

Ynys Môn

THE ISLE OF Anglesey

Topic Paper 2: Historic Environment



Prepared in support of the Wylfa
Newydd Project: Supplementary
Planning Guidance

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I Introduction

I.1 Purpose of this Topic Paper

I.1.1 The purpose of this topic paper is to bring together the evidence base and policy context in relation to the historic environment to inform the updating of the Wylfa Newydd Supplementary Planning Guidance (Wylfa Newydd SPG). It is one of 11 topic papers that have been prepared to support the:

- Identification of the key matters to be considered in drafting the revised SPG;
- Provision of guidance with respect to how the revised SPG could respond to the challenges and opportunities identified; and
- To offer further information to the public in support of consultation on the draft revised SPG.

I.1.2 **Box I.1** provides a full list of topic papers being prepared in support of the Wylfa Newydd SPG.

Box I.1	Topic Papers Prepared in Support of the Wylfa Newydd SPG
	Topic Paper 1: Natural Environment
	Topic Paper 2: Historic Environment
	Topic Paper 3: Housing
	Topic Paper 4: Economic Development
	Topic Paper 5: Transport
	Topic Paper 6: Amenity
	Topic Paper 7: Climate Change
	Topic Paper 8: Infrastructure
	Topic Paper 9: Waste
	Topic Paper 10: Population and Community
	Topic Paper 11: North Anglesey

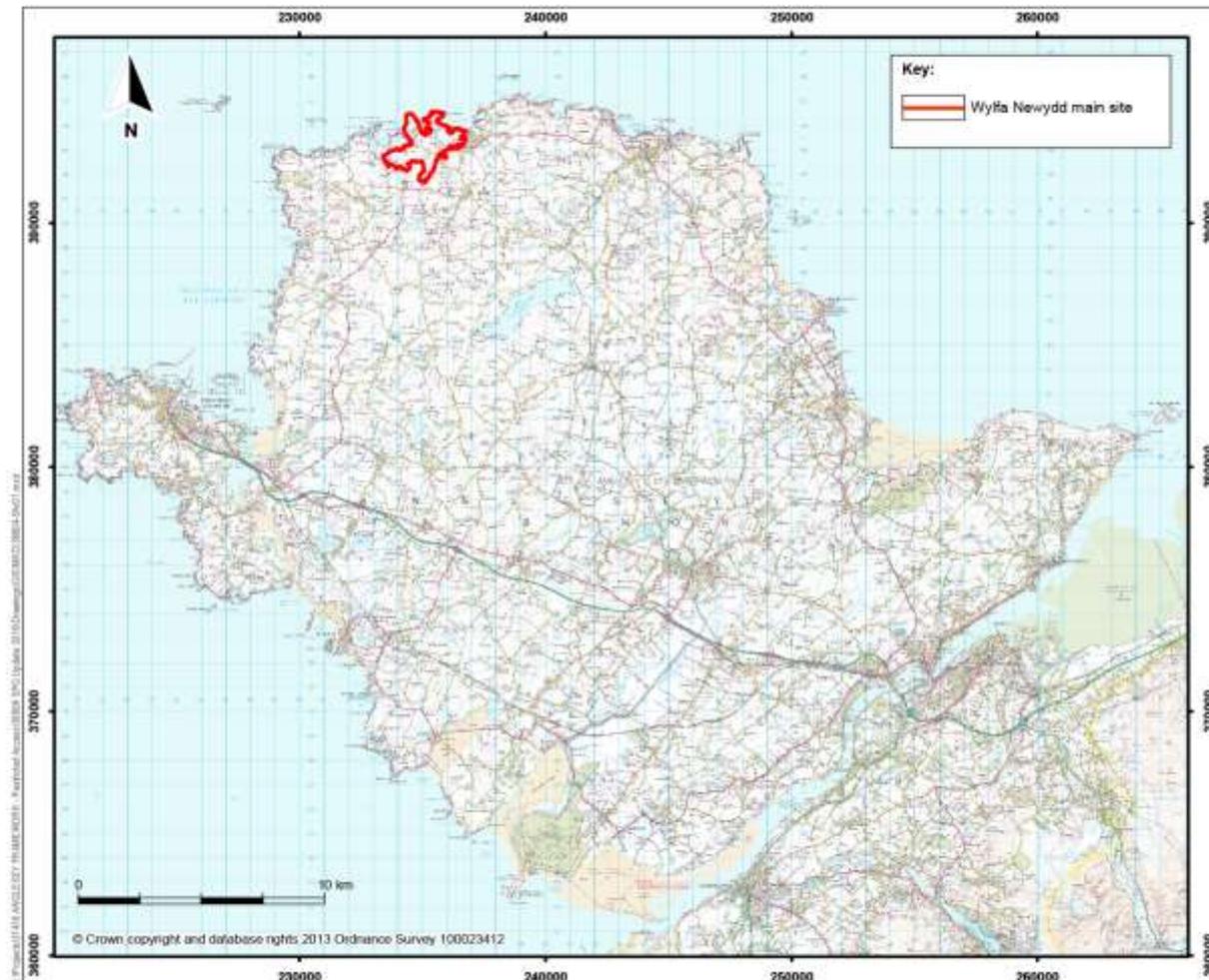
I.1.3 Ten topic papers were originally issued to support the SPG when it was first published by Isle of Anglesey County Council (the County Council) in 2014. Since that time the Anglesey and Gwynedd Joint Local Development Plan (JLDP) has been adopted which has required the topic papers to be updated in line with extant local planning policy including the drafting of an additional topic paper as indicated in **Box I.1** above.

1.2 Context

Wylfa Newydd

- 1.2.1 Wylfa has been identified by the UK Government in the National Policy Statement (NPS) for Nuclear Power Generation (EN-6) as a possible site for a new nuclear power station (see Part 4 and Annex C of the NPS). Horizon Nuclear Power (Horizon) plans to deliver two Advanced Boiling Water Reactors (ABWRs), generating a minimum of 2,700MW, on the Wylfa Newydd main site. The Wylfa site is approximately 300 hectare (ha) in size and it is located beside the existing Magnox nuclear power plant (which ceased electricity generation in December 2015). The project will also include associated development both on the Wylfa Newydd site and at various other off-site locations (see Figure I.1).

Figure I.1 Location of the Wylfa Newydd Main Site



- 1.2.2 Construction of the new nuclear power station is a Nationally Significant Infrastructure Project (NSIP) under the Planning Act 2008. Legislation provides that projects like Wylfa Newydd are of such potential importance to the UK that a

different consenting process to the “normal” grant of planning permission by the local planning authority applies. Under this process, Horizon (the project promoter) proposes to submit an application for a Development Consent Order (DCO) for the power station to the Secretary of State for Business, Energy and Industrial Strategy (Secretary of State). The application will be made through the Planning Inspectorate who, following examination, will recommend to the Secretary of State whether development consent should be granted or not. The final decision on whether to grant or refuse development consent rests with the Secretary of State¹.

- 1.2.3 Although the County Council is not the consenting authority for the NSIP, it will seek to ensure that development has regard to the strategic policies and principles of the Development Plan (JLDP), the relevant NPSs, national (Wales) planning policy and guidance, and relevant Supplementary Planning Guidance. The JLDP is the spatial plan that gives effect to, *inter alia*, the Anglesey Economic Regeneration Strategy and the Energy Island Programme (EIP).
- 1.2.4 In addition to the proposed power station, Horizon will bring forward other projects directly related to Wylfa Newydd. These include off-site power station facilities and other facilities and works connected with the development (associated developments). In accordance with the NPS (para 2.3.4), associated development may be proposed at the main site, or may relate to works on land located off the main site. Associated development applications are now covered by the Planning Act 2008 in Wales and can, therefore, also be determined through the DCO process. Separately, third parties may bring forward development proposals indirectly related to the project. These might include, for example, sites for housing that will be occupied by construction workers. These development proposals would require consent under the Town and Country Planning Act (TCPA).
- 1.2.5 Since the previous version of this Topic Paper, Horizon has refined the likely off-site power station facilities and associated development required as part of the Wylfa Newydd Project. It has undertaken three stages of pre-application consultation (in 2014, 2016 and 2017) relating to the proposals and, in the third of these stages (PAC 3), it presented a series of preferred options. The off-site power station facilities are now proposed on one site in Llanfaethlu and the associated development is likely to include:
- Site preparation, clearance and enabling works for the new power station (within the Wylfa Newydd main site);

¹ Further information on the DCO application process is available via the Planning Inspectorate’s website: <http://infrastructure.planningportal.gov.uk/application-process/the-process/>.

- Marine Off-Loading Facility (MOLF), breakwaters and Holyhead Deep, a deepwater disposal site for inert construction material;
- Off-line Highway improvements in four sections along the A5025;
- Temporary Freight Logistics Centre at Parc Cybi;
- Temporary Park and Ride Facility at Dalar Hir; and
- Temporary accommodation for the construction workforce on the Site Campus (within the Wylfa Newydd main site).

1.2.6 In addition to the above associated development (that form part of the DCO application), Horizon also proposes to submit TCPA applications for site preparation and clearance works and for on-line improvements to the A5025. In this context, reference to the Wylfa Newydd Project in this document includes the proposed power station and other development on the Wylfa Newydd main site and also the off-site power station facilities and associated development proposals, including the TCPA applications. However, the Wylfa Newydd Project does not include the North Wales Connection Project (NWCP), which will connect Wylfa Newydd to the electricity transmission infrastructure (i.e. the National Grid). The NWCP is also an NSIP. It is being promoted by National Grid and will be subject to a separate DCO application process.

1.2.7 The term 'project promoter' relates to both Horizon and any other third parties proposing development in direct response to Wylfa Newydd (for example, the provision of construction worker accommodation or related employment uses).

Wylfa Newydd Supplementary Planning Guidance

1.2.8 Supplementary Planning Guidance is a means of setting out detailed thematic or site-specific guidance on the way in which development plan policies will be applied in particular circumstances or areas. The purpose of the Wylfa Newydd Supplementary Planning Guidance (Wylfa Newydd SPG) is to provide supplementary advice on important local direct or indirect matters and to set out the County Council's response to national and local policy and strategies in the context of the Wylfa Newydd Project. The SPG is supplemental to the recently adopted JLDP.

1.2.9 The Wylfa Newydd SPG is intended to:

- Inform the position which will be adopted by the County Council in its Local Impact Report² and relevant sections of the Statement of Common Ground³;
- Provide a planning framework (alongside the JLDP and other planning policy guidance) that helps guide the applicant(s) and influences the design and development of the Wylfa Newydd Project elements to ensure sustainable outcomes, with a focus on associated development;
- Inform pre-application discussions related to the main site, off-site and associated developments;
- Offer supplementary local level guidance, consistent with the relevant NPSs, which the Planning Inspectorate and the Secretary of State may consider both important and relevant to the decision-making process; and
- Form a material consideration in the assessment of any Wylfa Newydd Project related TCPA planning applications submitted by Horizon or other development promoters and businesses who may have, or wish to pursue, an interest in the project.

1.3 Historic Environment Overview

- 1.3.1 This topic paper addresses the historic environment. The historic environment includes standing buildings, earthwork monuments, industrial features, sub surface archaeological remains and artefact scatters. It also includes landscapes and their constituent features that have been shaped by human occupation, from planned features such as historic parks and gardens, field boundaries and plantations to changes in flora and fauna as a result of human activity.
- 1.3.2 Effects on the historic environment are an important consideration in application decisions. The Wylfa Newydd Project has the potential to affect the historic environment as a result of direct disturbance to, or loss of, features of historic environment interest through land take, but also through changes to the setting of features or changes to the character of historic landscapes.

1.4 Structure of this Topic Paper

- 1.4.1 The remainder of this topic paper is structured as follows:

² As part of the Planning Act 2008 process, the County Council will be invited to submit a Local Impact Report giving details of the likely impact of the proposed Wylfa Newydd Project on Anglesey. Further information on the preparation of local impact reports is available via the Planning Inspectorate's website: <http://infrastructure.planningportal.gov.uk/wp-content/uploads/2013/04/Advice-note-1v2.pdf>.

³ A statement of common ground is a written statement prepared jointly by the applicant and another party or parties such as the County Council, setting out any matters on which they agree. Statements of common ground help focus the examination on the material differences between the main parties.

- **Section 2:** Identifies the key messages relative to the historic environment arising from a review of international/European, UK, national, regional and local legislation, strategies/policies and guidance;
- **Section 3:** Presents the baseline information about the historic environment on the Isle of Anglesey; and
- **Section 4:** Identifies the key matters related to the historic environment to be addressed by the Wylfa Newydd SPG and considers how the SPG could respond to each.

2 Policy Context

2.1 Introduction

- 2.1.1 The Wylfa Newydd SPG will influence, and will be influenced by, other plans and programmes at an international/ European, national, regional and local level. This section of the topic paper identifies the plans and programmes most relevant to the historic environment in the context of the project and distils the key policy messages that will need to be reflected in the SPG.

2.2 International/European Plans and Programmes

- 2.2.1 The UK is a signatory to a number of international treaties that concern the historic environment to some degree. These are not law but may help to shape the development of law or policies within the UK. These include the following:

The Valletta Convention 1992

- 2.2.2 Formally known as the *Convention for the Protection of the Archaeological Heritage of Europe*, it was originally signed in London in 1969 but was revised in Valletta in 1992.
- 2.2.3 It defines archaeological heritage as “*structures, constructions, groups of buildings, developed sites, moveable objects, monuments of other kinds as well as their context, whether situated on land or under water*”. Signatories promise to make and maintain an inventory of its archaeological heritage and to legislate for its protection. The emphasis is on the protection of sites for future study, the reporting of chance finds, the control of excavations and the use of metal detectors.
- 2.2.4 Signatories (including the UK) also promise to allow the input of expert archaeologists into the making of planning policies and planning decisions.

The World Heritage Convention 1972

- 2.2.5 Formally known as the *Convention Concerning the Protection of the World Cultural and Natural Heritage*, it was adopted by the United Nations Educational, Scientific and Cultural Organisation (UNESCO) in 1972.
- 2.2.6 The UK adheres to the Convention as a member state of UNESCO. The convention defines 'cultural heritage' and 'natural heritage' and sets out a framework for the identification and designation of cultural or natural heritage sites of outstanding universal value as World Heritage Sites.

- 2.2.7 Wales currently has three World Heritage Sites, one of which is the *Castles and Town Walls of King Edward I in Gwynedd*, located at Caernarfon, Conwy, Beaumaris and Harlech.

2.3 UK Plans and Programmes

Overarching National Policy Statement for Energy EN-1 (2011)

- 2.3.1 This National Policy Statement (NPS) sets out national policy for energy infrastructure. It highlights that the construction, operation and decommissioning of energy infrastructure has the potential to affect the historic environment. The NPS sets out that the Infrastructure Planning Commission (IPC) (now the Planning Inspectorate (PINS)) should consider effects on both designated and non-designated heritage assets in the decision-making process and where there is evidence that a non-designated asset is of equivalent importance to a designated asset then they should be considered as such.
- 2.3.2 The NPS stipulates that an applicant should provide a description of the heritage significance of assets which will be affected by a proposed development and this should be of sufficient detail to understand the impact of the development. PINS should consider this, and other sources of information, and take account of the desirability of sustaining the significance of assets.
- 2.3.3 The NPS also sets out that any harm to heritage assets should be weighed against the public benefits of development with greater harm requiring a greater level of justification. Substantial harm to or loss of designated assets of the highest significance should be wholly exceptional. Where the loss of heritage assets is justified then the developer should make provision for the recording of the asset and this can be made a requirement of consent.

National Policy Statement for Nuclear Power Generation EN-6 (2011)

- 2.3.4 Volume I of the National Policy Statement for Nuclear Power Generation (EN-6) identifies Wylfa as a potentially suitable site for the deployment of a new nuclear power station. There is no specific guidance relating to the historic environment within this volume. However, Volume II highlights the potential for adverse effects on Scheduled Monuments, a registered park and garden and listed buildings associated with the new nuclear power station at Wylfa, although there may be potential to mitigate adverse impacts.

2.4 National (Wales) Plans and Programmes

Historic Environment (Wales) Act 2016

2.4.1 The Act makes important changes to the two main UK laws that provide the legislative framework for the protection and management of the historic environment: namely, the Ancient Monuments and Archaeological Areas Act 1979 and the Planning (Listed Buildings and Conservation Areas) Act 1990. The Act incorporates three stand-alone provisions, namely it:

- Gives more effective protection to listed buildings and scheduled ancient monuments;
- Improves the sustainable management of the historic environment; and
- Introduces greater transparency and accountability into decisions taken on the historic environment.

2.4.2 The Act has also given a statutory basis for the Register of Historic Parks and Gardens in Wales which will need to be compiled and maintained by Welsh Ministers. It will help owners, local planning authorities and others to look after sites on the register in an informed way.

Wales Spatial Plan – People, Places Futures (Update 2008)

2.4.3 The *Wales Spatial Plan* provides a broad 20-year vision and its purpose is to ensure that activities in the public, private and third sectors in Wales are integrated and sustainable, and that actions within an area support each other and jointly move towards a shared vision for Wales. ‘Respecting Distinctiveness’ is a Theme in the Spatial Plan with the aim of conserving and celebrating the unique heritage of Wales.

2.4.4 For north-west Wales, the Plan seeks to capitalise on the region’s outstanding environment, including the coast, ecological and historical heritage, and strong cultural identity to promote and develop healthier communities and build higher-value sustainable tourism. Actions include closer partnership working with key stakeholders to further enhance and promote the Area’s castles, prehistoric archaeology, monuments and the industrial heritage, especially capitalising on the heritage potential of Parys Mountain on Anglesey.

Planning Policy Wales 9th Edition (2016)

2.4.5 Planning Policy Wales (PPW) sets out the land use planning policies of the Welsh Government. Chapter 6 of PPW deals with planning policies as they relate to conservation of the historic environment. It states (at paragraph 6.2.1) that the Welsh Government’s objectives are to:

- *“Conserve and enhance the historic environment, which is a finite and non-renewable resource and a vital and integral part of the historical and cultural identity of Wales;*
- *Recognise its contribution to economic vitality and culture, civic pride, local distinctiveness and the quality of Welsh life, and its importance as a resource to be maintained for future generations;*
- *Base decisions on an understanding of the significance of Wales’ historic assets;*
- *Contribute to the knowledge and understanding of the past by making an appropriate record when parts of a historic asset are affected by a proposed change, and ensuring that this record or the results of any investigation are securely archived and made publicly available;*

and specifically to:

- *Protect the Outstanding Universal Value of the World Heritage Sites in Wales;*
- *Conserve archaeological remains, both for their own sake and for their role in education, leisure and the economy;*
- *Safeguard the character of historic buildings and manage change so that their special architectural and historic interest is preserved;*
- *Preserve or enhance the character or appearance of conservation areas, while at the same time helping them remain vibrant and prosperous;*
- *Preserve the special interest of sites on the register of historic parks and gardens in Wales; and*
- *Conserve areas on the register of historic landscapes in Wales.”*

2.4.6 PPW sets out the role of local authorities in the protection of the historic environment, working with other agencies such as Cadw (the Welsh Government’s Historic Environment Service) and the Welsh Archaeological Trusts. PPW states that development plans must have regard to but not repeat national policies for the protection of the historic environment. It also notes the various historic environment designations which exist for the protection of monuments, historic buildings and areas, as well as historic landscapes.

2.4.7 PPW also sets out the treatment of the historic environment in the development management process. It states that the desirability of preserving an ancient monument and its setting is a material consideration in determining a planning application, and that there should be a presumption in favour of the physical preservation of monuments of national importance. For archaeological remains of lesser importance, it will be necessary to weigh the importance of the archaeology

against other factors, such as the need for the development. Where a local authority decides that physical preservation of archaeology is not justified then it will be appropriate for provision to be made for the recording of archaeology in advance of its loss, and this can be secured through a planning condition.

- 2.4.8 PPW notes the statutory requirement to have regard to the desirability of preserving listed buildings and their settings. Whilst the Welsh Government aims to secure the conservation and continued use of historic buildings, there will be times when this is not possible and very occasionally demolition may be required. PPW states that the demolition of a Grade I or II* listed building should be 'wholly exceptional' and require the 'strongest justification'.
- 2.4.9 PPW stipulates that there should be a presumption against the granting of planning permission for developments which conflict with the aim of "*preserving or enhancing the character or appearance of a conservation area*". However, this presumption may be overridden in exceptional cases where development is deemed desirable on the grounds of some other public interest.
- 2.4.10 The protection of World Heritage Sites and their settings should also be a material consideration in the determination of planning applications. Similarly, parks, gardens and landscapes included in the 'Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales' are now also a material consideration.

Technical Advice Note 24: The Historic Environment (TAN 24) 2017

- 2.4.11 TAN 24 provides guidance on the treatment of the historic environment in the planning system and, in particular, during development plan preparation and decision making on planning applications. It was adopted in May 2017 as part of a body of policy, advice and guidance documents in support of the Historic Environment (Wales) Act 2016 and replaced a series of former Welsh Office Circulars.
- 2.4.12 TAN 24 provides guidance on the application of Chapter 6 of PPW and specifically the treatment of the following relevant aspects of the historic environment:
- Archaeological remains;
 - Listed buildings;
 - Conservation areas; and
 - Historic parks, gardens and landscapes.
- 2.4.13 TAN24 notes that regard must be given to the historic environment in development plan preparation, including the need for locally specific policies for the conservation and enhancement of historic assets.

2.4.14 TAN24 stresses the importance of pre-application discussions with the local planning authority and the need for assessment where archaeological remains are known to exist. It is stated that the assessment would be likely to involve a desk study, but can also involve an archaeological evaluation. The reports on such investigations are to form part of a planning application and applicants should show how they have modified development proposals to minimise effects. Within this context, it is stated that there should be a presumption in favour of the physical preservation of nationally important archaeological remains. For archaeological remains of less than national importance which may be affected, the case for preservation is to be weighed against the benefits of and need for the Proposed Development. It is important that that archaeological remains are not needlessly destroyed, but that opportunities to record archaeological evidence are taken.

One Wales One Planet 2009

2.4.15 The focus of One Wales: One Planet – The Sustainable Development Scheme of the Welsh Government is the vision of a sustainable Wales, to be achieved through high-level sustainable development actions and reducing the ecological footprint of Wales. These actions include conserving a range of iconic Welsh cultural heritage sites, promoting sustainable techniques and traditional skills, as well as achieving improved physical and intellectual access for the public.

Conservation Principles 2011

2.4.16 *Conservation Principles for the Sustainable Management of the Historic Environment in Wales* was published by Cadw⁴ in March 2011. This sets out Cadw's approach to the protection and management of the historic environment in Wales and will “*guide Cadw in applying its principles to its role in the development process, and in managing the sites in its care*”. It sets out six principles for the sustainable management of the historic environment in Wales, which are:

- Historic assets will be managed to sustain their values;
- Understanding the significance of historic assets is vital;
- The historic environment is a shared resource;
- Everyone will be able to participate in sustaining the historic environment;
- Decisions about change must be reasonable, transparent and consistent; and

⁴ Cadw is the Welsh Government's historic environment service, part of the Economy, Science and Transport Department

- Documenting and learning from decisions is essential.

Maritime Archaeology

2.4.16 Important sites of maritime archaeological interest can be protected through designating them as scheduled ancient monuments, and the most significant wrecks can be designated under the 1973 Protection of Wrecks Act. Cadw also work with the Marine Consents Unit to ensure that the protection of maritime heritage is taken into account during offshore developments.

2.5 Local Plans and Programmes

Joint Local Development Plan (JLDP) 2017

- 2.5.1 The Anglesey and Gwynedd Joint Local Development Plan (JLDP) sets out the policy framework and strategic aims for development and land use from 2011 to 2026.
- 2.5.2 The JLDP is underpinned by several strategic objectives that relate to the historic environment including:
- SO17: protect, enhance and manage the natural and heritage assets of the Plan area including its natural resources, wildlife habitats, and its landscape character and historic environment.
- 2.5.3 A number of the overarching strategic policies contained in the Preferred Strategy document are relevant to the historic environment. These are summarised in **Box 2.1**.

Box 2.1 Summary of JLDP Strategy Strategic Policies Relevant to the Historic Environment

- **Strategic Policy PS 5: Sustainable Development** states that development will be supported where it is demonstrated that they are consistent with the principles of sustainable development and lists the criteria all proposals should meet, including to preserve and enhance the quality of the built and historic environment assets including their setting;
- **Strategic Policy PS 9: Wylfa Newydd and Related Development** applies to the proposed new nuclear power station including development associated with it. The policy states that the scheme layout and design should avoid, minimise, mitigate or compensate for impacts on the cultural and historic aspects of the landscape;
- **Strategic Policy PS 10: Wylfa Newydd Campus Style Temporary Accommodation for Construction Workers** applies to the proposed associated development;
- **Strategic Policy PS 11: Wylfa Newydd Logistics Centres** applies to the proposed associated development;
- **Strategic Policy PS 12: Wylfa Newydd Park and Ride and Park and Share Facilities** applies to the proposed associated development;
- **Policy PS20: Preserving and where appropriate Enhancing Heritage Assets** states that the historic environment will be protected and enhanced in support of the wider economic and social needs of the plan area. Assets to be protected include conservation areas, registered historic landscapes and park and gardens, listed buildings, scheduled monuments and other areas of archaeological importance.

2.5.4 These JLDP strategic policies are supporting by more detailed development management policies. Those relevant to the historic environment are set out in **Box 2.2**.

Box 2.2 JLDP Development Management Policies Relevant to the Historic Environment

- Policy PCYFF1 Development Boundaries;
- Policy PCYFF2 Development Criteria;
- Policy PCYFF3 Design and Place Shaping;
- Policy PCYFF4 Design and Landscaping;
- Policy AT1 Conservation Areas, World Heritage Sites and Registered Historic Landscape, Parks and Gardens;
- Policy AT2 Enabling Development;
- Policy AT3 Locally or Regionally Significant Non-Designated Heritage Assets;
- Policy AT4 Protection of Non-Designated Archaeological Sites and Their Setting.

Supplementary Planning Guidance: Design in the Urban and Rural Built Environment (2008)

- 2.5.5 Supplementary Planning Guidance (SPG) is in place to provide additional direction and guidance on specific local matters. Supplementary Planning Guidance: Design in the Urban and Rural Built Environment is concerned with providing guidance on the design of development in the urban and rural environment and consists of 32 separate guidance notes. Guidance Note 13 describes the legislative controls over development affecting the historic built environment, and particularly listed buildings and conservation areas. It also stresses the role that the historic environment can play in promoting sustainable development. It is recognised that change is inevitable and often necessary, but should avoid material harm to historic character where possible. This Guidance Note also highlights that heritage value can also help to create and sustain public places of interest. The SPG should be read in conjunction with relevant JLDP policy.

World Heritage Site Management Plan: The Castles and Town Walls of King Edward I in Gwynedd

- 2.5.6 The Management Plan is intended to provide a framework for the comprehensive management of the Castles and Town Walls of King Edward I in Gwynedd site. This World Heritage Site covers the Castles and Town Walls of Caernarfon and Conwy and the Castles of Harlech and Beaumaris (the latter castle being located on Anglesey). It sets out that the comprehensive management of the World Heritage Site depends on the conservation of the monuments within the inscribed boundaries; the protection and enhancement of their setting; the importance of key viewpoints;

their presentation to the public for life-long education; and the encouragement of education and research⁵.

2.6 Key Policy Messages for the Wylfa Newydd SPG

2.6.1 Based on the review of plans and programmes in this section, a number of key messages/issues relevant to the historic environment have been identified that will need to be considered in preparing the Wylfa Newydd SPG. These messages are summarised in **Box 2.3**.

Box 2.3 Key Policy Messages for the Wylfa Newydd SPG: Historic Environment

The need to:

- Protect and enhance internationally important sites and areas, such as Beaumaris Castle;
- Protect and enhance other important assets and their settings including, but not limited to, listed buildings, scheduled monuments, registered parks and gardens and conservation areas;
- Protect and enhance designated historic landscapes;
- Recognise that the historic environment has a role in the delivery of wider social and economic objectives;
- Promote sustainable uses of historic environment assets such as listed buildings;
- Ensure that effects on the historic environment are carefully considered in associated development proposals and mitigation identified where appropriate; and
- Consider cumulative impacts on the historic environment.

⁵ The Plan can be found at the following website address: <http://www.anglesey.gov.uk/planning-and-waste/built-environment-coastal-and-landscape/world-heritage-site-management-plan?tab=downloads>.

3 Baseline Information and Future Trends

3.1 Introduction

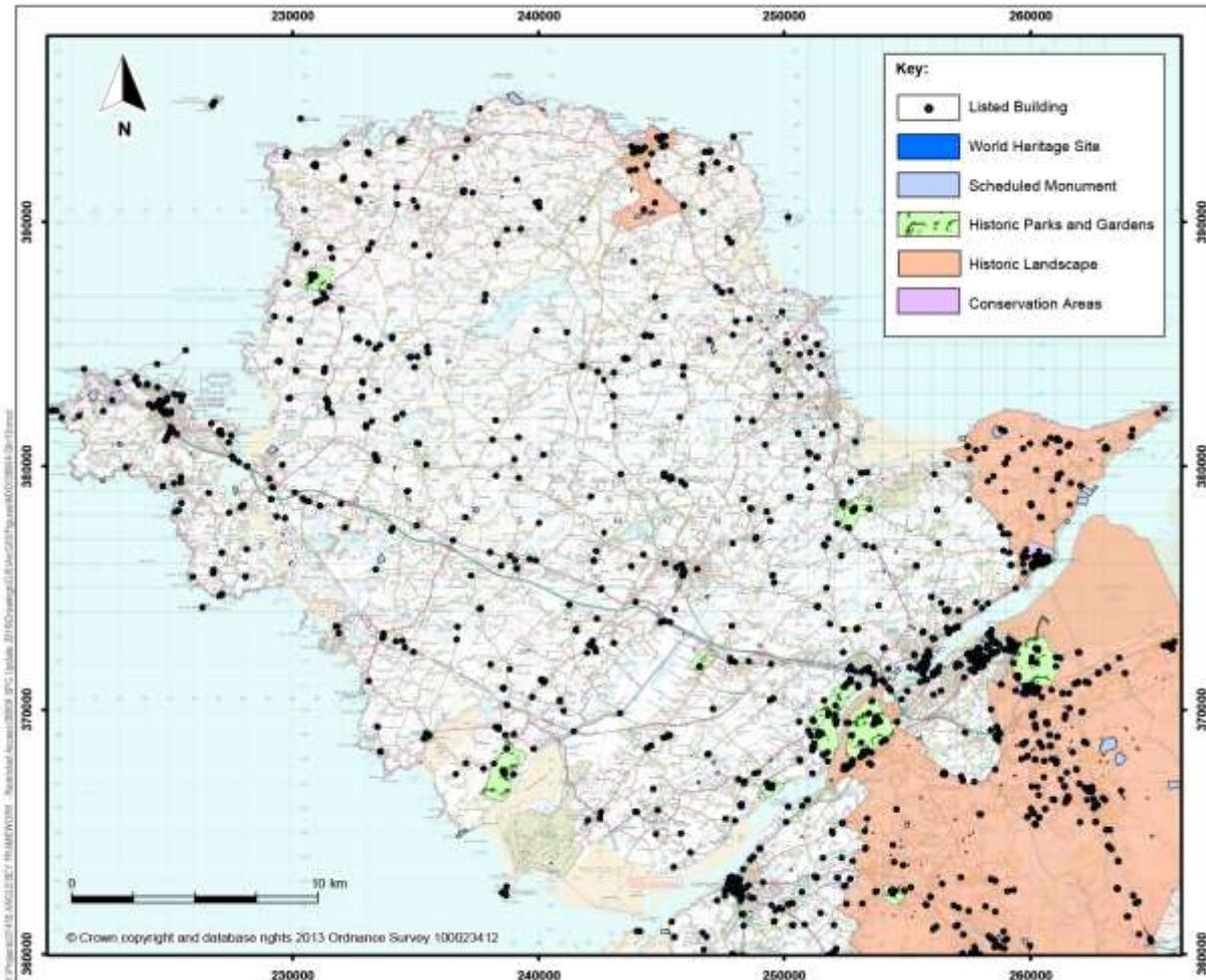
- 3.1.1 This section describes the existing baseline characteristics of Anglesey in respect of the historic environment and identifies how this baseline could change in the future. This helps develop an understanding of the key opportunities and challenges that should be addressed by the SPG. Datasets are sourced from Cadw and the IACC.

3.2 Baseline Information

Overview

- 3.2.1 Anglesey has rich heritage that includes numerous designated sites and scheduled sites that contribute significantly to the overall character of the cultural landscape, and importantly provide a key source of tourist interest and revenue from the visiting public. An overview of the distributions of historic assets on the Island is shown in **Figure 3.1** with more detail provided in the sections that follow.

Figure 3.1 Historic Designations on Anglesey



Historic Built Environment

World Heritage Site

3.2.2 Beaumaris Castle forms part of the World Heritage Site known as *The Castles and Town Walls of King Edward I in Gwynedd*. These were built for King Edward I of England following his war against Llywelyn, Prince of Wales and served as administrative centres as well as military sites. Beaumaris was built in 1295–1330 as a near perfect concentric castle with four lines of defences and direct access to the sea.

Listed Buildings

3.2.3 As at June 2017 there were 1,120 listed buildings within Anglesey and of these 38 were designated as being of the highest importance (Grade I), 99 at Grade II* and the remainder as Grade II. These are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended by the Historic Environment (Wales) Act 2016). These listed buildings cover a very wide range of types of structure, including bridges, walls, wells, vernacular cottages, large estate houses and farm buildings.

Grade I listed buildings include iconic historic structures such as the Menai Suspension Bridge and Beaumaris Castle.

- 3.2.4 The historic buildings on Anglesey give a sense of identity to the area and contribute to the history of the Island. The buildings help to define a 'sense of place' for the local communities. It is important that such buildings are protected in order to preserve the cultural identity of Anglesey.

Conservation Areas

- 3.2.5 Conservation Areas are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended by the Historic Environment (Wales) Act 2016). There are 12 Conservation Areas within Anglesey, most of which are historic settlements or ports. They are:

- Aberffraw;
- Amlwch;
- Amlwch Port;
- Beaumaris;
- Bodedern;
- Cemaes;
- Holyhead Central;
- Holyhead Beach;
- Holyhead Mountain;
- Llanfechell;
- Llangefni; and
- Menai Bridge.

- 3.2.6 Conservation Area Character Appraisals are available for all twelve of these designated areas. These detail the reason for designation, include a description of the area and its setting, describe enhancements which have been made and set out management policies for the areas in question⁶.

⁶ The conservation area character appraisals are available at: <http://www.anglesey.gov.uk/planning-and-waste/built-environment-coastal-and-landscape/conservation-areas/conservation-area-character-appraisals/>

Historic Landscapes, Parks and Gardens

Registered Historic Landscapes

- 3.2.7 The historic landscape interest within Anglesey is recognised in the designation of two areas within the Register of Landscapes of Historic Interest in Wales. Penmon (HLW (Gw) 15) is located within the south-eastern corner of Anglesey and comprises a coastal plateau, promontory and small island showing continuity of land use and activity from the late prehistoric period to the recent past. The area includes: a large Iron Age hillfort, hut settlements and fields; Early Christian monastic sites and Viking influences; medieval settlements, defensive and religious sites, as well as coastal limestone and marble quarries. It also includes Beaumaris Castle World Heritage Site.
- 3.2.8 Amlwch and Parys Mountain (HLW (Gw) 1) is in north east Anglesey and comprises large eighteenth and nineteenth century opencast copper mines and waste tips which were largely dug by hand. There is also an extensive complex of processing features and structures, earlier workings dating from the prehistoric and possibly Roman and medieval periods.
- 3.2.9 The ASIDHOL methodology (Assessment of the Significance of the Impacts of Development on Historic Landscape) should always be used when analysing the impact of development on a registered historic landscape.

Register of Historic Parks and Gardens

- 3.2.10 On Anglesey, there are also eight sites which are included in the (now statutory) Register of Historic Parks and Gardens in Wales. The boundaries of these sites are currently being reviewed by Cadw as part of the formal re-designation of these heritage assets. Most of these sites comprise historic gardens and parkland laid out around an historic house, such as Carreglwyd (west of the A5025). These also include Cestyll which is an unusual garden, situated in a small valley running north to the sea, on the north coast of Anglesey, to the west of Wylfa Head. The garden was established in the early twentieth century by the Hon. Violet Vivian who used the house as a holiday home and then as a permanent residence. The house is no longer present but the garden, mill and walled kitchen garden remain. The property was purchased by the then Central Electricity Generating Board in 1983, and the garden is maintained as part of the existing Wylfa Power Station grounds.

Archaeology

Scheduled Ancient Monuments

- 3.2.11 At March 2017 there were 143 Scheduled Ancient Monuments within Anglesey, most of which are archaeological sites or ruined structures. These are protected under the Ancient Monuments and Archaeological Areas Act 1979 (as amended by the Historic Environment (Wales) Act 2016) and date from a wide period of time from the prehistoric onwards. A total of 89 of these Scheduled Ancient Monuments are of a prehistoric date and include funerary, settlement and defensive sites. The funerary monuments are a relatively common feature type and include chambered tombs and cairns. There are also a number of henge monuments as well as individual standing stones. Settlement and defensive sites include hillforts, as well as both enclosed and unenclosed hut circles. There are 6 Scheduled Ancient Monuments of Roman date, most of which are rural settlement sites.
- 3.2.12 There are 25 medieval or early medieval monuments and these are nearly all defensive or religious sites. The defensive sites include castles and town walls, whilst the religious sites are relatively varied with monastic sites, churches and chapels, cemeteries, holy wells and crosses. There are also a number of houses as well as a coastal fish weir and industrial sites including copper mines, a brickworks, and a colliery.

Other Archaeological Remains

- 3.2.13 Gwynedd Archaeological Trust maintains a Historic Environment Record (HER) for north-west Wales which details numerous non-scheduled archaeological sites within Anglesey. The HER includes information on over 20,000 sites of archaeological interest and undoubtedly there are others which have not yet been identified.

3.3 Future Trends

- 3.3.1 Features and areas of historic environment interest can be at risk of deterioration as a result of changes in use or neglect and so active management and use is normally required to maintain their condition and historic interest. A number of programmes are in place to facilitate this, including the maintenance of 'at risk' registers for monuments and buildings. The 'at risk' register is maintained through a rolling programme of surveys across Wales, with 20% of listed buildings surveyed each year⁷. At October 2007, 137 listed buildings were classed as being 'at risk' in the Anglesey, which was 11.99% of the total⁸. There are currently 144 listed buildings

⁷ The Handley Partnership (2015) Condition & Use Survey of Listed Buildings in Wales, 2015 Update.

⁸ Cadw in IACC and Gwynedd (2011) Sustainability Appraisal Scoping Report.

recorded as being ‘at risk’ within Anglesey, which is 12.81% of the total and represents a slight deterioration in the overall position⁹ in the past ten years.

3.4 Key Issues for the Wylfa Newydd SPG

3.4.1 Based on the findings of the baseline analysis, a number of key issues relevant to the historic environment have been identified that will need to be considered in preparing the Wylfa Newydd SPG. These issues are summarised in **Box 3.1** below.

Box 3.1 Key Issues for the Wylfa Newydd SPG: Historic Environment

- Protection and enhancement of Beaumaris Castle World Heritage Site and its setting;
- Protection and enhancement of designated landscapes, including historic parks and gardens and their settings;
- Protection and where possible enhancement of listed buildings and conservation areas;
- Seek opportunities to encourage the suitable use of historic buildings and support sympathetic investment in those buildings identified as being ‘at risk’;
- Careful consideration of possible effects on scheduled monuments, as well as other areas of possible archaeological interest arising from the Wylfa Newydd Project and associated developments;
- Maximising the wider social and economic benefits of sustaining the historic environment;
- Educating local communities and those coming to live, work or holiday on the Island about its history;
- Encourage the provision of enable development to deliver heritage benefits.

⁹ Information supplied by Cadw on 1 September 2017.

4 Challenges and Opportunities

4.1 Introduction

4.1.1 Based on the review of plans and programmes presented in **Section 2** and analysis of the baseline in **Section 3**, this section draws together the key strengths, weaknesses, opportunities and threats related to the historic environment to be addressed by the Wylfa Newydd SPG. Where appropriate, it also provides guidance in respect of how the SPG could respond to the issues identified in order to help inform the preparation of the document.

4.2 SWOT Analysis

4.2.1 **Table 4.1** presents an analysis of the strengths, weaknesses, opportunities and threats associated with the Wylfa Newydd Project during construction and operation on the historic environment and in the context of the Wylfa Newydd SPG.

Table 4.1 SWOT Analysis

Strengths	Weaknesses
<ul style="list-style-type: none"> • Internationally and nationally important buildings, monuments and areas recognised through designation; • Strong sense of the unique character and distinctiveness of the Island's historic environment; and • Contribution made by the historic environment to tourism, to the image of Anglesey and the economic benefits that accrue. 	<ul style="list-style-type: none"> • Historic assets can be at risk from neglect, inappropriate development and natural erosion; • Relatively high number of buildings at risk which may be susceptible to potentially inappropriate re-development; and • The costs of maintaining historic assets.

Opportunities	Threats
<ul style="list-style-type: none"> • Opportunity to maintain and enhance under-used assets of historic environment interest, including often vacant buildings at risk; • Opportunity for dissemination of results of development-led archaeological research and investigation; and • The education of the incoming workforce to the cultural identity of the Island which is in part influenced by its history. 	<ul style="list-style-type: none"> • Potential for harmful change to historic landscape and settings of historic environment assets arising either directly or indirectly from the Wylfa Newydd Project or from related development; • Potential for loss of areas of archaeological interest; and • Potential for developments to disrupt current activities which help sustain the historic environment e.g. tourism.

4.3 Summary of Key Matters to be addressed by the SPG

4.3.1 The following are considered to be key matters to be addressed by the SPG, in relation to the historic environment:

- Maintenance and enhancement of the distinctive historic environment of the Isle of Anglesey;
- Protection and enhancement of designated historic landscapes, parks and gardens;
- Protection and enhancement of other designated assets including scheduled monuments, listed buildings, and conservation areas;
- Need for consideration of impacts on the historic environment in the development of the scheme design;
- Need for comprehensive assessment of the historic environment impacts of proposed developments and, if effects cannot be satisfactorily mitigated, the identification and delivery of agreed compensation;
- Provision of enabling development to deliver heritage benefits; and
- Educating the in-coming workforce on the history and culture of the Island.

4.4 How should the SPG Respond?

4.3.2 The SPG could respond in the following ways:

- Promote high standards of design to limit impacts on historic landscape;

- Ensure that opportunities are identified for historic environment assets to be sustained and enhanced, including buildings at risk sympathetically renovated and re-used;
- Promote public access to historic environment assets where appropriate;
- Ensure that development proposals take into account existing uses which sustain the historic environment;
- Carefully consider the location and form of associated and related developments, including access, accommodation and logistics, to take into account effects on historic assets;
- Require that the incoming workforce is made aware of the distinctive cultural environment of the Island and the importance placed by local communities towards the historic environment; and
- Ensure that proposed developments are fully assessed and that results of archaeological investigations are fully disseminated.



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