synthesis and methodological development for the professional practice usually on a consultancy basis. Universities also provide some of the expertise for advice on policy and oversight with strong influence also, through peer review, over the quality of publication. In other disciplines this is also broadly the case.

Extra-mural and U3A

Arguably one of the bedrocks of care for the historic environment in Britain is the long interest in the presence of the past in the memory and physical remains of the past within our communities and their landscapes. This is actually quite an ancient tradition of **topography** which can be taken back to the 16th and 17th centuries when antiquarians started to record, analyse and write about the natural and cultural phenomena in the world around them. Antiquarians also collected material, artefacts, manuscripts and natural objects from rocks to stuffed birds, and these collections formed the basis of museum displays and archives both at national and local level. This amateur interest and curiosity embedded in the communities around the country has never been lost and this has emerged in the formation and work of very large numbers of antiquarian, historical and natural history societies. In the 20th century, this has been supplemented by the work of extra-mural departments and other organisations such as the Workers' Education Association who conducted classes for this interest group in a range of subjects including archaeology (<http://www.wea.org.uk/>). The Council for British Archaeology is an organisation which was formed in 1943 to co-ordinate the activities of the amateur cohorts with professionals on both a national and regional basis (<http://www.britarch.ac.uk/>). In recent years this movement has become even more diverse and the heritage to be found in local communities has come to form the basis of conservation by action groups of many different kinds and motivations. 'Conservation through heritage' has become a fundamental principle of civic society. In academic terms this has been reflected in the rapid growth of the University of the Third Age, centring, as its title suggests around people later in life who are living longer and have, post-retirement the energy and means to follow their interests and draw in experts who can help them broaden their understanding of what is in the landscape around them. The U3A is a movement organised usually at the local level although supported by a national association. IN their own words:

'The Third Age Trust is the national representative body for the Universities of Third Age (U3As) in the UK. U3As are self-help, self-managed lifelong learning co-operatives for older people no longer in full time work, providing opportunities for their members to share learning experiences in a wide range of interest groups and to pursue learning not for qualifications, but for fun.'

<http://www.u3a.org.uk/>

Further Education and Training Colleges

This sector handles 16+ education and training provision outside of Higher Education. Its qualifications are vocationally based and include NVQs and specialist trade qualifications. In the heritage field this can range widely from applied and practical historic building conservation, such as use of lime-based materials, to traditional countryside skills such as dry-stone walling and hedge-laying.

9. Specialist Societies and Interest Groups

There are a large number of groups interested in the heritage in all its forms and these service both a professional academic area of activity and publication and the amateur antiquarian and wildlife tradition discussed above under the 'extra-mural' heading. Some of these have been established for a very long time and some are much more recent. Some are subject based and represent both general and very specific sub-discipline interests while some cover particular areas and localities. Some of the strongest and oldest of these latter are the county-based societies which produce journals often used by both academics and field professionals for the publication of findings and observations. Special subject groups include the Prehistoric Society, the Vernacular Architecture Group, the Society for Roman Studies, the Society for Medieval Archaeology, the Industrial Archaeology Group, the Georgian Society, the Victorian Society and many others with a wide variety of specialised knowledge, interests and obsessions. All these societies and groups are membership-based. The most senior of the bodies concerned with the material heritage is the Society of Antiquaries of London (<http://www.sal.org.uk/>) founded in 1751 by William Stukeley and others, and this is subject to peer-group election to Fellowships.

10. Heritage Professional Associations

There are a number of these and they offer professional credentials by peer review following set criteria of membership. Some of the most prominent of these are:

Institute for Archaeologists (<http://www.archaeologists.net/>); Institute of Conservation (<http://www.icon.org.uk/>); Royal Institute of British Architects (<http://www.architecture.com/>); British Association of Nature Conservationists (<http://www.banc.org.uk/wordpress/>); Museum, Libraries and Archives (<http://www.mla.gov.uk/>);

11. Web-based organisations and sources

There are a large number of these, including the usual such as Wikipedia. However, there are a few emerging now which claim to give neutral stances, but which are also being vigilant and critical at the same time, in other words adopting an independent monitoring and scrutiny role.

Naturenet

<http://www.naturenet.net/status/npark.html>

Mylinks

National parks portal: <http://www.mylinkspage.com/natpark.html>

IV. WALES

There is no separate primary legislation for Heritage in Wales, but the devolved Welsh Government has responsibility and budgets for the cultural and natural heritage and thus has policy related to it. Most of the policy formation and implementation is in the hands of departments (especially the Department for Housing, Regeneration and Heritage) and its executive bodies (e.g. Cadw) or agencies of one kind or another (e.g. Countryside Council for Wales). Local Authorities also have statutory responsibilities, mostly under the headings of planning and culture, but also to be found in countryside departments

A. The Welsh Government

The Welsh Government is the devolved government body for Wales and functions through an assembly of 60 members and heritage is spread over a number of ministries (see below). However, the Assembly directly administers one museum and visitor centre of its own in Cardiff Bay near the Assembly Building: the Pierhead Building.

1. Department for Housing, Regeneration and Heritage: Department of Heritage

The current Minister is Huw Lewis, A.M. This department works to give everyone the opportunity to enjoy the arts, culture, sport, tourism and the historic environment in Wales. It aims to boost the regeneration of Welsh communities through its rich and diverse heritage.

Objectives

- widen access to arts and culture for all
- conserve, protect, sustain and promote wider access to the historic environment of Wales
- create 21st century libraries, museums and archives
- encourage sport and physical activity
- promote and develop tourism in Wales
- create a bilingual Wales with opportunities for people to use Welsh in everyday life.

Priorities

- Drive forward the recommendations of the Wales Arts Review with our partners through the Arts Strategy Board.
- Place a statutory duty on local authorities to promote culture and encourage partnerships to provide cultural experiences for their communities.
- Maximise the contribution that the historic environment makes to the economy and education, and revitalise communities by improving interpretation and access at historic sites.
- Work for a well-protected and well-conserved historic environment, and implement new heritage protection legislation.
- Continue to develop a network of high quality libraries through ongoing investment.
- Provide opportunities for people of any age, gender and social group to participate in sport and physical activity.
- Use the Ryder Cup 2010 and the Olympics 2012 to raise the profile of Wales to future visitors and bring benefit to sporting and cultural organisations in Wales.
- Drive forward the national tourism strategy for Wales — Achieving our Potential — through branding, quality, accessibility, skills, and partnership.
- Implement the Sustainable Tourism Framework which contains key objectives for achieving the vision of Wales as a world leading tourism destination.
- Develop Welsh Language legislation that will support a bilingual Wales.

Structure

John Howells is the Director of Housing, Regeneration and Heritage and he reports, within the Sustainable Futures Directorate to Clive Bates, the Director General who reports to the Minister for Housing Regeneration and Heritage, Huw Lewis, for heritage matters. Staff are based in Cardiff, Aberystwyth, Nantgarw, Colwyn Bay and Machynlleth, and at heritage sites across Wales.

Cadw

Cadw is a Welsh word which means 'to keep'. Cadw is the Welsh Government's historic environment division under the Deputy Director Marilyn Lewis who is responsible to the Director John Howells, and then through Clive Bates, the Director General, to the Minister for Housing, Regeneration and Heritage, Huw Lewis.

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

(See appendix 1 for a more in-depth analysis of this organisation. Although now out of date it still raises relevant issues).

It aims to

- protect and sustain
- encourage community engagement in
- improve access to

the historic environment of Wales. This includes historic buildings, ancient monuments, historic parks, gardens and landscapes, and underwater archaeology.

Cadw is a body which has two primary professional functions:

1. the care and protection of the historic built and cultural environment
2. the marketing of certain major historic assets which are in its care

These are governed, to a certain degree, by the statutory requirements of the Welsh Government in this field covered by UK legislation. In order to achieve these requirements Cadw works in partnership with certain other organisations.

In relation to **historic buildings**, for example, Cadw relies heavily on the Conservation Officers to be found in Local Authorities who work through the planning system to protect structures which have been designated under the 1990 Act. The administration of **monument protection** under the 1979 Act and the Planning laws also works substantially through the planning system. The planning dimension is managed largely by the four **Archaeological Trusts** in Wales (q.v. below) who are independent charitable companies funded by grant-in-aid by Cadw and who operate as planning control for the local authorities in the four regions (Dyfed in the south-west; Gwynedd in the north-west; Clwyd Powys in the north-east; and Glamorgan-Gwent in the south-east). Cadw retains responsibility for **Scheduled Ancient Monuments** (SAMs) and they are regularly inspected by Monument Protection Officers to determine their current condition. They also administer directly their **Monuments in Care** and this includes marketing, interpretation and presentation as well as conservation. Cadw increasingly works with Visit Wales, Local Authority tourism bodies, consultants and others to achieve their aims. Several of the Cadw monuments have museums or interpretation centres attached.

[Blaenavon Ironworks](#) •

The principal documentation for policy in this area is to be found on the web:

Index of Planning Policy Guidance for Wales

A reference source for all planning guidance and policy in Wales

<http://wales.gov.uk/docs/desh/publications/100825planningpolindexen.pdf>

Welsh Office Circulars

24/87: Change of Use of Buildings and Other Land

- 35/95: The Use of Conditions in Planning Permissions
- 60/96: Planning and the Historic Environment: Archaeology
- 61/96: Planning and the Historic Environment: Historic Buildings and Conservation Areas
- 1/98: Planning and the Historic Environment: Directions by the Secretary of State for Wales (following the 'Shimizu' judgement)

Welsh Government Circulars

Planning Policy Statement 5: Planning and the Historic Environment (2010)

Technical Advice Notes (TAN)

- TAN 5: Nature Conservation and Planning
- TAN 6: Planning for Sustainable Rural Communities
- TAN 8: Renewable Energy
- TAN 9: Enforcement of Planning Control
- TAN 12: Design
- TAN 13: Tourism
- TAN 14: Coastal Planning
- TAN 15: Development and Flood Risk
- TAN 22: Sustainable Building Standards

Royal Commission on Ancient and Historical Monuments in Wales

This was established in ** initially with a finite brief to record all the monuments to be found in Wales and was intended to support the actions of the Inspectorate of Ancient Monuments by identifying and describing, county by county, a definitive list of sites for the purpose of extending, with better knowledge, the Schedule of Ancient Monuments created in the 1882 Act (see above). Alongside the other three commissions for England, Scotland and Ireland, the whole of the UK was to be surveyed. After WWI, however, new methods of survey, especially aerial photography, as well as new large-scale field prospection started to produce ever-increasing numbers of sites. Eventually it became clear that the Commissions would need to have an extended life and the Royal Warrants under which they function were issued *sine die*.

The Royal Commissions have a century of experience and are the pre-eminent source of expertise and methodological development in the survey of ancient monuments, historic landscapes and structures of all kinds. It has always published to the very highest standards and the subject matters are now largely thematic, once the original county inventory volumes ceased to be produced in the later 1980s and 1990s. With the advent of computers also the primary function became to create a digital archive and record of all historical monuments, a brief which has extended to a great deal of related material such as historic photographs and written accounts. This has led to the creation of the National Monument Record which is now increasingly accessible on-line for the use of the wider public.

While in England, the RCHME was absorbed by English Heritage, the RCAHMW has retained its nominal independence with a body of commissioners appointed under the Royal Warrant. However, in reality, with the vast bulk of its funding coming from the Welsh Government, managerial control is now exercised through Cadw with its line of responsibilities to the relevant WG minister, currently Huw Lewis. The Commissioners are largely advisory. The CEO is known as the Secretary to the Commission and is currently Peter Wakelin. The main office is in Aberystwyth.

<http://www.rcahmw.gov.uk/HI/ENG/Home/>

CyMAL

CyMAL gives advice and financial support to local museums, archives and libraries; develops and implements policies appropriate to Wales, and provides authoritative policy advice to the Minister for Housing, Regeneration and Heritage through the same pathway of directorates as Cadw.

It provides advice and support to local museums, archives and libraries in Wales, including the support and development of professional standards, expertise and skills. It also administers grant schemes for museums, archives and libraries, and provides advice on other sources of funding. It develops research and baseline information across the sector and is the Sponsorship Division for the National Library of Wales and Amgueddfa Cymru – the National Museum Wales.

CyMAL also advises the Minister on: the **Government Indemnity Scheme** (GIS) which enables Amgueddfa Cymru - National Museum Wales and the National Library of Wales, and some non-national institutions, to borrow objects where the cost of commercial insurance for the quantity and quality of items loaned would be prohibitive, by giving undertakings to the lenders; and the **Acceptance in Lieu** (AIL) scheme. This enables taxpayers to transfer works of art and important heritage objects into public ownership in whole or part settlement of inheritance tax.

<http://wales.gov.uk/topics/cultureandsport/museumsarchiveslibraries/cymal/?lang=en>

The National Museum of Wales

The National Museum has a main base in Cardiff and St Fagans, but also has five other museums spread around the country:

National Museum Cardiff; St Fagans National History Museum ; Big Pit National Coal Museum; National Woollen Museum (Felinfach, Ceredigion); National Roman Legion Museum (Caerleon); National Slate Museum (Gwynedd); National Waterfront Museum (Swansea).

In addition to the usual collections of material culture, the museum at St Fagans which will soon become the National history and archaeology collection and display centre, has built its international reputation on the long-term conservation of complete buildings which have been taken from all round Wales and reconstructed in the former park of St Fagan's Castle

<http://www.museumwales.ac.uk/>

The National Library

The National Library is based in Aberystwyth and is Wales' copyright library. It also houses the premier collection of Welsh and other medieval and later manuscripts, historic maps and prints, photographs and oral records, and a number of artefacts mostly related in some way to the written or printed word. It has a close relationship with heritage and now, especially, to the intangible heritage of the spoken word. This, in particular, and coupled with family history, has led to a very strong set of new connections with the Welsh public and with those from outside seeking Welsh roots and ancestry.

<http://www.llgc.org.uk/>

2. Ministry for Agriculture, Food, Fisheries and European Programmes: Department of Rural Affairs

The Department for Rural Affairs works to provide a high quality of life for people who live and work in our rural communities. It is responsible for delivering sustainable farming, forestry, food and fisheries industries; and for helping all departments across the Welsh Government to take account of the needs of rural areas in their work.

Staff are based in offices across Wales, including Cardiff, Carmarthen, Llandrindod Wells, Aberystwyth, Caernarfon and St Asaph.

Alun Davies is the Deputy Minister for Agriculture, Food, Fisheries and European Programmes. Rory O'Sullivan is the lead civil servant – the Department's Director. He is within the Directorate of Business, Enterprise, Technology and Science under the Director General James Price who reports to the Deputy Minister.

Responsibilities

The Department's key responsibilities include:

- animal health, including the eradication programme for bovine TB;
- payment of Common Agricultural Policy (CAP) subsidies to farmers and the CAP reform agenda;
- working for a better future for food producers, food processing and agri-food businesses in Wales;
- delivery and administration of the Rural Development Plan for Wales;
- design and delivery of land management schemes including agri-environmental schemes, woodland grants and payments to hill farmers;
- the provision of information and advice to help farming become more sustainable economically and environmentally;
- the development of sustainable supply chains adding value to the primary produce of farming, fisheries and woodland industries;
- management of the work of the Forestry Commission in Wales, who work in practice as a division of the department;
- plant health, including policy on Genetically Modified Organisms (GMOs);
- management of inland and sea fisheries;
- support for local community development in rural areas; and
- rural policy, including delivery of the One Wales commitment on meeting the needs of deep rural areas.

Priorities

To address its key challenges, the Department has identified 6 top priorities:

- To help farming, fishing and woodland industries in Wales become more sustainable economically, socially and environmentally;
- To support the development of sustainable value-added supply chains using the primary produce of farming, fishing and woodland industries;
- To promote animal health and welfare;
- To help the Welsh Government take account of rural issues in its work;
- To promote good agricultural practice and sound land management and safeguard the natural environment; and
- To contribute to action on climate change

Farm subsidy system

Glastir

Rural Affairs Minister Elin Jones has announced a shift in approach to land management schemes in Wales. From 2012, the four existing agri-environment schemes will be replaced by one scheme, Glastir, which is better positioned to meet current and future environmental challenges.

The announcement meets the One Wales commitment to undertake a review of programmes under Axis 2 of the Rural Development Plan. The four existing schemes are **Tir Gofal**, Tir Cynnal, Tir Mynydd and the Organic Farming Scheme.

The information provided remains subject to European Commission (EC) approval.

3. Ministry for Business, Enterprise, Technology and Science: Department of Tourism and Marketing

Jonathan Jones is the director for Tourism and Marketing and has prime policy and delivery responsibilities. Jonathan reports directly to James Price, Director General for Business, Enterprise Technology and Science.

Tourism & Marketing sit within the political portfolio of the Department for Business, Enterprise, Technology and Science as set by the Welsh Government. Jonathan advises Edwina Hart AM, the Minister for Business, Enterprise, Technology and Science, on matters relating to Tourism & Marketing. The delivery brand for the work of this department is:

Visit Wales

Visit Wales, the Welsh Government's tourism team, within the Department for Heritage is responsible for the promotion and development of tourism in Wales.

The Tourism and Marketing division sits within the Department for Heritage. Visit Wales, is the 'delivery' arm of the Tourism and Marketing division which also has wider international and business to business marketing responsibilities working with the Department for Enterprise and Transport.

Jonathan Jones is the director for Tourism and Marketing. Jonathan reports directly to the Minister for Heritage, Alun Ffred Jones AM. Jonathan also reports directly to Clive Bates, Director General for Sustainable Futures, on matters relating to Tourism and Marketing.

4. Key Policy initiatives for the Welsh Government:

The Welsh Historic Environment Strategic Statement

<http://wales.gov.uk/docs/drah/publications/090921strategicstatementheadlineactionplaneng.pdf>

The Welsh Historic Environment Strategic Statement: Action Plan

<http://www.cadw.wales.gov.uk/upload/resourcepool/ActionPlanENGLISH%20309599.pdf>

The Welsh Government: Programme for Government, 2011

<http://wales.gov.uk/docs/strategies/110929chap12en.pdf>

'A Living Wales'

A consultative process has begun for a new natural environment policy in Wales. The consultation document can be seen at:

<http://wales.gov.uk/docs/desh/consultation/101007livingwalesen.pdf>

Rural Development Plan for Wales 2007-2013

The Rural Development Plan was formally approved by the European Rural Development Committee on 20th February 2008. The diagram below shows the linkages between the EU Commission Regulations, Strategic Guidelines, National Strategy Plan, Rural Development Plan 2007-2013, Axes, Measures and Schemes.

Background

Prior to the formation of the plan a National Strategy Plan was required to take into account the European Union's Strategic Guidelines for Rural Development. These guidelines formed the framework for the rural development measures and schemes. There are six guidelines in total of which the first four themes relate to the axes within the plan. The remaining two are specific to the Lisbon and Gothenburg strategies which focus on economic, social and environmental factors and in the longer term sustainable development.

Strategic Guidelines

1. Improving the competitiveness of the agricultural and forestry sectors

2. Improving the environment and countryside
3. Improving the quality of life in rural areas and encouraging diversification
4. Building local capacity for employment and diversification
5. Translating priorities into programmes
6. Complementarity between community instruments

The National Strategy Plan

A National Strategy Plan for the United Kingdom was produced to implement the European's Rural Development Programme. The strategy plan has a variety of annexes of which annex 3 is the Welsh chapter which sets out the priorities for Wales.

European Commission Regulations

There are two main EU regulations namely; Council Regulation (EC) 1698/2005 and Council Regulation (EC) 1974/2006. 1698/2005 focuses on the support for rural development by the European Agricultural Fund for Rural Development (EAFRD) and 1974/2006 lays down the detailed rules for the application of regulation 1698/2005 for the Rural Development Plan (RDP) for Wales 2007-2013.

Wales Spatial Development Plan

There is a statutory requirement under the *Planning and Compulsory Purchase Act 2004* for the then Welsh Government to produce a Spatial Plan for Wales. Such a plan should set out a strategic framework to guide future development and policy interventions, whether or not these relate to formal land use planning control.

The Wales Spatial Plan was adopted by the National Assembly for Wales on 17 November 2004. It covers a 20 year period, although it is subject to review. The Welsh Government sees the spatial plan as providing high level strategic guidance and a framework for collaborative action.

The Wales Spatial Plan was published by the Welsh Assembly in 2004. The Plan is in some respects similar to a Regional Spatial Strategy in England, but is less prescriptive and broader than land use planning, setting out a wider-ranging spatial vision and strategy:

- Provide a clear framework for future collaborative action involving the Welsh Government and its agencies, local authorities, the private and voluntary sectors to achieve the priorities it sets out nationally and regionally
- Influence the location of expenditure by the Welsh Government and its agencies
- Influence the mix and balance of public sector delivery agencies' programmes in different areas
- Set the context for local and community planning
- Provide a clear evidence base for the public, private and voluntary sectors develop policy and action

An update to the Wales Spatial Plan, *People, Places, Futures*, was published for consultation in early 2008. It sets a vision for how each part of Wales should develop economically, socially and environmentally over the next 20 years and will guide the way the Welsh Government spends its money over the coming years.

There are six spatial plan areas to represent regional perspectives in Wales. Each area group is chaired by a cabinet minister. The areas are:

- Central Wales
- North East Wales - Border and Coast
- North West Wales – Eryri a Môn
- Pembrokeshire – The Haven
- South East Wales – Capital Network

- Swansea Bay – Waterfront and Western Valleys

The Wales Environment Strategy

The Environment Strategy for Wales recognises the importance of our environment and explains how we will tackle the challenges facing it over the next 20 years.

The Environment Strategy provides the framework within which to achieve an environment which is clean, healthy, biologically diverse and valued by the people of Wales.

The Environment Strategy was published on 17 May 2006.

The consultation process

The Strategy has been developed through an extensive consultation process and in partnership with key stakeholders. It reflects the results of the consultation *Our Environment - Our Future - Your Views* launched in July 2005, and the results of a pre-consultation held in summer 2004. The consultation process helped to identify the key environmental issues we need to address the actions we need to take to address them.

The Strategy

The Environment Strategy is the Welsh Government's long term strategy for the environment of Wales, setting the strategic direction for the next 20 years. It provides the framework within which to achieve our vision for the environment of Wales. The Strategy has five main environmental themes:

- Addressing climate change – covers climate change mitigation and adaptation;
- Sustainable resource use – covers material consumption and waste, water, soils, minerals and aggregates;
- Distinctive biodiversity, landscapes and seascapes – covers biodiversity, the marine environment, **landscapes and seascapes and their historic component**;
- Our local environment – covers the built environment and access to green space, environmental nuisances, walkability in urban areas and access to the countryside and coast, and flood risk management; and
- Environmental hazards – covers pollution and chemicals and radioactivity.

For each of these subjects, the Strategy explains the issues and where we are now. It sets out the environmental outcomes we want to achieve and the associated indicators and timelines for delivery.

B. Welsh QUANGOs

The Countryside Council for Wales (CCW)

The Countryside Council for Wales is the Government's statutory advisor on sustaining natural beauty, wildlife and the opportunity for outdoor enjoyment in Wales and its inshore waters.

CCW champions the environment and landscapes of Wales and its coastal waters as sources of natural and cultural riches, as a foundation for economic and social activity, and as a place for leisure and learning opportunities. It aims to make the environment a valued part of everyone's life in Wales. A strategic element of CCW's activity is the Historic Landscape and this is CCW's blurb on this subject:

CCW: Wales' historic landscapes

Wales' diverse and distinctive landscape provides a fascinating insight into the past. From prehistoric stone circles to city centre streets, 6,000 years of human activity has left its mark on our environment...

Our ancestors quarried stone to build impregnable castles and hill forts. They crafted monuments to their beliefs. Grand houses crowned their ownership of the land. They toiled on the fields and in the mines, leaving behind evidence of how the agricultural and industrial revolutions dramatically changed our countryside. And we continue to shape the land around us today.

Historic landscapes provide valuable clues to these events. Yet we often take many of their features for granted. Look again at that old stone boundary wall or that small area of woodland – they may have their origins in the very distant past and have an intriguing story to tell.

Some landscapes may appear timeless and unchanged. But land that has been relatively undisturbed by farming or is unfit for crops might betray a wealth of evidence of ancient landuse.

Big or small, ancient or modern, all these features mark the importance of our historic fabric.

Working in partnership with Cadw (the official guardian of Wales' built heritage) and the four Welsh Archaeological Trusts, CCW maintains and promotes the use of the **Welsh Historic Landscapes Register**.

The Register is a vital way of safeguarding the characteristics of these distinctive places. It now contains 58 different areas – the best surviving examples of historic landscapes in Wales.

Cadw 2001, *Landscapes of Historic Interest in Wales, The Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales, Part 1: Parks and Gardens of Special Historic Interest* Cardiff: Cadw

Cadw 1998, *Landscapes of Historic Interest in Wales, The Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales, Part 2.1: Landscapes of Outstanding Historic Interest* Cardiff: Cadw

Cadw 2001, *Landscapes of Historic Interest in Wales, The Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales, Part 2.2: Landscapes of Special Historic Interest* Cardiff: Cadw

Cadw 2007, *Landscapes of Historic Interest in Wales, The Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales, Part 1: Parks and Gardens of Special Historic Interest, Additional and Revised Entries, volume 1.* Cardiff: Cadw

Designation = Landscape of Historic Interest (LOHI)

Whether you're a planning officer, a teacher or a visitor to Wales, if you want information about our historic landscape then the Register is a good place to find it.

The main purpose of the Register is to provide information for those taking decisions about landscapes. This means that changes and new developments can be accommodated in ways that will cause the least harm to the historic character of the land.

If you're enjoying our dramatic countryside on a day out or on a holiday, you can even use the Register to dig up absorbing information, or to use as an educational guide.

Further advice on the use and operation of the Register can be obtained in the Guide to Good Practice on Using the Register of Landscapes of Historic Interest in Wales in the Planning and Development Process available on the Cadw website.

The main purpose of the Register is to provide information about current landscapes for planners and developers - people who have to make decisions that will change the landscape as it appears today. By describing clearly the current state of the landscape, how it has evolved over the centuries and what landmarks exist, the Register aims to help planners and developers introduce changes and new developments in ways that will cause the least harm to the historic character of the land. The Register is not the word of the law - it recognises that the landscape is in a permanent state of flux and is not used to prevent required change or development.

CCW: LANDMAP

Wales has through its National Assembly, a responsibility to manage its land in a sustainable way. *LANDMAP* is the national information system, devised by the Countryside Council for Wales, for taking landscape into account in decision-making. It is essentially a landscape characterisation tool which can be used to inform both specific and strategic decision-making concerning the conservation, use and development of the Welsh countryside.

LANDMAP is a unique system, allowing information about landscape to be gathered, organised and evaluated into a nationally consistent data set. *LANDMAP Information* is collected in a structured and rigorous way, through a Geographical Information System (GIS) that aims to be as objective as possible. Its database contains both relatively objective information – such as rock type and historical information – and more subjective information, such as sensory responses and cultural interpretation. *LANDMAP information* can also be combined with contextual socio-economic information.

CCW: The European Landscape Convention (ELC)

The ELC is the first international treaty specifically on landscape. This Council of Europe initiative provides a broad framework for the planning and management of all landscapes across member states. This now includes the UK, who signed and ratified the ELC effective as of 1 March 2007.

CCW is pleased to endorse the ELC definition of 'landscape', being "an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors."

The ELC represents our agreement to some common core principles and actions:

- Putting people – from all cultures and communities – and their surroundings, at the heart of spatial planning and sustainable development.
- Recognising that landscape exists everywhere, not just in special places and, whether beautiful or degraded, is everyone's shared inheritance.
- Increasing awareness and understanding of landscape and its value, as a unifying framework for all land-use sectors.
- Promoting a more accessible, integrated and forward looking approach to managing inherited landscapes and shaping new landscapes.

These commitments are implemented within the context of our own domestic legal and policy frameworks. This is important, because it allows us to operate within the existing mechanisms that we have for dealing with our landscapes, building on all the work we have done to date.

Equally important, the ELC takes a realistic and forward looking view, rather than a preservationist one: creating future landscapes is regarded as being just as much an aim as managing sustainably those we have inherited.

The ELC also stresses that landscape is not merely scenery, but links people with place, culture with nature and past with present. It stresses that landscape has many values that matter to people (not all tangible), because it is they who create and value the landscape.

CCW champions this view through our work with the Welsh Government and our partners, on how we can all embrace and help to deliver the ELC's principles. This means above all else, making people and places matter more at the heart of landscape planning everywhere in Wales.

CCW has oversight of key Landscape and Environment Designations:

Areas of Outstanding Natural Beauty, protected by law because of their special landscape qualities. They have more protection than other areas under the planning process and, in terms of landscape and scenery, are equal to National Parks. Wales has five AONBs.

Heritage Coast – Stretches of outstanding, unspoilt coastline, usually cared for by local authorities. The 14 different stretches account for nearly half of Wales' coastline.

Sites of Special Scientific Interest (SSSIs) – These are the cornerstones of wildlife and habitat protection in Wales and are backed by law. There are more than 1,000 of them.

Marine Nature Reserves (MNRs) - Wales' only Marine Nature Reserve is covered by special byelaws. MNRs protect important marine habitats, sea life and special features on shore or on the seabed.

Environmentally Sensitive Areas Scheme (ESA)

The Environmentally Sensitive Areas Scheme was introduced in 1987 to offer incentives to encourage farmers to adopt agricultural practices which would safeguard and enhance parts of the country of particularly high landscape, wildlife or historic value. These are now being phased out.

Special Areas of Conservation (SACs) – A network of strictly-protected sites across the European Union that will make an important contribution to protecting some of the 189 habitat types and 788 species that have been chosen for protection. SACs can be on land, on the coast or at sea. There are 90 SACs or candidate SACs in Wales.

Special Protection Areas (SPAs) – Strictly protected sites which aim to safeguard rare, vulnerable and migratory birds according to the European Commission's Birds Directive. Wales has 19 SPAs. They are all SSSIs and are protected as such.

Natura 2000 sites - under European Commission Directives (see above)

Wetlands of International Importance – These are called Ramsar Sites after the town in Iran where an international convention was agreed to protect important and threatened wetlands, which can vary from bogs and mires to open water. The 10 Ramsar Sites in Wales are all SSSIs and contain rare plants and animals. Many are particularly important for wildfowl.

Biosphere Reserves – Wales has one of these internationally recognised reserves which are dedicated to studying the way human activity affects the local environment. It is part of a world-wide chain under UNESCO.

Biogenetic Reserves – A European network of reserves to conserve plants, animals and natural areas that may be common in one country, but scarce in another. They aim to protect a store of such genetic material for the future. Sites have to be SSSIs or similar. Wales has one.

Geoparks – Wales has one of this network of 25 European sites which are being conserved because of their geological importance.

National Nature Reserves (NNRs) – The best national examples of habitats, geology, wildlife or a combination of these. They are owned or leased by CCW or other conservation bodies and many can be visited. There are 66 in Wales.

Forestry Commission Wales

The Forestry Commission is a UK body which has now been effectively devolved with some residual UK-wide functions and strategic interests. The Forestry Commission Wales acts as the Welsh Government's (WG) Department of Forestry and is responsible for managing the 38% of Welsh woodlands owned by the Welsh Government.

It advises, on behalf of the WG, on the development of forestry policy and its implementation. It also encourages sustainable woodland management within the private sector and is responsible for administering grants and regulatory work, including licensing for felling and replanting. The Welsh Government Minister with responsibility for forestry in Wales is John Griffiths in the Department for Environment and Sustainability and is directed through the UK Board of Commissioners and the Forestry National Committee for Wales.

It functions under a rolling corporate plan called '*Our purpose and direction*' and it is updated each year, setting out what FCW wants to achieve over a three year period, currently 2011 - 2014. To monitor progress there are a number of performance measures which are included in the Plan.

It works closely with the Welsh Government to deliver its strategic aims set out in *Woodlands for Wales: the Welsh Government's Strategy for Trees and Woodlands*, alongside the many other public, private and voluntary partners. The Woodland Strategy Advisory Panel was formed in 2005 to advise the National Committee for Wales on developing forestry policy and the monitoring of the Wales Woodland Strategy.

Woodland for Wales (WG policy, but administered by the Forestry Commission Wales)

Woodlands for Wales, the Welsh Government's (WG) strategy for woodlands and trees was revised and published in March 2009.

Originally published in 2001 it sets out a 50-year plan for woodlands and trees and how the people of Wales can benefit from them. The strategy looks at the role they play in delivering social economic and environmental benefits and also the contribution they can make towards addressing the impacts of climate change.

All trees in Wales are considered in the strategy both in the countryside and urban areas.

The strategy is framed around Welsh woodlands and trees as a basis for delivery across four strategic themes, which are:

- Responding to climate change – coping with climate change and helping reduce our carbon footprint.
- Woodlands for people – serving local needs for health, education and jobs.
- A competitive and integrated forest sector – innovative, skilled industries supplying renewable products from Wales.
- Environmental quality – making a positive contribution to biodiversity, landscapes and heritage, and reducing other environmental pressures.

Coed Cymru

This is an important quasi-independent charity which promotes the interests of broadleaf woodland, particularly those with an historic dimension. It was established as a partnership of organisations dedicated to bringing Welsh broadleaf woodlands into sustainable management. It was founded in 1985 and established as a company limited by guarantee and a charity in 1989 and is funded by the partners: Countryside Council for Wales (CCW), Local Authorities (WLGA) and National Parks in Wales, Forestry Commission,(FC) Welsh Assembly Government (WAG) and the Environment Agency (EA).

Following a century of neglect and plunder the majority of Welsh broadleaf woodlands had been left in a state of serious decline and 85% showed no significant recruitment of young trees. Coed Cymru gives free help and advice on the sensitive management of woodlands and the sustainable use of woodland products. It covers the whole spectrum from the growth of new trees through to high quality Welsh hardwood products. Over 6919 woodland management and tree planting projects have been instigated, in all, just over 31,426 hectares. More than 400 businesses now regularly use Welsh hardwoods, including many recent converts.

<http://www.coedcymru.org.uk/>

C. Local Authorities and National Parks

Local Authorities

Wales has 22 unitary local authorities and each of them has statutory obligations established through various bodies of Local Government legislation. Other obligations and activities result from decentralised Welsh Government functions such as the monitoring of listed buildings. Yet others arise from policies devised and implemented at the local government level. Much, however, depends on finance and there is considerable concern in Wales that there are too many authorities with too small a population to derive enough income to fulfil all their obligation or wishes. Ceredigion, for example, has no Conservation Officer to look after the stock of historic buildings nominally in its charge. Local authorities, in addition to this obligation, can exercise a deal of control through planning, although the specific historic environment matters are handled on their behalf by the four regional archaeological trusts.

These are the unitary authorities and all can be accessed through the Welsh Government's web-site:

Blaenau Gwent; Bridgend; Caerphilly; Cardiff; Carmarthenshire; Ceredigion; Conwy; Denbighshire; Flintshire; Gwynedd; Isle of Anglesey; Merthyr Tydfil; Monmouthshire; Neath Port Talbot; Newport; Pembrokeshire; Powys; Rhondda Cynon Taff; Swansea; The Vale of Glamorgan; Torfaen; Wrexham

<http://wales.gov.uk/topics/localgovernment/?lang=en>

Local Nature Reserves (LNRs) – These are set up by local authorities and have features which are important locally and usually have strong community connections. They combine conservation with opportunities for quiet enjoyment of nature. There are 53 in Wales.

Local Museums and County Archives - Many of these have been established for a long time, but often feel under threat when there are cut-backs. They are funded from LA budgets for the most part although some have endowment and other incomes as supplements. They also have access to grant schemes such as those administered by CyMAL (q.v.). A (very incomplete) list of these museums is:

Abergavenny Museum (Monmouthshire CC); Bersham Ironworks (Wrexham); Brecknock Museum (Powys CC); Caldicot Castle (Monmouthshire CC); Cardiff Story (Cardiff City Council); Carmarthenshire County Museum, Carmarthen (Carmarthenshire CC); Cefn Coed Colliery Museum (Neath Port Talbot); Ceredigion Museum, Aberystwyth (Ceredigion CC); Chepstow Museum (Monmouthshire CC); Gwynedd Museum and Art Gallery, Bangor (Gwynedd CC); Llancaiach Fawr (Caerphilly County Borough C); Llanidloes Museum (Powys CC); Nelson Museum (Monmouthshire CC); Newport Museum (Newport City Council); Newtown Textile Museum (Powys CC); Parc Howard Museum, Llanelli (Carmarthenshire CC); Powysland Museum (Powys CC); Radnorshire Museum, Llandrindod Wells (Powys CC); Scolton Manor (Pemb CC); Swansea Museum (Swansea)

National Parks

There are three National Parks in Wales each with their own rolling Park Plans where strategic intent on both the natural and cultural heritage is set out. A fourth park was designated in 1972, but never brought into existence: the Cambrian Mountains National Park. Those working today are:

The Pembrokeshire Coast National Park

<http://www.pembrokeshirecoast.org.uk/>

The Brecon Beacons National Park

<http://www.breconbeacons.org/>

The Snowdonia National Park

<http://www.eryri-npa.gov.uk/home>

D. Non-Governmental Organisations

The Archaeological Trusts for Wales

The four archaeological trusts in Wales were established in 1975 by Dai Morgan Evans, then Inspector for Ancient Monuments in Wales within the Department of the Environment. It was a response to the rapid and rather shambolic creation of rescue field units in England which were partly based in local authorities, partly in universities and partly established by private individuals and companies. It was felt that Wales was too small to survive such anarchy, but small enough to have a proper, regionally-based set up, supported by the DoE. It was also clear that, for such organisations to be fit for purpose they needed to cover the regions of Wales at a size which was large enough to justify expenditure on an effective group of permanently-employed professional staff. The functions of the Trusts at the beginning were to have regional responsibilities for the conduct of rescue excavations which were, at that time, still largely funded by the state and for the creation of Sites and Monuments Records to allow them to offer advice on potentially-destructive development within the local authority and national park planning processes.

In the later 1980s developer-funded archaeological impact work began to become the norm and the Trusts found themselves having to compete with other, external groups for contracts – they no longer had exclusive rights within their regions. On the other hand they could compete for contracts outside their regions, indeed outside of Wales. At the same time their role within the planning process became more complex and formalised. Over the last couple of decades the roles of the individual trusts have started to differentiate themselves. All are relatively small in the contract business and have struggled, especially during recessions when development is in decline, to find work. The Gwynedd Archaeological Trust has decided to continue no longer with its contract division. As this area became problematic so the Trusts, under the direction of the principal paymaster Cadw, have successfully expanded the curatorial side of their work out of simple planning control into the development of heritage support. This work has included historic landscape characterisation, community heritage projects (mostly funded through HLF and EC grants) and other work on the conservation and care of monuments and landscapes. Very recently this has included making the SMRs (now HERs) available on-line as a collective action of all four trusts: <http://www.archwilio.org.uk/>

The four Trusts are:

The Dyfed Archaeological Trust (based in Llandeilo)

<http://www.dyfedarchaeology.org.uk/>

The Glamorgan-Gwent Archaeological Trust (based in Swansea)

<http://www.ggat.org.uk/>

The Gwynedd Archaeological Trust (based in Bangor)

<http://www.heneb.co.uk/>

The Clwyd-Powys Archaeological Trust (based in Welshpool)

<http://www.cpat.org.uk/>

E. The Voluntary Sector

Civic Societies

The Civic Trust for Wales is an umbrella association for 56 civic trusts in Wales. It 'promotes civic pride as a means to improving the quality of life for all in the places where people live and work, and encourages community action, good design, sustainable development and respect for the built environment amongst people of all ages.'

<http://www.civictrustwales.org/>

Local independent museums

Some examples:

Kidwelly Industrial Museum (Kidwelly Museum Trust in partnership with Carmarthenshire County Council); Llechwedd Slate Caverns; South Wales Miners' Museum; Sygun Copper Mine; Tenby Museum (Tenby Museum Trust);

Llwyernog Silver-mine Museum (Ceredigion): <http://www.silverminetours.co.uk/>

Lobby Groups

The Campaign for the Preservation of Rural Wales

The following is extracted from the CPRW's web-site:

CPRW aims to secure the protection and enhancement of the diverse landscapes and environment of Wales. It is a national charity founded in 1928. Our concern with landscapes gives us an unique place among voluntary bodies in Wales. Membership is open to everyone who shares our passion for the Welsh countryside and our environment. CPRW volunteer members, supported by professional staff, help to influence and secure the implementation of public policy that meets our aims and help local communities shape the future of their areas.

What we do

We seek to influence change for the better. We promote positive solutions for the long-term future of the countryside whilst seeking to protect the best qualities of the natural and built environment. CPRW's aim is to be a regular and respected point of reference by all authorities that set and implement relevant public policy.

What are our current themes?

- **Making landscapes and the values associated with rural life in Wales important and relevant to young people.** We achieve this through innovative programmes which foster greater sense of responsibility amongst tomorrow's decision makers. We promote landscapes as a learning environment which provides opportunities for personal development and enjoyment.
- **Reconnecting people with local landscapes and helping them to appreciate their true relevance and values.** Our 'I Care for Wales – do you?' initiative encourages local people and decision makers to be more aware of the importance and value of what surrounds them and enables them to become more involved in looking after it. By increasing public appreciation and awareness of the value of landscapes, CPRW helps to promote and celebrate the principles of the European Landscape Convention and the democratisation of landscapes throughout Wales.
- **Increasing recognition of the value of an individual's Local Sense of Place.** This is achieved by encouraging our members and the general public to work with networks and organisations in their local areas and undertake small-scale community based landscape projects. Such initiatives not only maintain and enhance features of local importance but also strengthens the variety of character and the individuality of different parts of rural Wales.

How we operate

Through our seventeen branches and paid staff, using the best evidence available to us, we monitor the land use planning system and undertake lobbying and campaigning. We structure ourselves to engage with government institutions on rural and land use policy at all decision-making levels - EU, UK, National Assembly and local authorities including National Parks. We also seek to influence private developers and others who, in our view, may threaten the qualities we wish to protect. We work in partnership with other organisations and individuals. We welcome dialogue with all, including those that are critical of our mission. We seek to inform and educate people of all ages of the value of landscape and we work with the media to increase public understanding of our objectives. We stand up for and argue our case in public, and we will

resolutely oppose damaging proposals from whichever direction they originate.

Our standards

We believe in participatory democracy and support local communities having an effective say in the decisions that affect their environment. We value teamwork and draw strength from all levels of our organisation. In all our activity we strive to be professional, constructive and act with integrity. We are committed to ensuring our resources are deployed cost-effectively to meet our objectives.

Strategic Goals

To improve the performance of CPRW in all areas of its work in order to increase its influence over the policies and actions of organisations and individuals as they affect the countryside, its communities and the wider environment, so as to secure the protection and enhancement of the diverse landscapes of Wales as an essential part of a sustainable Wales."

<http://www.cprw.org.uk/>

The proceedings of a conference on landscapes run by CPRW is produced here:

<http://www.cprw.org.uk/documents/ConnectingLandscapes.pdf>

The Cambrian Mountains Society

<http://www.cambrian-mountains.co.uk/>

APPENDIX 1: PAPER PREPARED BY DAVID AUSTIN FOR AN ENQUIRY INTO CADW IN 1991

Cadw: Welsh Historic Monuments Executive Agency

The Agency was constituted in April 1991, but Cadw itself was first established in 1984 as a division of the Welsh Office and essentially it provides advice and recommendations to the **Secretary of State for Wales**. His responsibilities are determined by certain key pieces of legislation and supporting regulations, the most important of which are:

a) for the protection and provision of grants for **historic buildings** and (urban) **conservation areas** (relating to structures with roofs and having a contemporary use)

The Historic Buildings and Ancient Monuments Act 1953

The Planning (Listed Buildings and Conservation Areas) Act 1990

Welsh Office Circular 61/81: Historic Buildings and Conservation Areas – Policy and Procedure

These provide for the creation and maintenance of a **list of buildings of historic interest** in 3 grades:

I: "Buildings of exceptional interest" (currently less than 5%)

II*: "Particularly important buildings of other special interest, including buildings with internal detail"

II: "Buildings of special interest which warrant every effort being made to preserve them"

The list and the procedures relating to it are administered by an **Inspectorate of Historic Buildings**. There are currently about 14,700 listed buildings in Wales and permission must be sought from the Secretary of State for their demolition or alteration. Buildings in use for worship are exempt. Applications for consent to demolish or alter are considered first by local planning authorities and if they are minded to grant the request, the applications are called in by Cadw for further consideration (except for interior work to Grade II buildings). Cadw's professional architectural staff then advise the Secretary of State on the appropriate course of action. In the case of demolition local authorities must seek the views of 6 **Amenity Groups**: the Ancient Monuments Society; the Council for British Archaeology; the Georgian Group; the Society for the protection of Ancient Buildings; the Victorian Society; and the Royal Commission on Ancient and Historical Monuments in Wales. Administrative procedures to extend or alter the list of protected buildings by Cadw's inspectors fall under two heads: *ad hoc* listing of threatened buildings usually on the advice of a local authority or other professional body or individual; and systematic resurvey community by community. These procedures have recently been criticised for being too slow, and for being the principal cause for the loss of so many historic buildings.

Similar protection may also be obtained by the designation of conservation areas in which blocks of buildings and other urban spaces are identified as having a group importance for their historical character. There are currently 399 such areas in Wales and it is the responsibility of local planning authorities in considering planning applications for a conservation area "to give special attention to the desirability of preserving or enhancing its character or appearance".

In addition the Secretary of State may grant aid owners for repair of listed buildings and in this he is guided by independent advisers, the **Historic Buildings Council for Wales**. Grant applications both for individual buildings and for Town Schemes (within conservation areas) are evaluated by Cadw's professional architectural staff and passed to the HBC for further advice. Offers are made to owners under strict conditions and usually involve only a fixed proportion of the total job. Major beneficiaries of such grants are the National Trust and the Church Estate. In 1992-3 a spend of £3.9m is anticipated for grants in approximately 200 cases. These grants can also be used alongside other grants made by the state and other funding bodies, e.g. Urban Investment Grants.

b) for the protection of ancient monuments and for the provision of grants for maintenance

The Ancient Monuments and Archaeological Areas Act 1979

Planning Policy Guidance Note 16: Archaeology and Planning

These provide for the creation and maintenance of a **schedule of ancient monuments** "of national importance" of which there are currently 2,700. This is administered by an **Inspectorate of Ancient Monuments**. The schedule is emended by two main processes: *ad hoc* scheduling (or de-scheduling) and by the systematic Scheduling Enhancement Programme which is being undertaken by inspectors by type (to date, palaeolithic caves, castles and moated sites). The condition of these monuments is monitored by

a team of part-time **Field Monument Wardens**. Any development which threatens to destroy or alter the condition of an ancient monument (including archaeological excavation or survey) must be approved by the Secretary of State who may grant a **Scheduled Monument Consent** (SMC). Applications for SMC are processed by the IAM which also consults the RCAHMW, the CBA, local authorities and the relevant Archaeological Trust. Once the evaluation is made an interim decision is issued which permits the applicant to accept, make further representations or request a **Public Inquiry** by an independent Planning Inspector. The IAM also considers planning applications having a potential impact on SAMs and which have been referred to them by local planning authorities and utility companies.

The Secretary of State can grant aid conservation work on monuments, and can enter into **management agreements** with owners which are structured on a loss of earnings basis if, for example, grazing is advocated rather than ploughing

The 1979 Act also makes provision for the Secretary of State to take and maintain certain **monuments in care** under direct ownership or through **guardianship** agreements. Such monuments must be of special archaeological, architectural or historical interest and considered in danger of being lost or of sufficient interest that it should be made available for the public to enjoy. The Act also has provision for local authorities to enter into similar arrangements and Cadw will offer advice and financial support where necessary. Cadw itself has 128 monuments currently in care, most transferred to the Secretary of State in 1969 with a transfer of functions from the MPBW. Cadw maintains the monuments through a highly skilled direct labour force, consolidating standing masonry and doing other works of conservation. The budget for this in 1992-3 is £1.393m.

Some of the more important structures have also to be made available to the public and Cadw has made great strides in recent years in providing information centres and facilities for the visitor. This includes a new generation of Cadw guides which are better illustrated and more demotic than previously, but still managing to maintain a high standard. Cadw also publishes a growing range of booklets and pamphlets, including the new Dyfed guide by Sian Rees.

Identifying HBs and SAMs and creating a data source

In the management of monuments there is clearly a need for sound records both of the nature and current condition of monuments. The ultimate ambition must be for constraint maps covering the whole of Wales which can be available for planners giving easy and direct access to the knowledge they need to make decisions. In Wales the situation is bad. We are far from that position. Cadw manages resources for two separate forms of record: the **National Monument Record** (NMR) maintained by the RCAHMW and the **Sites and Monuments Records** (SMR) maintained by the four Archaeological Trusts in Wales. Both separately are under-resourced and inadequate for conservation purposes.

Cadw and the 1980s ethos

In 1984 when Cadw became a reconstituted division of the Welsh Office, largely as a result of Cabinet pressure following the creation of English Heritage, it incorporated certain marketing elements of the Wales Tourist Board and set up its own internal marketing operation. This has led to a new ethos pervading the Welsh Office which has led to better information, but also an increased "bottom-line" and "value for money" approach in making decisions about conservation strategies and, more importantly in making public policy pronouncements about the task they are involved in

Cadw and non-statutory provision

Cadw is also conscious of the need for protecting, or at least recording, the rest of the **historic or built environment**. This is done in part through the maintenance of the two records and in part by the provision of resources and advice to those involved in controlling or monitoring acts of potential destruction or alteration. PPG16 gives advice to planning authorities about the need for impact assessments to assist with the evaluation process, particularly in the case of extensive ground surface movement, such as road works, building or quarrying and for subsequent excavation if the works are to proceed. Such archaeological work must be paid for by the developer on the "polluter pays" principle.

Since 1975, Cadw has also funded the four Archaeological Trusts to carry out **rescue excavations** which cannot be resourced in this way, although it is anticipated that the need for this provision will diminish in future as the full impact of PPG16 is felt.

Some general observations and questions in relation to the practice of archaeology in Wales

1. Ancient Monuments and Historic Buildings - a practice

These are deliberately defined rather vaguely in the acts, but a working practice has emerged on a case by case basis over the years which is flexible in most regards except possibly in relation to monuments in care (see below). Ancient monuments and historic buildings are administratively conceived very largely as specific sites located precisely within boundaries drawn on maps. There is a tendency also for them to be those elements of monuments which have visible characteristics such as walls or earthworks: this is particularly the case with monuments or buildings in care. All this eases their acceptance by the owners of property and the general public who can recognise their existence and see that they are tightly restricted in their scope.

In fact most ancient monuments and some historic buildings are invisible except to the trained eye and their identification often requires the assistance of special techniques such as aerial photography, geophysics, structural survey or excavation. There is also a general professional acceptance, however, that the historic meaning of all monuments and buildings can only be understood with reference to a wider context of related elements. Indeed many classes of monument and building exist in clusters and within networks of less obvious features which may be termed ancient landscapes, such as prehistoric field systems or gardens. There are powers within the 1979 Act (section 2) for the protection of such areas or landscapes, but these have not been used except very rarely with reference to certain urban locations in England. In Wales there are several rural areas, such as coastal Meirionnydd, or the Wye valley and several formal parks or gardens which are rich in monuments in this way and which receive only minimal statutory protection, although they may incidentally be assisted by other designations such as SSSI or AONB.

The recognition of ancient monuments and historic buildings, therefore, has developed empirically both within the academic practices of archaeology and architecture and within a consensus view about the traditional nature of history which emphasises great people and great events. Thus we have seen, on the one hand, since the first legislation in 1882, a steady expansion in the categories and numbers of monuments and buildings recognised and proposed for listed or scheduled protection by professionals and other interested people both within government agencies and outside in universities and learned societies. On the other hand, it is also possible to see that the types of monuments and buildings in care are much narrower in their scope and have an overwhelming preponderance of castles, monasteries, mansions and merchant houses. One explanation for this may be that whereas government has been prepared to expand steadily the schedules of ancient monuments and lists of historic buildings, it has not been prepared, in recent years, to extend the estate in care largely because of the escalating costs of maintenance. As a consequence the schedules and lists reflect a broad spectrum of the past while the estate in care has ossified around groups of monuments and buildings given into the state's guardianship by landowners unloading expensive items for the most part before the 1960's.

One line of enquiry may be to examine the extent to which there is strategic planning to create and manage a portfolio of monuments in care designed to meet the objectives of Cadw and other bodies. This begs the further question of what these objectives are. In broad terms this is expressed as the protection and presentation of certain elements of the past which are of historic value or importance to society and might thus be regarded as a cultural resource. The value or resource may be seen in a number of ways, for example:

1. a symbolic value to society as physical expressions of a shared (or divided) past which helps create common (or opposed) identity and purpose (*so we could also ask whose past? - Welsh or English, male or female, high or low*);
2. a value to the tourist industry as amenities and focuses for commercial activity, not just directly in the form of paying visitors, but indirectly as users of hotels, restaurants etc (*but who derives the benefit and who should pay for upkeep? - a tourist tax?*);
3. a resource to be exploited for the formal education of the young in history and a wide variety of other national curriculum subjects from maths to literature (*contrast the work of English Heritage's education department with what Cadw does*), and we should also include the informal education of all ages;
4. an aesthetic or artistic value since all monuments and buildings exist in landscapes often themselves containing considerable elements of antiquity and they are the visible traces of past excellence which

inform the judgements of modern planners and the responses of public opinion about the human environment;

5. an academic resource containing information and data of potential use to scholars of the past which should be protected for the purposes of future research.

The committee may wish to explore how these generalised objectives affect policy and decisions made about expenditure.

2. Tasks of Conservation

In general terms the relevant laws and statutes are constructed to offer limited protection, and even more limited development, to a small group of monuments and ancient buildings. It has never been specified how many buildings or monuments should be protected nor what proportion of the whole they should be, but the tacit restriction has always been the capacity of that part of the public purse assigned to this task.

It is legitimate to keep under review, therefore, what should be the right global amount to be spent on our historic cultural heritage, because it is this which limits our protective practice.

There is no doubt, in fact, that protection of our monuments and historic buildings, because of their intimate relationship to our landscape as it has developed and changed through management and interaction, has now become an environmental issue. Indeed most of our so-called natural environment in Wales is a product of past human action. Most vegetation is where it is because we and our ancestors have decided it should be there over the last four thousand years.

Politically, therefore, the management of monuments perhaps ought to be regarded as a matter of conservation, inseparable from other concerns of the green movement.

This, however, has not been the practice to date, and the administration of the law is construed principally as one of estate management, viewing the monuments and buildings as a resource, but within the context of other uses of land for other purposes which have different degrees of importance to different people. Protection of the past is seen in this way as a rational process of negotiation between different interest groups to be judged not absolutely but on a case by case basis allowing for changes in designation and protection as circumstances alter. This is further seen as preserving the balance between the common concern and the individual good, something which formed the most contentious parts of the debate in the original 1882 legislation between the Liberal Lubbock (the proposer) and the Tory landowners, a dispute which the latter substantially won. These basic principles have resulted in three broad categories of protection emerging:

1. the pro-active: taking into the direct care of the state or its quasi-autonomous agents (total funding from the public purse), and the grant-aiding of maintenance by private individuals and bodies (part funding from the public purse) - the monuments and buildings assisted in this way may perhaps be regarded as the hard core which represents the heart of our heritage, yet for all that this is the most expensive part of the management it has the least strategic planning;

2. the passive: the protection of monuments and buildings by designation in schedules (ancient monuments) or lists (historic buildings), constraining destruction or damage largely by pain of fine, but in certain cases there may also be management agreements based on the principle of compensation for loss of earning caused by the statutory restriction;

3. the non-existent (or almost): the majority of monuments and old buildings fall into this category where protection is left to the good-will of owners observed only by the agencies entrusted with the task of scrutinising planning applications - this regime has been recently strengthened by PPG16 under which archaeological assessment must take place prior to major development and a proper strategy of recording be implemented before destruction - in rural areas, however, many destructive activities, e.g. ploughing or drainage, do not fall within the planning procedures.

Do we have the balance of law and constraint right in our management of the cultural resource in Wales?

In the management of protection there is a clear theoretical routeway of action:

1. Identification of the resource: this uses information of an historical and technical nature collected in archives - Cadw maintains its own files on guardianship and scheduled monuments and listed buildings - it

also commissions the gathering and archiving of further information notably through the Sites and Monuments Records (managed regionally by the four Welsh Trusts principally for planning control and funded by Cadw) and through the National Monument Record (maintained by the Royal Commission for Ancient and Historic Buildings in Wales principally for research and publication and funded by Cadw) - the contents of these two records are very similar, although only the NMR has sufficient resources to extend the content of the record through new survey. There is, however, no formal and systematic appraisal of this archive by those paid to maintain it so that monuments for scheduling or buildings for listing may be determined. This is done in-house by the Cadw inspectorate on a very long timescale.

We may wish to enquire why Cadw pays for these archives and yet does not systematically use them, or the expertise of their keepers, for its primary purpose of conservation.

We may also wish to ask why Cadw pays for two archives when in England the SMRs are maintained by local authorities for planning purposes. If the conservation function of Cadw relates to a national agenda, should not its resources be devoted to the maintenance of one sound National Monument Record?

2. Appraisal and judgement of the resource: there is little appraisal of what monuments should be in care. The estate is the result very largely of haphazard donation (see above). There has in the past been also little systematic appraisal of what should be in the schedules and lists, although this has recently changed. They have both substantially grown like Topsy and there is within Cadw a recognition of the need for a serious overhaul. In the case of monuments this is being undertaken on a topic basis, but with no formal discussion by the Inspectorate with learned bodies or other interest groups as to the criteria of judgement which should be used. This contrasts starkly with English Heritage's Monument Protection Programme and with its standard procedures for discussion with organisations such as the CBA, the IFA and period societies. The only strategic advice it habitually seeks and receives is from the Ancient Monuments Board and the Historic Buildings Council. This lack of consultation is also apparent in its present review of historic landscapes. In England the task is being prefaced by a lengthy discussion of principles on a Historic Landscapes Panel. In Wales the programmes are conducted as an arcane process within Cadw.

The committee may wish to ask about the consultation procedures of Cadw.

It is recognised that there are a number of practical criteria by which monuments and buildings are judged for guardianship, grant-aid, scheduling or listing:

a. financial: how much will it cost and will it represent value for money? Easy to ask, but difficult to answer and rarely done in any explicit way

b. historic value: this has been discussed above and it is difficult to provide absolute evaluative indices of this, because different people value different things for different reasons, but it is possible to state what factors are being taken into consideration

c. importance: the legislation makes it clear that scheduled monuments and the top grades of listed buildings should be of 'national' importance, but what this consists of is uncertain and in Wales there is the added dimension of the question - which nation? This also begs the wider question - important to whom? Traditionally this has largely been judged solely on academic criteria, i.e. of importance to historians, archaeologists or architectural historians. The other headings in this form of judgement are 'regional' and 'local', but why should monuments and buildings not be protected if they only have value to regional authorities or local communities? Does this not automatically deny the importance of regional and local culture?

d. representation: there is a strong feeling that the monuments and buildings selected for protection should be good examples of their type or even that they should be the best in their class. This has again been largely an academic decision, but should monuments and buildings not be more representative of, for example, the complete range of social classes or sectarian interests?

e. political sensitivity: there are instances where selection has been the result of political pressure and an acknowledgement of special pleading, e.g. Dinefwr

f. serendipity: monuments and buildings happen to grab the attention at moments when something can be done or the will fleetingly exists

We may wish to know how many of these criteria are explicitly applied to the judgemental processes of management and available for public scrutiny

3. Conservation action: these procedures are described at length in the various documents submitted to the committee. In summary these include legal documentation and oversight, public enquiry and prosecution when necessary, information to and liaison with owners, grant aid and management agreements, information to and consultation with other interested parties (especially the statutory consultees), background research, direct works of consolidation and maintenance on the estate in care, educational and visitor management and promotion. These will be considered in detail separately, but *the committee may wish to consider how Cadw strategically manages the balance of its operations within this broad range of tasks.*

3. Organisations involved

National Government:

Cadw was formed in 1982, but, since 1991, has been an agency of the Welsh Office responsible to the Secretary of State David Hunt, through his junior minister, Sir Wyn Roberts. It works now within the terms of a Framework Document which allows it a certain freedom of operation and each year Cadw formulates a rolling Corporate Plan which is confidential and approved by the Minister. Cadw's primary statutory obligations are set out in The Ancient Monuments and Archaeological Areas Act 1979, the Historic Buildings and Ancient Monuments Act 1953 and the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as a variety of statutory instruments including the very recent Planning Policy Guidance Note (PPG) 16. It has a gross budget of £10.059 million (1992-3 projected) which it uses under a number of headings: an Inspectorate of Ancient monuments responsible for the schedule of Ancient Monuments, for advice on monuments in care, for the administration of grants for management, conservation or rescue excavation on ancient monuments; an Inspectorate of Historic Buildings responsible for listing buildings under an ad hoc spot listing system and a district-by-district resurvey which is currently estimated will take 60 years to complete, for the administration of grants to historic building managers and owners; an architect's department responsible for the maintenance of monuments in care and for advice to owners of architectural monuments and historic buildings; grants to various bodies and organisations under a variety of schemes.

The Ancient Monuments Board is an advisory committee which gives advice on monuments to the Secretary of State. Its principal role is to look at strategic concerns and to assist with difficult issues or problem cases.

The Historic Buildings Council for Wales is also an advisory committee to the Secretary of State, but is much more pro-active in that it assists in the approval of grants for work on listed buildings in the care of local authorities, the National Trust and private owners.

The Royal Commission on Ancient and Historical Monuments in Wales was formed by Royal Warrant in 1908 with the intention of surveying monuments and historic buildings within Wales for the purposes of compiling an Inventory of sites and structures. Following an adverse internal report in the 1980s the objectives were reformulated in a new Warrant in 1992 and the Commission is now responsible for the compilation of a National Monument Record. This operates under a Board of Commissioners.

Local Government:

County, Borough and District Councils and National Parks by virtue of their strategic and specific planning obligations and their local museum services

Quangos and semi-independent organisations:

The four regional Archaeological Trusts: Clwyd/Powys (CPAT); Glamorgan/Gwent (GGAT); Dyfed (DAT); Gwynedd (GAT)

The National Museum of Wales (especially St Fagans)

Other Funding Agencies:

the Architectural Heritage Fund

the Civic Trust for Wales

the National Memorial Heritage Fund

Interest Groups:

the Council for the Protection of Rural Wales
the Council for British Archaeology Group 2 (Wales)
the Institute of Field Archaeologists
the Ancient Monuments Society
the Society for the Protection of Ancient Buildings
International Council of Monuments and Sites
Advisory Committee on Historic Wreck Sites

Academic:

University departments

The Cambrian Archaeological Association
county antiquarian and historical societies

special subject groups such as the Prehistoric Society, the Vernacular Architecture Group, the Society for Roman Studies, the Society for Medieval Archaeology, the Industrial Archaeology Group, the Georgian Society, the Victorian Society and many others with a wide variety of specialised knowledge, interests and obsessions

Related interest groups and organisations:

the Welsh Tourist Board
the Countryside Committee for Wales
the Country Landowners Association
the National Farmers Union and the Farmers Union of Wales
the Forestry Commission

National Ownership Bodies:

the National Trust
the Church Estate (the Church in Wales)
various Non-conformist Churches;

Private landowners and developers:

This includes the utility companies

Private enterprise operations:

These range from freelance individuals with specific skills to major companies offering a wide spectrum of skills, e.g. Land Use Consultants, David Brown Associates

The relationships between these various organisations are complex, but relate to the various functions of the management of ancient monuments and historic buildings. Specific details can be questioned elsewhere, but *in broad terms the committee may wish to enquire into 1. the balance between public and private sector provision (and the anomalous position of the four Archaeological Trusts in this respect), 2. areas of duplication of effort, e.g. the monument records and 3. the principle of subsidiarity with special consideration of the role of local authorities*

In considering this it might assist the committee if certain alternative options were explored as a means of focussing on the structural issues involved:

A. It might be possible to devolve Cadw's statutory powers on listing and scheduling (and perhaps even the administration of monuments in care) to the Archaeological Trusts or similar regional bodies as private sector agents. In a sense they know their areas well and are responsive to the requirements of local needs. It might be possible also to delegate to the same bodies the functions of survey currently maintained by the RCAHMW. This would remove the problem of maintaining two surveys. In this scenario it might also be necessary to re-structure the trusts and remove their present rescue archaeology functions because their statutory role in conservation could be compromised.

or B. It might be possible to disband the trusts, letting the private sector market operate for rescue archaeology. Cadw would remain as a central body with its present statutory powers and obligations, and the RCAHMW could then be a national facility accessible to Cadw, local authorities, researchers and private companies. Local authorities could also be encouraged to develop the monument and building dimension of their planning management. This arrangement would then be very similar to that now prevailing in England.

Specific questions in relation to the functions of Cadw

I. The properties in the care of the Secretary of State, as exercised by Cadw

1. The stock of monuments in Cadw's care represents an estate which was created largely before 1969 and somewhat haphazardly, consisting, as it does, of a high number of donations. This has resulted in a portfolio of properties which has a large proportion of sites restricted to a small number of categories, such as castles.

How would Cadw characterise the nature of its guardianship estate?

What strategic plans does Cadw have for the development of the portfolio and what are the criteria for selecting, accepting or rejecting new monuments for this group?

Is Cadw swayed principally by commercial considerations or does it actively look for monuments which will reflect the broad range of archaeological types, for example medieval rural settlements or prehistoric field systems or even redundant churches?

Why can it take so long for new monuments to be opened to the public (e.g. Laugharne and Dinefwr castles in Dyfed)?

2. An implicit justification for the state's expenditure on the maintenance of monuments in care is their symbolic value to their society and culture, indeed the word 'heritage' contains this concept at its core. Yet it could be said that Cadw's monuments in care, as portrayed in its publicity, concentrates on a narrow high-born sector of (largely English) society.

Would Cadw contemplate extending its portfolio of monuments to be more representative and to include, for example, sites such as Cosmeston near Cardiff where the life of a medieval peasant community has been so graphically displayed or an example of a mining or farming village of the early modern period?

3. Very small numbers of monuments in Cadw's care are in any sense commercially viable, yet the main thrust of Cadw's document is towards the market, including even the definition of education in such terms (HB2 §57).

Is there a conflict between conservation and commerce in the management of the estate in care?

Has Cadw ever contemplated hiving off some of its less profitable monuments or has it ever encouraged other bodies to take monuments into guardianship rather than take the responsibility on itself?

4. There is a case for saying that Wales' built heritage is maintained principally as a tourist amenity, or at least for saying that this is the main political justification for expenditure in this area from the public purse. The Society of Welsh District Planning Officers (HB10) in its submission was keen to request that the admissions charges to monuments should be kept at modest levels and should not be seen primarily as a source of revenue to offset the costs of maintenance. The clear implication is that monuments are important attractions in encouraging visitors to some locations where local business people might be able to take advantage of the passing trade.

Has Cadw and the Welsh Office ever considered that a tourist tax would be a reasonable source of revenue to enable the private sector to support amenities which it indirectly and substantially exploits? (good examples would be one-castle towns such as Harlech or Caernarvon)

5. In its memorandum (HB2 §53) Cadw refers to broad conclusions arising from a market survey in 1986 which indicated why people did not visit Ancient Monuments. One criticism is that the physical presentation is far too concerned with an elitist and academic preservation of the fabric as a source of historical scholarship. The policy (originally formulated in the 20s & 30s) is essentially passive, preserving 'as found' (a classic example is the leaning tower of Caerffili Castle) and is perceived as arid and sterile by the non-specialist visitor. In fact, Cadw is at constant pains throughout the memorandum to stress the high quality and accuracy of its workmanship in this area, but nowhere does it justify the strategic objectives of its physical conservation programmes.

Is there not both an educational and a commercial case for a much more active development of the historic environment, for example in the sense of judicious and careful reconstruction of a few monuments to

something like their original condition (as is being contemplated at Windsor Castle) to give a much more immediate and attractive view of what life was like in the past?

6. As noted above, education in the memorandum is discussed primarily in terms of the market. In English Heritage, by contrast, there is a separate education department, regarded as an investment for the future. Among other activities it promotes, for example, a highly adventurous programme of publications and activities which explore the whole range of national curriculum subjects from physics to history at all key stages. By comparison Cadw's programme looks very limited and unhelpful to the practising teacher.

*Does Cadw see any virtue in the more active development of an education **service**?*

(N.B. Mr Carr's response (no.144) in questions asked on 4-11-92)

II. The guardianship exercised by other major owners (such as the National Trust, the churches, and local authorities) over their properties.

7A. Assistance by Cadw to other bodies, which have custody of monuments or historic buildings is visibly in the form of grants in aid. It is clear also that a great deal of useful advice is given from time to time by Cadw's officials in its role as the principal protector and promoter of the Welsh Heritage.

Does Cadw have a strategic view of what should be the overall structure and range of Welsh monuments in care as a whole?

7B. In Cadw's promotional literature, especially those of a regional character, it advertises its own visitor monuments, but not those in local authority or private care. Also Cadw's memorandum makes no reference to the role of other bodies and private owners in their conservation and presentation of the Welsh heritage

Does Cadw regard its principal responsibility as being to the whole of Wales' built heritage or just to its own commercial interests?

Is there a conflict of interest between the state's functions of education, conservation and control and the conduct of a state business?

8. Considerable concern has been expressed in many of the supporting documents about the condition of churches and chapels in Wales and the special statutory and institutional problems relating to their care (HB1, HB5, HB6, HB7, HB8, HB11, HB12, HB15, HB16). It is clear that the situation in England has improved considerably in recent years, but that Wales is lagging behind, partly because of the historic circumstances of the disestablishment of the Church in Wales. The main concerns are for redundant (especially medieval) churches, cathedrals, 'living' churches and chapels of special merit, and graveyards. Favoured solutions are a Redundant Churches Fund, direct support for the maintenance of cathedral fabrics, an easier and more generous system of grants to living churches and chapels, and relevant archaeological experts on Diocesan Advisory Committees.

What is Cadw's view of the present situation, particularly with regard to: i) redundant churches, ii) assistance in the maintenance of cathedrals, iii) the provision of expert advice to the diocesan authorities?

N.B. particularly the document submitted by the CBA (HB6, §2) and the fact that the Cadw document makes little or no reference to the situation (HB2, §35 on archaeological work, §23 on grant aid)

III. The listing of historic buildings, the scheduling of ancient monuments and the controls exercised (chiefly through Cadw) on planning consents in relation to them

a) the strategic view

9. There has been listing of historic buildings only since the 1950s, yet monuments have been scheduled since the first Act in 1882. Nevertheless at present, there are 14,700 listed buildings and only 2,700 scheduled monuments when there are at least 60,000 known monuments in Wales. (HB2, §5)

Does Cadw have a strategic view of a ceiling or target for the quantity of scheduled monuments, or indeed for listed buildings?

10. There is no reference in the Cadw memorandum to the strategic planning functions of local authorities through such instruments as county structure or National Park plans. Increasingly very strong statements of intent concerning monuments and listed buildings are being inserted by planners in England usually on the advice of specialists in their own departments. There are some instances of this in Wales (e.g. Clwyd and the Pembrokeshire Coast National Park draft revision), but this is very far from consistent.

What role does Cadw see for itself in the extension of provision within the strategic planning objectives throughout Wales?

11. Conservation areas in Wales are entirely urban (HB3 §28).

Is there not an urgent need to extend the conservation areas scheme into rural areas as they do in England?

12. There has been a considerable growth in our understanding of how monuments and buildings relate to each other within landscapes where countless numbers of minor elements, both visible and invisible, such as hedgerows, lanes and ditches may themselves have great antiquity. The value of such historic landscapes is greater than the sum of their parts, and many amenity and professional groups have campaigned for several years to see legislation extended into a form of designation or at least a bureaucratic practice which protects these integrated remains (see HB6). There are some striking examples of historic landscapes in Wales, much of it on the upland, much of it threatened with wholesale or piecemeal destruction. In England this problem is being considered by an Historic Landscapes Panel convened by English Heritage. In Wales a register is being constructed without consultation of the principles involved which concentrates very largely on parks and gardens, and which is only advisory. (HB2§20)

Would Cadw accept that there has been little strategic thinking with regard to the conservation of historic landscapes as a whole?

If the joint Cadw/ICOMOS register is advisory only, how does Cadw envisage the conservation effect and how do they propose monitoring it?

What effect will this have on the nature of the monument and building record as a whole?

Why has there been so little consultation and such an emphasis on parks and gardens when the greatest threat is to less socially restricted and more extensive landscapes both those of earlier periods and those of industrial character?

How will all this relate to Part 2 of the Ancient Monuments and Archaeological Areas Act which allows for the designation of Archaeological Areas by the Secretary of State, but has never been implemented to protect an historic or ancient rural landscape?

Speed and efficiency

13. Mr Carr was questioned extensively, in November, on the speed of the re-survey of communities for listed buildings being conducted by Cadw. The supporting documents for this inquiry strongly reinforce the concern voiced by members of the Select Committee. The situation is clearly not acceptable to all those involved and compares very unfavourably with the conduct of the re-survey in England during the mid-80s. The Cadw memorandum stresses the standard and consistency of the work done and the need to maintain this level of quality, but seems unwilling to seek other ways to do the work. Other approaches may be contemplated, for example: contracting out to private enterprise; sponsoring or requiring local authorities to take on the relevant expertise to do it themselves; diverting more of the resources of the Royal Commission on Ancient and Historic Monuments (which is funded by Cadw) to the task of listing; professionally supervised use of committed amateurs. Cadw's role in these circumstances would be to monitor the standards of completion. Such tactics were used in England with a very marked impact on the speed of completion and with very little lowering of standards.

Would Cadw consider using other methods of conducting the re-survey of listed buildings?

14. Similar concerns have been expressed about the conduct of the scheduling programme. In England the Monument Protection Programme (MPP) has adopted an entirely different approach, in which English Heritage, after consultation, set the guidelines and parameters of scheduling and then, after pilot work,

commissioned additional staff to conduct the work rapidly and to a consistent standard. The MPP also extensively used the already existing sites and monuments records and the expertise to be found in local authorities. In Wales there exists the additional opportunity of the regionally based archaeological trusts and the nationally based RCAHMS who have the records, the competence and the local knowledge to do the job.

To what extent is Cadw actively seeking additional ways to improve its record on the scheduling of ancient monuments?

15. A further and related source of consistent complaint against Cadw is the speed and rate at which it processes listed building and scheduled monument consents. It has published targets concerning the proportion of these it would seek to clear within specific time limits. It does not explain how these targets are arrived at and we are left to assume that they are based on expectations derived from current practice. This is clearly, however, not satisfactory to the consumers who expect faster and more consistent turn-rounds. Cadw itself has defined one source of difficulty and a remedy: the inadequate provision of information by applicants and new sets of guidelines. Several of the other submissions have, however, defined the main problem, especially with regard to buildings, as being the lack of appropriate expertise within local authorities which, in England undertake the administration of applications, in particular those concerning grade II buildings.

Has Cadw any opinion about the low provision of expertise in the local authorities and any explanation of why this should have happened in Wales but not in England?

Does Cadw agree that the process would be accelerated by greater devolution of powers?

16. Lack of appropriate expertise in the local authorities is particularly marked in Wales although there are one or two exceptions, most notably in Clwyd. The effects are especially felt in the administration of planning controls. In the case of monuments, Cadw funds this itself through the semi-independent archaeological trusts. These both monitor planning applications for their effects on monuments and undertake appraisal contracts for developers within the terms of the Planning Policy Guidance Note 16. Thus they are responsible for control of conservation and are under contract to the potential polluters of the historic environment. This might seem to be a conflict of interest. In addition it could be said that the provision of planning control by the trusts has let the local authorities off the hook. In England during the late 1970s and 1980s the DoE encouraged local authorities to provide such services by fixed term start-up grants.

Would Cadw accept that local authorities ought to do more in heritage conservation and that it could do much more itself to assist local authorities fulfill their obligations to the historic environment?

Does Cadw also accept that the archaeological trusts, which do an excellent job, are nonetheless anomalous in the local and national structure of heritage conservation?

Toughness and conservation consequences

17. In the definition of the grades of listed buildings the lowest category (II) is said to represent buildings of 'special interest which warrant every effort being made to preserve them' (HB2, §9) This suggests that something more than every effort should be taken for the two grades above them. The practical meaning of such terminology in terms of preservation is difficult to understand.

Does the lowest grade of historic building receive less protection than the highest, and how many are lost or damaged each year?

18. The Cadw memorandum provides no information on the frequency with which there has been a need to prosecute offenders under the various pieces of legislation on historic buildings and ancient monuments. There is some reason to believe that there is a reluctance to prosecute because of difficulties of proof.

Does Cadw have information on the number and results of prosecutions in recent years under the historic buildings and ancient monuments legislation?

Have monuments or buildings been 'written off', de-scheduled or de-listed, when damage has been difficult to prove or monitor?

19. The memorandum from the CBA (HB6, §5) points out that local authorities themselves have failed to undertake proper notification in advance of alteration or demolition. By implication it is the lack of a 'dynamic listing programme' (§5.3) which is to blame.

Does Cadw have a view on the actions of the local authorities and would they agree that these are related to the problems of re-survey and the lack of appropriate expertise at local level?

External relations and the external view

20. The field monument wardens have done a great deal to provide a bridge between landowners and the otherwise faceless bureaucracy of Cadw. It is not clear whether this courtesy extends to listed buildings. The local authorities in their submission have argued that this problem of facelessness is exacerbated by the problem of distance from Cardiff. (HB10, especially letter from Delyn District Council)

Are owners/occupiers consulted before their buildings are listed and what efforts are made to liaise with them in the management of their responsibilities?

Does Cadw agree that some form of regional devolution of powers would generally help the process of conservation?

21. In the mid-80s Cadw unilaterally cancelled the majority of its management agreements with owners of monuments. They have only just begun to re-instate some of them. These were an important method of drawing landowners into recognising their responsibilities to the historic environment, and the cancellation left a bitter legacy in some cases

Does Cadw envisage extending its system of management agreements to all ancient monuments. If not, how is the selection made?

22. Among some professionals and amenity bodies there is a feeling that Cadw is not good at consultation. It does not, for example, consult widely to produce strategic documents for research or conservation as English Heritage does (see, for example, EH's review of research objectives in archaeology).

Would Cadw accept that its position inside the Welsh Office, in contrast to English Heritage, makes it more a distant branch of government than an active agent for conservation working in co-operation with other bodies in the same field?