

Report Title:	<b>Borough Wide Heritage Strategy and Action Plan Update</b>
Contains Confidential or Exempt Information	No - Part I
Cabinet Member:	Phil Haseler, Cabinet Member for Planning, Parking, Highways & Transport
Meeting and Date:	<b>30<sup>th</sup> March 2023</b>
Responsible Officer(s):	Andrew Durrant, Executive Director of Place Services Adrien Waite, Head of Planning
Wards affected:	All

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## **REPORT SUMMARY**

1. In April 2019 Cabinet agreed the production of a Borough Wide Heritage Strategy and Action Plan. The project sought to identify and celebrate the importance of the Borough's heritage, provide strategies for its protection and enhancement, and consider how best to interpret and harness this special resource for the benefit of the community, visitors, and the local economy.
2. The project commenced but was paused as a result of the Covid pandemic, which made in- person public consultation, an important element of the work, challenging.
3. This report is an update of the April 2019 report setting out the process for the recommencement of the work. It covers the updating of the project brief to take account of the altered timetable for the project, work already undertaken by the consultant and recent changes to policy. It also notes the need to update the original contract with the consultant.
4. The aims of the project remain unaltered and meet the Council's current key corporate objective to create inspiring places. A final draft of the project documents will be reported to Cabinet for approval.

## **1. DETAILS OF RECOMMENDATION(S)**

**RECOMMENDATION:** That Cabinet notes the updated information and:

- i) Approves the revised brief for a Borough Wide Heritage Strategy and Action Plan**
- ii) Agrees the re-commencement of the project in accordance with the updated brief and timetable**

## **2. REASON(S) FOR THE UPDATE**

- 2.1 In April 2019 Cabinet agreed that the Council would provide an innovative Heritage Strategy driven by the local community that harnessed their views and experience of local heritage. It aimed to bring interested parties, local people, groups, and other stakeholders together to generate a shared vision for the future of the borough's heritage and to provide priorities and proposals for how these will be implemented. Key aims were to promote partnership, and to generate educational, cultural, and economic opportunities for the Borough as

a whole. Despite the delay, the overall objectives of the project remain unchanged.

- 2.2 The consultant commenced the project in accordance with the agreed brief in 2019 and a number of initial background reports were provided. Covid, unfortunately, resulted in the consultant being unable to undertake satisfactory in- person public consultation, an important part of the project, and work was paused in 2020. In the intervening time, National and Council policies changed, for example, The National Planning Policy Framework (NPPF) was updated, and a new Borough Local Plan (BLP) and Corporate Plan adopted. The BLP particularly notes the Heritage Strategy in paras 11.1.3 and 11.2.9. In addition, the chosen contractor merged with a larger organisation meaning that the original works contract now needs to be updated to address this change.
- 2.3 Although noted in the Borough Local Plan as Supplementary Planning Document (SPD), as agreed in the previous report summary, the strategy will not be an SPD. This has advantages as it allows the creation of a holistic document that can deal with a variety of issues - as heritage is not constrained to planning. This is important as the successful management of the historic environment lies in the ability to engage with other agendas such as growth, education, tourism, economy, sustainability, and community. The strategy is intended to be informed by multiple peer reviews and such consultations could not be undertaken in the production of an SPD. The strategy will, however, be a material consideration in determining planning and listed building applications.
- 2.4 The original funding from the Planning Development Fund is still available for the production of the Strategy and Action Plan.

### **3. KEY IMPLICATIONS**

- 3.1 That the Strategy and Action Plan will be recommenced and completed within a revised time frame of 18 months from 1<sup>st</sup> May 2023. The work will be undertaken by the approved contractor in accordance with the attached updated project brief, this forms Appendix B. Whilst public consultation will be facilitated primarily through the use of face-to-face meetings, where this is not possible, this will include the use of communication platforms such as Zoom or Teams.

### **4. FINANCIAL DETAILS / VALUE FOR MONEY**

- 4.1 The costs associated with this project can still be met from existing budgets. There are no additional financial implications arising from this report.

### **5. LEGAL IMPLICATIONS**

- 5.1 Under the Planning (Listed Buildings and Conservation Areas) Act 1990 the Council has a duty to formulate and publish proposals for the preservation and enhancement of conservation areas. In addition, para 190 of the NPPF advises that plans should set out a positive strategy for the conservation and enjoyment of the historic environment. These should consider the desirability

of sustaining and enhancing the significance of heritage assets; also, the wider social, cultural, economic, and environmental benefits that the conservation of the historic environment can bring and the opportunities to draw on the contribution made by the historic environment to the character of a place.

- 5.2 The Council will consult when the proposals are at draft stage in line with best practice and as outlined in the ‘Conservation Area Appraisal, Designation and Management’ by Historic England Advice Note 1, 2019.4

## 6. RISK MANAGEMENT

**Table 1: Impact of risk and mitigation**

Threat or risk	Impact with no mitigations in place or if all mitigations fail	Likelihood of risk occurring with no mitigations in place.	Mitigations currently in place	Mitigations proposed	Impact of risk once all mitigations in place and working	Likelihood of risk occurring with all mitigations in place.
There is a risk that consultant does not fulfil the requirements of the brief because of lack of liaison with the Council’s Team, which could result in the document not being in accordance with the requirements of the brief	Major 3	High	Consultants detailed updated project design including time frame for the project agreed with the Council, regular project meetings to ensure milestones are met and deadlines kept.	Regular project updates from the consultant	Minor 1	Low

## 7. POTENTIAL IMPACTS

- 7.1 Equalities. An Equality Impact Assessment is available as Appendix A
- 7.2 Climate change/sustainability. The Government recognised with the Climate Change Act 2008, that there is a need for us to understand the risks presented by the changing climate and how we can adapt to minimise the impact of these risks. There is international recognition of the importance of preparedness for climate change in the heritage sector, with a number of UNESCO publications and in the UK, a Joint Heritage Sector Statement on Climate Change. Historic England in its Climate Change Adaption Report (2016) advises that we should not see contributing as an imposed additional

task, but rather an opportunity to think differently and review existing practices and processes, as in the case of this project.

7.3 Key issues are promoting the positive role that the historic environment can play in informing responses to climate change and associated environmental risks. Current approaches promote the reuse of buildings, rather than redevelopment and the use of local materials; using new approaches, including technology, to ensure the historic environment can contribute to energy efficiency, including renewable energy generation, to meet future changes without loss of significance. Key actions include promoting the positive role the historic environment can play in informing responses to climate change and associated environmental risks, and engaging the public in this process. The Heritage Strategy will include sustainability and climate change as part of issues under discussion, through community workshops, the project steering group and wider public consultation.

7.4 Data Protection/GDPR. A DPIA is not required in this instance.

7.5 There is the possibility of enquiries from the public relating to this project that may involve front line staff.

## 8. IMPLEMENTATION

8.1. This process remains as envisaged in the original report, however the timetable for implementation has changed.

8.2 Implementation date, if not called in, will be 1st May 2023. The full implementation stages are set out in table 2.

**Table 2: Implementation timetable**

Date	Details
1 <sup>st</sup> May 2023	Consultant to re -commence project
1 <sup>st</sup> November 2024	Following public consultation, final draft document to be completed for Cabinet approval

## 9. APPENDICES

This report is supported by two appendices:

- Appendix A - Equality Impact Assessment
- Appendix B - Updated Project Brief

## 10. BACKGROUND DOCUMENTS

This report is supported by the following background documents:

- Cabinet Report and Appendix April 2019 - Borough Wide Heritage Strategy and Action Plan ([Public Pack](#))[Agenda Document for Cabinet, 25/04/2019 19:30 \(moderngov.co.uk\)](#)

- Planning (Listed buildings and Conservation Areas) Act 1990 [Planning \(Listed Buildings and Conservation Areas\) Act 1990 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/1990/29)
- National Planning Policy Framework [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/101371/nppf-2019.pdf)
- Borough Local Plan [BLP Adopted Final \(7\).pdf](#)
- [Conservation Area Appraisal, Designation and Management | Historic England](#)
- [Joint Heritage Sector Statement on Climate Change | Historic England](#)

## 11. CONSULTATION

Name of consultee	Post held	Date sent	Date returned
<i>Mandatory: Statutory Officer (or deputy)</i>			
Adele Taylor	Executive Director of Resources/S151 Officer	14.2.2023	15.02.2023
Emma Duncan	Director of Law, Strategy & Public Health/ Monitoring Officer	14.2.2023	27.02.2023
<i>Deputies:</i>			
Andrew Vallance	Head of Finance (Deputy S151 Officer)	14.2.2023	23.2.2023
Elaine Browne	Head of Law (Deputy Monitoring Officer)	14.2.2023	22.2.2023
<i>Mandatory: Procurement Manager (or deputy) - if report requests approval to go to tender or award a contract</i>			
Lyn Hitchinson	Procurement Manager	14.2.2023	27.2.2023
<i>Mandatory: Data Protection Officer (or deputy) - if decision will result in processing of personal data; to advise on DPIA</i>			
Samantha Wootton	Data Protection Officer	14.2.2023	28.02.2023
<i>Mandatory: Equalities Officer – to advise on EQiA, or agree an EQiA is not required</i>			
Ellen McManus-Fry	Equalities & Engagement Officer	14.2.2023	17.02.2023
<i>Other consultees:</i>			
<i>Directors (where relevant)</i>			
Tony Reeves	Interim Chief Executive	14.2.2023	28.02.2023
Andrew Durrant	Executive Director of Place	14.2.2023	20.02.2022
Kevin McDaniel	Executive Director of People Services	14.2.2023	27.2.2023
<i>Heads of Service (where relevant)</i>			
Adrien Waite	Head of Planning	14.2.2023	28.02.2023
Sian Saadeh	Development Manager	14.2.2023	16.02.2023
Ian Motuel	Planning Policy Manager	14.2.2023	15.02.2023
<i>External (where relevant)</i>			
N/A			

Confirmation relevant Cabinet Member(s) consulted	Cabinet Member for Planning, Parking, Highways & Transport	Yes
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## REPORT HISTORY

Decision type:	Urgency item?	To follow item?
Non-key decision	No	No
Council decision		

Report Author: Sarah Harper, Principal Conservation Officer (Projects), 01628 796446

Report Author: Victoria Goldberg, Development Management Manager-Enforcement and Conservation, 01628 683551

# Appendix A

## Equality Impact Assessment

For support in completing this EQIA, please consult the EQIA Guidance Document or contact [equality@rbwm.gov.uk](mailto:equality@rbwm.gov.uk)

www.rbwm.gov.uk



### 1. Background Information

Title of policy/strategy/plan:	<u>Borough Wide Heritage Strategy and Action Plan</u>
Service area:	<u>Planning</u>
Directorate:	<u>Place</u>

**Provide a brief explanation of the proposal:**

- What are its intended outcomes?
- Who will deliver it?
- Is it a new proposal or a change to an existing one?

The Council has engaged a consultant to provide an innovative Heritage Strategy that is driven by the local community and harnesses their views and experience of local heritage. The project aims to bring interested parties from a variety of backgrounds together to generate a shared vision for the future of the Borough's heritage and to provide priorities and proposals for how these will be implemented. Key aims are to promote partnership, and to generate education, cultural and economic opportunities for the Borough as a whole.

This report is an update of the original report agreed at Cabinet in April 2019, as whilst the approved consultant commenced the project in accordance with the previously agreed brief, Covid resulted in them being unable to undertake satisfactory public consultation and the project was paused. In the intervening time, National and Council policies have changed, for example, a new Borough Plan and Corporate Plan have been adopted. In addition, the chosen contractor merged with a larger organisation, so the original works contract needs to be updated to take account of this.

The project is to recommence in May with the originally approved contractor but working with an updated project brief and to a new timetable, with the work aiming to be completed by November 2024.

## 2. Relevance Check

**Is this proposal likely to directly impact people, communities or RBWM employees?**

- If Yes, state 'Yes' and proceed to Section 3.
- If No, please explain why not, including how you've considered equality issues.
- Will this proposal need a EQIA at a later stage? (For example, for a forthcoming action plan)

No, but equality issues have been considered in contacting stakeholders from a variety of different backgrounds, considering land uses and ownership, ethnicity, age, and location. Hard to reach groups have been identified and included in the consultations.

## 6. Sign Off

<b>Completed by:</b> Sarah Harper	<b>Date:</b> 9.02.2023
<b>Approved by:</b> Ellen McManus -Fry Adrien Waite	<b>Date:</b> 17.02.2023 28.02.2023

If this version of the EQIA has been reviewed and/or updated:

<b>Reviewed by:</b>	<b>Date:</b>
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# Appendix B

## **Brief for a Borough Wide Heritage Strategy and Action Plan for The Royal Borough of Windsor and Maidenhead**

### **Introduction**

The Royal Borough of Windsor and Maidenhead has a rich history, and many national and internationally important historic buildings and places. It includes towns and villages, designed and rural landscapes and extensive stretches of the River Thames. All these elements contribute to the Borough's unique identity, its culture and economy.

The Council's adopted Borough Local Plan provides for the development of a Borough Wide Heritage Strategy and the Council is now seeking to recommence work to deliver a community led Heritage Strategy and Action Plan. These documents will identify and celebrate the importance of the Borough's heritage, provide strategies for its protection and enhancement, and consider how best to interpret and harness this special resource for the benefit of the community, visitors, and the local economy.

### **Key elements of the project**

The Borough includes a number of diverse communities, for whom heritage will have many different meanings. It is essential that these groups, in particular those who would not normally be participate in heritage projects, are identified, and involved, so that their views are included.

Heritage is also an important learning tool for developing knowledge and new skills. History belongs to us all, it can be exciting and inspiring, and the simple enjoyment of a new discovery is something that everyone can benefit from. The project will consider how best to maximise the educational benefits of the Borough's heritage for the community and for visitors. It should provide viable proposals for how this can be achieved, which will include how the Council and the wider community can make best use of existing cultural assets and resources.

Partnership will be a priority for the project. To achieve this, community, and business networks, together with locally active heritage organisations will need to be identified and consideration given to how they can best work together. By establishing mutually beneficial partnerships, the synergy created between these groups will have the potential to provide significant heritage and economic benefits. Opportunities to improve the Borough's heritage "offer" for visitors, as well as improved marketing and management of historic areas, will need to be considered, and strategies proposed to maximise their potential. Options for future project funding and investment will also need to be explored.

Not only is heritage an important element in creating a sense of place and belonging, but it can also be a catalyst for regeneration. There are parts of the Borough, such as Maidenhead, where this is particularly important and the strategy will set out priorities and proposals for improvement within these areas, whilst linking with

existing Council objectives and strategies. Within the area there are also major infrastructure projects ongoing, and proposed, and these will have an impact on how the Borough looks and functions in the future. The strategy will need to maximise the potential opportunities that these changes will bring.

It is important that the Heritage Strategy and Action Plan documents are provided in an attractive and readily accessible format that can easily understood by all interested parties. It is anticipated that the Strategy, once established, will initially be for a fifteen-year period, and it should be designed as a rolling document to be updated as required by the Council. The Action Plan will be a separate document that will dovetail with this and should be designed so that it can be easily reviewed and updated annually.

## **Funding**

The funding for this project comes from the Planning Delivery Fund, although there is also the possibility of grant assistance from Historic England for some elements of the scheme. Whilst the Council will consider good value for money when assessing bids, these will also be assessed on the basis of the appropriateness, quality of the proposed project, and the experience and expertise offered by the prospective team.

## **Scope**

### **Key objectives**

- To provide a shared future vision for the Borough's heritage, formulate a strategy with viable objectives and a long-term program for achieving this (Action Plan)
- To support and work in partnership with stakeholders to address heritage issues to achieve social, cultural, and educational gains, and promote commercial success
- To understand what heritage means to the community and what it values
- To understand the issues surrounding the Borough's heritage, its benefits, and problems
- To promote and raise the profile of the Borough's heritage by proposing, for example, improvement projects, town trails, guidance, improved interpretation, award schemes, events, and by the use social media/technology
- To provide guidance on how to manage and market heritage assets to maximise their community and commercial benefits
- To create a gazetteer of heritage assets, designated and non-designated
- To propose a framework to guide and monitor the long-term progress of the Strategy and Action
- To provide documents in an attractive and readily accessible format that can easily be reviewed and updated by the Council and are compatible with Council systems

## Summary of work required

This work will be progressed as a community project, with the consultant as lead, the work will include to:

- Organise and run an initial workshop for all stakeholders
- Form a steering group to guide the project, and support the election of a chairman
- Run 2-3 meetings of the steering group to identify issues, strengths and opportunities, priorities, and objectives- to form the basis of the Heritage Strategy.
- From objectives create a list of actions to form the basis of the Action Plan and its projects
- Action Plan projects to be discussed and agreed with the steering group
- Process for the implementation and review of both Strategy and Action Plan to be agreed with steering group
- Liaise with Council leads/client group, provide regular updates and monitoring reports- these may include video conference calls and updates by email subject to agreement with the Council.
- Create an interactive web page for project and provide social media updates
- Consultant to provide draft documents for approval, including layout and artwork/photography.
- A project design document outlining the scope of the project and how it will be achieved is required, including an agreement with regards to sharing information. Following this, a draft Strategy and Action Plan for agreement by Cabinet are to be submitted, and following public consultation, final reports prepared for final Cabinet approval.
- Consultant to produce documents to agreed formats and to meet agreed target dates

## Project Timetable

Key Milestones	Date
First draft of revised project design report	May 2023
Feedback from LPA on inception report and information review	June 2023
First draft of Strategy and Action Plan	December 2023
Final draft of Strategy and Action Plan	April 2024
Public Consultation on draft documents	May/June/July 2024
Final report incorporating post consultation amendments	November 2024

The final project timetable will be reviewed with the consultant and agreed during the project design stage of the project.

### **Information required/available**

The baseline information to inform this process will include an overview of current Council Strategies/ policies/ objectives. Consideration of the HERS (LBS, CAs, Registered Parks, Local List, SAMS, etc) and Historic England Building's At Risk Register. An assessment of currently available economic and tourism information, and familiarisation with the Council's and other local organisations archives and collections. Other relevant documents include the Borough Townscape/Landscape Assessments, Conservation Area Appraisals, the adopted Borough Local Plan and Local Plan Documents, SPDs and SPGs, Council current and emerging design guidance, made and soon to be made Neighbourhood Plans, and other local strategic issues such as Heathrow 3<sup>rd</sup> Runway.

All GIS data will be supplied as ESRI shape files. Provision of GIS to a third-party is subject to the signing of a Contractor's Licence as provided under the Public Sector Mapping Agreement (PSMA).

### **Contractual requirements & fees**

Fee payment will be subject to agreement, but up to three payments may be considered, e.g., one third at the completion of inception report, one third on the completion of the draft report and one third on Cabinet approval of the completed document following public consultation.

The contract will be as per the attached Council document for contracts under £100K.

The work undertaken by the consultant will be in accordance with this brief and the contract. No variation or deviation from this brief will be accepted without prior written approval from RBWM.

The key RBWM points of contact will be the Project Director and Manager and all contractual communications must be directed through them. Other officers in Conservation Team will assist as appropriate.

Project Manager	Sarah Harper Principal Planning Officer – Policy, RBWM	<a href="mailto:sarah.harper@rbwm.gov.uk">sarah.harper@rbwm.gov.uk</a> Tel. 01628 796429
Project Director	Victoria Goldberg Planning Enforcement and Conservation Team Manager, RBWM	<a href="mailto:victoria.goldberg@rbwm.gov.uk">victoria.goldberg@rbwm.gov.uk</a> Tel. 01628 796447

### **Costs submission**

The consultant should provide a up to date cost quotation for the entire project. Please provide an itemised breakdown for each of the five stages below:

- Revised draft Project Design
- Draft Heritage Strategy and Action Plan
- Final draft of the Heritage Strategy and Action Plan
- Consultation during drafting and for final document
- Preparation of final document for adoption

Reasonable expenses and costs should be included in the above, including progress meetings.

To allow for any additional work not specified in this brief, for example presentations to Members of the emerging results, please also include a further hourly rate, ½ day rate and day rate for key personnel.

The updated quotation should be submitted to [victoria.goldberg@rbwm.gov.uk](mailto:victoria.goldberg@rbwm.gov.uk)

**March 2023**