



Other side: Conwy Castle was begun in 1283 and sited to guard the crossing point of the river Conwy.

Above: Conservation of Conwy Castle has included consolidation of spalling faces of the castle rock.

Part 2: Significance and Vision

World Heritage Site

2.1 Statement of Significance

The Castles and Town Walls of Edward I In Gwynedd were inscribed in the list of World Heritage Sites as a historic site of universal value in 1986. The World Heritage Committee at the time of the site's inscription recognised that the outstanding universal value of the site (as summarised in the Justification for Inscription in the Nomination Dossier and in the ICOMOS evaluation of that dossier) derives from seven factors.

2.1.1 All were built for King Edward I, one of the most important military leaders of his day.

Edward I, king of England from 1272 to 1307, applied the military skills that he had learnt in the Crusades to the consolidation of his kingdom. He saw the growing power of Llywelyn, prince of Wales, as a threat to his ambition. In the previous reign Llywelyn had consolidated many of the Welsh lordships and gained recognition of his power, albeit as a vassal of the king of England. He was well on the way to achieving recognition of Wales as a nation state in Europe. When Edward returned from crusade in 1274, it became clear that Llywelyn intended to be no more than a nominal vassal and various disputes led to Edward declaring him a rebel before the end of 1276. Edward led his first campaign into Wales in 1277 and by 1280 had restricted Llywelyn's direct rule to his mountain heartland in Gwynedd. However Llywelyn still exercised indirect control over a larger area, where disputes between the Welsh and English were rife. These culminated in open rebellion in 1282 and Edward's second campaign. Llywelyn died in battle in December 1282 and Edward resolved to secure direct rule of his lands in Gwynedd. His strategy was simple, ruthless and effective — to defeat the remnants of the rebellion; to secure the coastline with massive fortresses; and to install a new administrative system to erase the laws and customs that made Wales a potential threat to its larger neighbour.

2.1.2 They formed a programme of royal castle building of the first magnitude.

Edward I built eight castles to secure his hold on the lands taken from the Welsh in Gwynedd. They were the main elements in a programme of royal works that demanded foreign capital and a large part of the human and material resources of his kingdom in the years 1282 to 1298. The four castles, which are included in the World Heritage Site, were the most advanced and finest in the programme. Two, Caernarfon and Conwy, were associated with substantial town fortifications.

2.1.3 Design and direction were in the hands of James of St George, the greatest military architect of the age.

Master James of St George, a master mason from Savoy, served King Edward in various capacities in Wales from 1278. He was appointed Master of the King's Works in Wales from 1283 to 1301. The beginning of this period saw the simultaneous design and construction of the castles at Conwy, Caernarfon and Harlech and of the walled towns of Conwy and Caernarfon. The magnitude of the programme required a substantial team of masons, carpenters and engineers but the records show that Master James directed the work in all three places. The way in which the works were managed is not clear, as the records that survive are essentially the works accounts. Details of responsibilities have to be deduced from the names and descriptions of work attached to each payment. The king's officials undertook a variety of roles. Master James was paid a regular salary. He awarded and supervised contracts, ordered materials, appointed workers and paid day wages and even undertook contracts on his own behalf. When Beaumaris Castle was begun in 1295, Master James was also named Master of Works at Beaumaris and he appears to have been in sole charge of work at the most perfect concentric castle. Although the accounts do not ascribe the design of the castles to a particular person and there are technical and stylistic differences between them, it is clear that Master James of St George had overall responsibility for their construction throughout his years in office.

It is a measure of his importance and reputation that he was the highest paid master mason in royal service in the Middle Ages and that he retained the king's trust throughout his life. Master James died about 1309.

2.1.4 As a group the castles and walled towns demonstrate the state of the arts of military architecture and craftsmanship in stone at the end of the 13th century and illustrate the way in which Edward I exercised his power in an annexed territory.

The principle of concentric defences, with each ring of walls commanded from the one inside, had been brought to Europe by the crusaders and applied in Wales at Caerphilly in 1268. In north Wales it could only be fully developed at Harlech and Beaumaris. The sites at Caernarfon and Conwy were too small for more than one ring of defences and the castles were overlooked from neighbouring hills. The single ring of walls and towers had therefore to be made tall and immensely strong to give the castle equivalent security. Much of the strength of all four castles lay in the ingenuity of their planning and the quality of their masonry. They were designed to take maximum advantage of site conditions and of their location by the sea.

Apart from defence, each castle had a role in the new administrative system for north Wales. Conwy was the base of operations from 1283. However, Caernarfon Castle was given the greatest symbolic role and its walls may have been modelled on those of Constantinople to evoke the power of an earlier empire. Caernarfon, Harlech and Beaumaris were each designed to house the local government for one of the three new counties of north Wales. The rooms in the castles represented the best of domestic architecture of the period, with particular elegance given to the chapels.

The walled towns at Caernarfon and Conwy provided accommodation for the infrastructure of annexation. They were to be entirely inhabited by Englishmen and to supersede Welsh settlements as the centres of trade, law and administration.

2.1.5 As royal works the contemporary documentation of the castles has been carefully preserved.

Original records demonstrating the processes of planning and construction in both material and human terms, support archaeological evidence from the four sites. Surviving documents have been conserved in the National Archives, a government repository, in London.

Because the castles remained as Crown property for many years — Caernarfon and Harlech to the present day — some of their later history is recorded in original documents in the same repository. Recent records of their care are conserved as public records and placed with the Royal Commission on the Ancient and Historical Monuments in Wales in Aberystwyth after thirty years. Although in a different location they are under the supervision of the National Archives.

Although the historical record is not held within the World Heritage Site, it is an important resource for research and is protected by statute. Much of its content has been published.

2.1.6 The castles combine a marvellous sense of power with great beauty of line and form, perfectly attuned to their purpose and natural surroundings.

It is clear that the castles and town walls were intended to impress the power of the English Crown on the Welsh people and to give a sense of security to the inhabitants of the new towns. Within this remit, they also express the skills of their designers and builders through their architectural quality. They respond to their settings in different ways. Conwy and Harlech were rendered with lime plaster and would have stood out on their rocks against the mountains of Snowdonia. Caernarfon displays its angled towers and patterned masonry close to the water. Beaumaris demonstrates its symmetry even though it is incomplete. Scholarly conjectural illustrations show that it would have stood as an architectural masterpiece on its low-lying site.

As monuments in the Welsh landscape, the castles have inspired artists throughout their long history. In the 17th and 18th centuries they were subjects for topographical artists. When the artists of the Romantic Movement were denied access to mainland Europe during the Napoleonic Wars, they discovered the beauty of Wales, and all four castles were painted on many occasions by artists who used them to express their own vision of a romantic landscape. The commissioning of many reconstruction paintings that endeavour to show the original form and use of the castles marked the interest in the history of the castles in the 20th century.

2.1.7 Although they suffered periods of neglect as their military importance declined, all four castles and the two associated town walls have been cared for by the State during the last fifty to one hundred years.

Although Sir Llewelyn Turner followed the Victorian fashion for restoration in his work at Caernarfon Castle from 1870 to 1901, from 1906 State care was based on principles of repair and consolidation — as was Salvin's work after 1845. Work to the other monuments, where intervention did not begin until later, was always based on these principles. The fabric built under the direction of Master James of St George and his immediate successors has been altered very little and remains as an authentic record for present and future generations.

2.2 Conservation Status of the Site

2.2.1 World Heritage Site Criteria

Criteria for Outstanding Universal Value

The Castles and Town Walls of King Edward I in Gwynedd comply with the definition set out in Article 1 of the UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage as:

'Monuments: architectural works ... which are of outstanding universal value from the point of view of history, art or science'. They meet the criteria for 'outstanding universal value':

- Criterion (i) 'They represent a masterpiece of human creative genius.' As a group they represent the most advanced development of military engineering and the architecture of political power at the end of the 13th century.
- Criterion (iii) 'They bear a unique or at least exceptional testimony to a cultural tradition or to a civilisation which is living or which has disappeared.'
- Criterion (iv) 'They are an outstanding example of a type of building or architectural or technological ensemble which illustrates a significant stage in human history.' They illustrate the way in which the creation of powerful royal fortresses and associated English boroughs confirmed English rule in Wales. To the Welsh people they were 'the magnificent badges of our subjection'.

Criteria for Authenticity

The monuments meet the criteria for authenticity:

- Criterion (i) 'They met the test of authenticity in design, material, workmanship and setting.'
- Criterion (ii) 'There are adequate legal, contractual and traditional protection and management mechanisms to ensure the conservation of the properties.'

They ceased to have military significance before the end of the Middle Ages. The castles were never turned into palaces and the town walls no longer contained their spreading settlements.

The castles were therefore not altered to any great extent from their original form. Beaumaris, Conwy and Harlech were never restored to suit the ideas of Victorian medievalists. There was restoration in the 19th century at Caernarfon but, as far as we can tell, it was limited to recreating damaged elements of the original design.

Many later buildings had been built against or close to the town walls before 1917, when a policy of clearing accretions from the outside of the walls at Caernarfon was begun. A similar policy was followed at Conwy after 1953, when the walls came into State care. To a large extent the exterior of the walls of both medieval towns is now exposed to view.

Under the care of Cadw and its predecessors, repairs have been limited to the consolidation of existing fabric as found. Where intervention has been necessary — for example, for structural stability or to provide accommodation for current needs — it has been designed to be reversible without damage to the fabric.

2.2.2 Historic Status in Wales and the UK

The protection of the World Heritage Site is assured in three ways:

- By statute;
- Through the town and country planning system; and
- Through State care.

Statutory Protection

All the monuments within the site are scheduled ancient monuments under a series of Ancient Monument Acts passed by the UK parliament — most recently the *Ancient Monuments and Archaeological Areas Act 1979*. These make provision for their regular inspection; lay down penalties for damaging a monument; and empower the government to make grants to owners for repair. These powers are now devolved to the National Assembly for Wales.

Planning Protection

The setting of the monuments is protected through the local planning system established by the UK parliament through a series of Town and Country Planning Acts. Each local planning authority is required to prepare a Unitary Development Plan. Each of the authorities for the areas in which the monuments in the World Heritage Site are located has included specific policies in its Unitary Development Plan to protect the World Heritage Site and its setting. These are set out in Appendices to Part 2 of this Management Plan. Most development requires planning permission from the local planning authority. In reaching a decision the authority has to take account of the policies stated in the plan.

The Welsh Assembly Government issues guidance to local planning authorities on planning policies and can call in planning decisions or deal with them on appeal. Planning guidance on World Heritage Sites is provided in paragraphs 6.4.9 and 6.5.22 of *Planning Policy Wales (2002)* and in Welsh Office Circular 61/96: *Planning and the Historic Environment: Historic Buildings and Conservation Areas*.

State Care

The greater part of the World Heritage Site is part of an estate of monuments in State care in Wales. The UK government has taken monuments into State care since 1884. Since 1999 the estate has been the responsibility of the National Assembly for Wales and, in particular, of a Minister, an elected Assembly Member (AM), who is a member of the Welsh Assembly Government.

Two independent expert panels of historians, architects and archaeologists, all eminent in their own field, advise the Assembly and the Minister. Each panel was established by statute. The Ancient Monuments Board for Wales (AMB) advises the Assembly on all monuments scheduled under the Ancient Monuments Acts and on other relevant matters. The Historic Buildings Council for Wales (HBC) advises on historic buildings that are protected by a body of historic buildings and town and country planning legislation, particularly with regard to grant-aid. The monuments forming the World Heritage Site are both scheduled ancient monuments and listed historic buildings. The former designation takes preference. Both expert panels make regular tours of inspection and advise the Assembly through Annual Reports or as necessary.

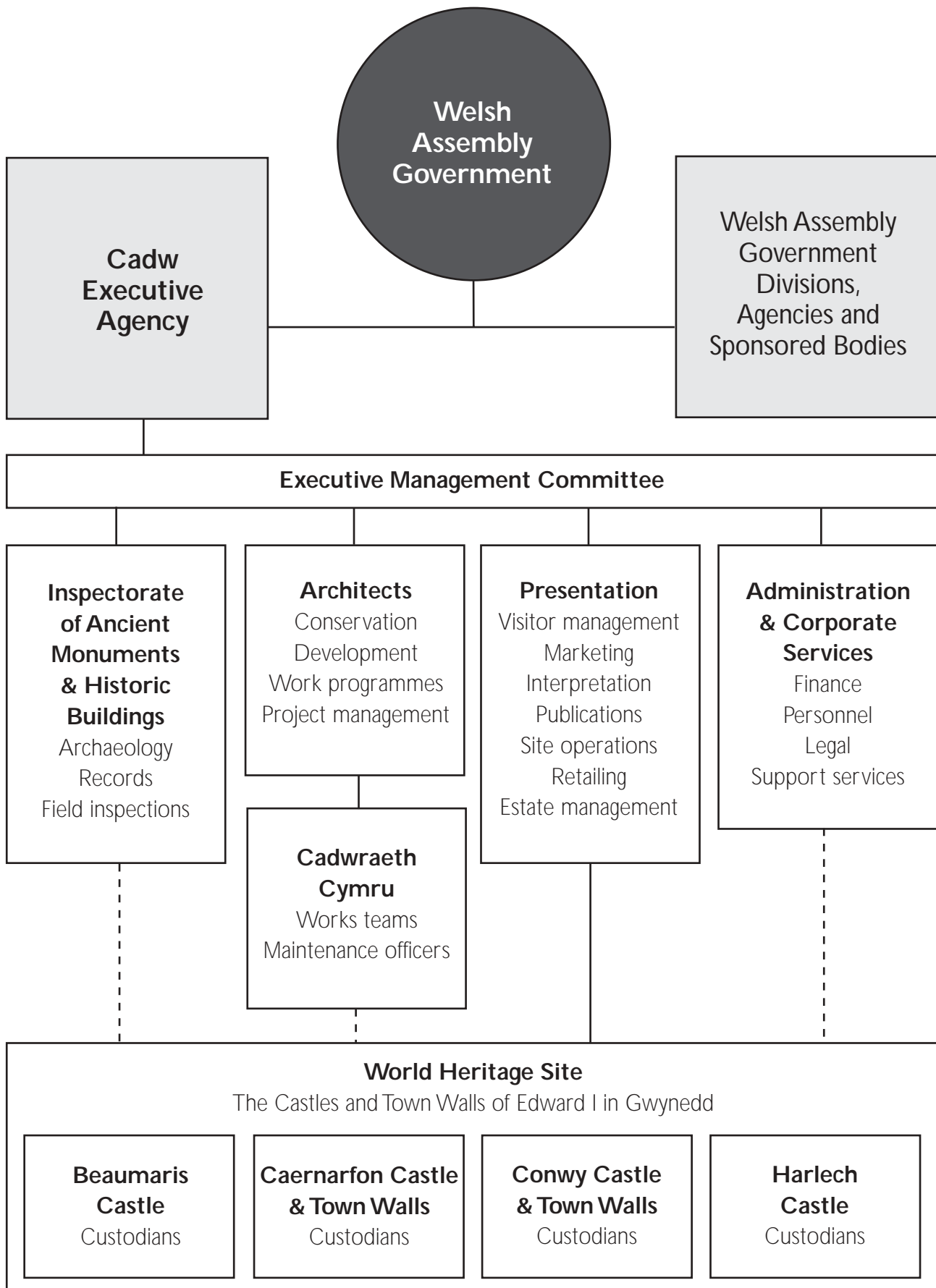
The Assembly manages these monuments through its executive agency, Cadw.

Monuments have been brought into the estate in a number of ways under powers given by the UK parliament in a series of Ancient Monuments Acts. Some monuments have been acquired by gift or purchase; some have been transferred from other government departments or the Crown; and some have been taken into guardianship.

A voluntary Deed of Guardianship transfers responsibility for care and management to the State without a transfer of ownership. The status of each monument in the World Heritage Site is described in Part I of the Management Plan.

Those parts of the World Heritage Site in State care are managed as part of an estate that includes 129 ancient monuments. The whole estate is managed from Cadw's headquarters in Cardiff, while the monuments in Beaumaris, Caernarfon, Conwy and Harlech have local management staff (custodians) based in the four castles. The management organisation is set out in Diagram 2.2.2.

Diagram 2.2.2 World Heritage Site Management Organisation



2.2.3 Potential Threats

Potential threats to the World Heritage Site are set out in the following table with comments on the protective measures available. The level of risk of each potential threat becoming real is estimated on a scale of 1 (most unlikely) to 10 (most likely).

Item	Potential threat	Level of risk	Protective measures
1.	Decay of historic fabric in State care.	1	High priority given to conservation since each monument came into care.
2.	Decay of other historic fabric (part of Caernarfon Town Walls not in State care).	8	Protection afforded by Ancient Monuments Acts with power for State to intervene if necessary. Grants may be available towards the cost of repairs.
3.	Minor loss of historic fabric.	6	Criminal damage has occasionally affected historic fabric but records are available and Cadw would reinstate property in State care. Private owners are responsible for their own insurance (see item 2).
4.	Major loss of historic fabric.	2	Monuments are not in areas with severe climate, geological instability or major flood risk. Fire risks are low because of the nature of the monuments but Cadw has precautions in place. Although terrorist attack is possible, monuments in Wales are considered to be at low risk.
5.	Environmental damage from natural events	7	Conwy Castle rock is liable to spall and has required consolidation and anchoring in the past. This risk is likely to continue in some areas. The moat at Beaumaris Castle is subject to flooding. While action has been taken to improve the outfall, there is a continuing risk of local flooding.
6.	Erosion of historic fabric from visitor traffic.	1	The nature of the fabric and the foreseeable number of visitors reduces the risk of erosion to monuments open to the public. Cadw manages visitors and undertakes regular maintenance of monuments in State care. With the exception of St Mary's Church, Caernarfon, privately owned monuments are not generally open to visitors, unless they are in receipt of grants from Cadw.
7.	Damage to the setting of monuments through neglect of their environment.	7	North-west Wales is an area with economic problems that affect public and private owners of real estate adversely. There are neglected properties in the vicinity of the monuments. These can detract from the setting of the World Heritage Site. Protection should be enhanced by the involvement of local authorities in this management plan and by the action being taken to improve the economy of the region.
8.	Damage to the setting of the monuments through inappropriate development.	5	The setting of ancient monuments is protected through the local planning system. However requirements for conservation and for development can conflict. Local planning authorities include policies for the protection of the World Heritage Site in their unitary development plans. The Welsh Assembly Government has the power to call-in planning applications that it deems to be of national importance.
9.	Difficulties arising from the provision of appropriate access arrangements.	4	'Reasonable adjustments' to provide access for those with disabilities will be required by law from October 2004. It is expected that the particular difficulties arising from the nature of medieval fortifications will be recognised. However there is a risk that adjustments that do not meet conservation objectives and impair the general visitor experience may be required. Cadw believes that this issue can be managed so that it is beneficial to those with disabilities and not detrimental to the World Heritage Site.
10.	Inability to provide acceptable facilities for visitors.	6	Visitor facilities are inadequate and difficult to manage at Beaumaris Castle and at the water gate to Harlech Castle. If these cannot be improved the potential for improved visitor experiences will not be realised.

2.2.4 Opportunities

The opportunities that are available through the World Heritage Site and its host communities are set out in the following table.

Item	Opportunity	Description
1.	To enhance public perception and understanding.	Because of their inherent qualities, their historical interest and past promotion, the site already contains some of the most visited and best-known monuments in the region. The opportunity exists to make them better understood and appreciated through promotion of their international importance.
2.	To increase cultural tourism and make the region more attractive to visitors.	The site has the capacity to attract more tourists from the UK and overseas to the region. There is scope to increase the experience offered by the monuments through conservation, interpretation and the facilities offered. The experience can be further enhanced by improving the quality of the towns in which they sit and by making more of the smaller cultural attractions around them.
3.	To capture the economic benefits of tourism.	The four towns and their hinterland can offer greater rewards to visitors — cultural tourism is usually only part of a leisure visit. By offering better accommodation, shops, events, activities and tours, the region can earn more direct spending and increased indirect expenditure. More jobs can be generated and wealth created. The tourist season can also be extended.
4.	To use the conservation of historic assets to encourage appropriate development to help to regenerate the economy.	The conservation of historic towns can stimulate development of high quality. It can also help in regeneration by providing a better environment and increasing property values.
5.	To promote the World Heritage Site and the region.	The monuments provide recognisable symbols for each town and can be used as the basis for marketing, events and publicity.
6.	To improve community benefits and relations.	Better understanding of the significance of the castles and town walls and the historical changes that have occurred can enable them to be seen as assets in contemporary Wales.
7.	To provide educational opportunities at all levels.	The World Heritage Site offers a teaching resource for historical, geographical, cultural and economic studies, at local, national and international levels.

2.2.5 Resource Definition and Boundary

The World Heritage Site

The World Heritage Site is not a single geographic entity with an enclosing boundary. Instead it includes six ancient monuments — four castles and two sets of town walls — each with a defined boundary. These boundaries were established when the monuments were scheduled under the Ancient Monuments Acts by the UK parliament. As previously explained, the following universal cultural values were taken into account when the World Heritage Site was inscribed in the World Heritage List in 1986 as a single site of outstanding cultural value because:

- The monuments represent the culmination of a single programme of royal castle building;
- They were all built for Edward I, king of England;
- Their design and direction was in the hands of one Master of the King's Works, James of St George;
- They were all designed on the same defensive principles and represent the state of the arts of military engineering and architecture at the end of the 13th century;
- The architectural evidence for their unity is supported by surviving contemporary records;

- They are all set in and contribute to the characteristic landscape of Snowdonia; and
 - They are all in direct or indirect State care and have not been subject to excessive restoration.
- The World Heritage Site therefore includes only those structures that were planned and built in Gwynedd for King Edward I.

Resource Definition

The following table shows the cultural and management resources that make up the World Heritage Site:

Item	Description	Definition
1.	Beaumaris Castle	Scheduled ancient monument No. AN001(ANG). Includes an exhibition within the historic fabric and a purpose-built custodian's office on the boundary.
2.	Caernarfon Castle	Scheduled ancient monument No. CN079(GWY) . Offices, shop, toilets, an audio-visual theatre, the Museum of the Royal Welch Fusiliers and two exhibitions are housed within the historic fabric.
3.	Caernarfon Town Walls	Scheduled ancient monument No. CN034(GWY).
4.	Conwy Castle	Scheduled ancient monument No. CN004(CON). Two exhibitions are housed within the historic fabric.
5.	Conwy Town Walls	Scheduled ancient monument No. CN014(CON). An outdoor exhibition is located within the Mill Gate.
6.	Harlech Castle	Scheduled ancient monument No. ME044(GWY). An exhibition is housed within the historic fabric.

The following cultural and management resources are outside the World Heritage Site but contribute to it:

Item	Description	Location
7.	Conwy Castle Visitor Centre	Forms approach to castle with pedestrian bridge link; includes office, shop, exhibition and tourist information centre and public toilets below.
8.	Harlech Castle Visitor Centre	Forms approach to castle; includes office, shop and toilets.
9.	Public records; various 12th- to 13th-century accounts for the King's Works	Held in The National Archives, London.
10.	Public records; drawings, site records from 20th and 21st centuries	Cadw, until deposited with the Royal Commission on the Ancient and Historical Monuments of Wales, Aberystwyth under arrangements approved by The National Archives.
11.	Historic records from other sources	Held in local authority archives: Beaumaris: Anglesey Archives, Llangefni Caernarfon: Gwynedd Archives, Caernarfon Conwy: Conwy Archives, Llandudno Harlech: Gwynedd Archives (Meirionnydd), Dolgellau.
12.	Technical skills and experience in archaeology, architecture, conservation crafts, interpretation and publication	Cadw and its works organisation, Cadwraeth Cymru.

2.3 Evaluation of Site Features

2.3.1 Cultural Values of the Historic Fabric

The cultural values of the historic fabric of the four castles and two sets of town walls derives from their role in exerting Edward's control over the lands of the native princes of Wales. His single-minded determination to subdue the area meant that no skill or expense would be spared. Therefore the structures that he commissioned were to be of the best available quality and the most advanced design, as the descriptions in Part 1 have shown.

Military Engineering

As examples of military engineering they show that the castles drew on all the experience and skill available to the king. The choice of coastal sites in difficult terrain gave control of the interior and the ability to withstand siege. The concentration of strength in the curtain walls and towers — concentric where space permitted — and in massive gatehouses allowed them to be defended by small garrisons. The detailed design of entrances provided multiple hazards that would keep out most enemies. The skill of the masons — drawn from all over England and from abroad — meant that the structures were immensely strong. Although records are incomplete, it does not appear that the defences were ever breached once they had been completed. The defeat of a garrison was generally due to human failures.

Administrative and Domestic Architecture

The castles also played an important role in administration. They housed or sheltered the government officials required to establish the English system of administrative counties in north Wales. The quality and extent of the accommodation provided shows that they were not merely fortresses and the planning and design of this accommodation reflects their importance.

Symbolic Architecture

The four castles were also symbols of the king's rule, designed to over-awe the population and to convey a sense of royal power. The architectural expression became increasingly sophisticated. Caernarfon deliberately drew on the historical example of the imperial defences of Constantinople but Beaumaris — had it been finished — would have been equally impressive.

Urban Planning

The boroughs planted by Edward I in the shadow of the castles drew on the examples of the 'bastides' in continental Europe — walled towns designed for colonists in hostile territory. They were also an essential part of the grand design. The two sets of town walls that survive provided security for the English settlers and were an integral part of the defensive system of the castles at Caernarfon and Conwy.

The Authenticity of the Fabric

The historic fabric of all these monuments has survived to a remarkable extent. Periods of neglect have resulted in the loss of more fragile elements — roofs and floors and timber-framed buildings — but the masonry of towers and curtain walls can still be explored and appreciated.

Within the last 150 years they have been repaired and conserved by the State. There has been little restoration except at Caernarfon and the work done there

has been scholarly and sensitive. The remains within the World Heritage Site therefore have high value because of their authenticity.

Authenticity of the Setting

The setting of the monuments has been subject to considerable change in their 700-year history. However they are still set in quite small towns and they are still visually dominant, without rival tall or massive structures.

An exception to this has been the building of three river bridges below Conwy Castle. However these actually emphasise the castle built to guard this river crossing before the bridges were built. The cultural importance ascribed to the monuments since their inclusion in the World Heritage Site is also demonstrated at Conwy. When another river crossing was required in the 1980s, it took the form of a costly immersed-tube tunnel because of the environmental damage that a modern road bridge and its approaches would have done to the castle and walled town.

Other changes have resulted from the general growth of all four towns and changes in their urban structure. These are most noticeable at Caernarfon. There have also been changes in the relationship between the monuments and their waterfronts. All depended on access from the sea but sloping beaches have been replaced with quays at Conwy and Caernarfon and direct connection with the sea has been lost at Beaumaris and Harlech.

Provenance

Present day knowledge of the construction of the monuments that make up the World Heritage Site has been derived from building accounts preserved in The National Archives (formerly the Public Record Office). Twentieth-century historians, notably the late Arnold Taylor, have studied these records. Dr Taylor was able to work closely with those conserving the monuments and to compare the written record with the surviving fabric from 1935, when he became an Assistant Inspector of Ancient Monuments, until his retirement in as Chief Inspector of Ancient Monuments and Historic Buildings in 1972.

Because the records are financial accounts for the king's works, they do not always describe the work undertaken in much detail. There are also some important gaps that were probably due to the destruction of some accounts during rebellions. However the existence of the record has been extremely important in establishing the provenance of the remains and for their interpretation and conservation.

2.3.2 Cultural Values Associated with the Site

Historical Values

When Edward I ordered the building of the castles and town walls that now make up the World Heritage Site, he was completing a series of changes that have had both negative and positive impacts in north Wales.

After two centuries of conflict between the Welsh and the Anglo-Norman conquerors of England, the Treaty of Montgomery had confirmed the status of Wales in 1267. Llywelyn ap Gruffudd was recognised as prince of Wales with territories covering north and mid-Wales but he was a vassal of the king of England. The treaty did not mean that there was peace between Llywelyn and Edward.

Llywelyn continued to extend his territories — seeking to re-establish the boundaries of Wales, as they existed briefly before the coming of the Normans. To Edward this was rebellion. In two campaigns he achieved the defeat of the Welsh and the death of Llywelyn.

He consolidated this success by building a ring of castles around the Welsh heartland, dividing it into shire counties under English administration and planting boroughs to be

inhabited by English settlers. Access for the Welsh population to Caernarfon and Conwy was severely restricted. Only Beaumaris was a free borough from the outset, although there is no record of what was intended at Harlech.

To the English these restrictions were further steps towards the consolidation of a kingdom.

To the Welsh they represented the suppression of national identity, the beginning of the decline of their legal system and the denial of any official status for their language. In effect the Welsh were to be a rural society under a colonial system for the next two hundred years.

In 1536 — with a dynasty of Welsh origin ruling England and the growth of a Welsh middle class eager for opportunity — the Act of Union incorporated Wales into the kingdom. Wales would no longer have its own laws or language and there would be no legal distinction between the Welsh and the English. Nevertheless the greater wealth and power of England meant that there could not be an equal relationship. Even in the changed circumstances following the agricultural and industrial revolutions, the new estates and industries were more likely not to be owned by Welshmen.

History has bequeathed two sets of cultural values to the castles and town walls of Edward I in Gwynedd. On the one hand they have been admired for their grandeur and for their quality as works of architecture. On the other they have been seen as symbols of oppression and alienation.

In the late 19th and 20th centuries Wales became increasingly conscious of its national identity. The establishment in 1999 of the National Assembly for Wales with devolved powers from parliament recognised Wales as one of the four countries that make up the United Kingdom. With a new relationship it is clear that both sets of historical cultural values contribute to the importance of the World Heritage Site.

Artistic Values

Another set of cultural values began to be added to the monuments within the site in the 17th and 18th centuries. Artists began to see them as places to record or as ruins to inspire their landscape paintings.

Once they had mastered the problems of perspective associated with very large buildings, the topographical artists provided reasonably accurate records but tended to remove intrusive ivy and restore ruins in their views. John Boydell's engraving *A North West View of Caernarvon Castle* (1749), is a good example of the genre. In the mid-18th century the brothers Samuel and Nathaniel Buck drew many views in Wales as the basis for engravings. Three of these made in 1742 show Beaumaris, Conwy and Harlech Castles, all still standing largely complete.

Richard Wilson painted Caernarfon Castle but his emphasis was on a picturesque ruin set in an Arcadian landscape. *Caernarvon Castle* (1744–45) is one of a number of paintings of the same subject. Moses Griffith's limpid watercolours included a view of Caernarfon Castle (about 1778) but his drawing lacks the accuracy of Wilson and Boydell.

Wilson foreshadowed the Romantic Movement in his later paintings. Paul Sandby also made a tour of north Wales in 1770 and painted a watercolour that shows the whole sweep of Conwy Castle and Town Walls from the Gyffin valley. He also later painted *Conway Castle* (1776), and *Harlech Castle* (1776), naturalistic landscapes showing the relationship of the castles to their settings.

The long period of warfare in Europe directed the interest of the poets and painters of the Romantic Movement towards discovery of the wilder parts of Britain, including Snowdonia. Julius Caesar Ibbetson painted a brooding castle in *Conway Castle, Moonlight at the Ferry* (1794), demonstrating more interest in the atmosphere than the monument.

Joseph Mallord William Turner discovered north Wales in two tours in 1798–99, returning with a series of sketchbooks. These became the basis for a number of his finest finished paintings, including *Harlech Castle from Tygwyn Ferry, Summer's evening twilight* (1799), *Caernarvon Castle, North Wales* (1799–1800) and *Conway Castle* (about 1802–3). *Caernarvon Castle, Wales* (1833) and *Beaumaris Castle, Isle of Anglesey* (1835), although painted much later, must have been based on his earlier visits, though no sketches of Beaumaris survive. These five paintings demonstrate Turner's progress from the classical tradition to luminous simplification of his subjects. The castles of Edward I were some of the most important sources for England's most famous landscape painter.

Although artistic representations of the castles have to be viewed with discretion, they can be helpful in interpreting archaeological remains. For example, a view of the *Great Hall at Conway Castle* by Thomas Girtin before 1802 shows two surviving arches from the reconstruction of the castle roofs in 1346–47. Only one of these remains today. On the other hand, Turner changed the settings for some of his paintings for artistic effect — for example in the 1835 painting of Beaumaris.

There have always been artists who sought to recreate historical scenes in the light of current knowledge. In the 20th century there was increasing co-operation between graphic artists and archaeologists seeking to present new knowledge of the past for an interested public. The advantage of graphic reconstruction is that it does not damage the historic artefact. If new evidence is found, a new drawing can be made.

The best known of these artists was Alan Sorrell (1904–74) whose atmospheric painting of Harlech Castle shows clearly how it could have been provisioned from the sea. He was followed by Terry Ball (1931–) and John Banbury (1938–97), who provided the aerial views of all four castles that are an important feature of the guidebooks, and Ivan Lapper (1939–), whose paintings illustrate the walled towns and particular events in their history. Chris Jones–Jenkins (1954–) has specialised in cut-away reconstruction illustrations that show technical innovations in the design of the castles. All these illustrators have provided valuable interpretation of the World Heritage Site and important works of art in their own right.

Whereas there is extensive evidence of the interest in the castles from visual artists, there are few links with literary and musical history. None relate to the era of Edward I and only one well-known folk song speaks of their later history. 'Men of Harlech' was inspired by the siege of Harlech Castle in 1468 during the Wars of the Roses. The music was first published as *March of the Men of Harlech in Musical and Poetic Relicks of the Welsh Bards* (Edward Jones, London 1784) and a Welsh lyric by Talhaiarn and an English version by W. H. Baker were included in *Gems of Welsh Melody* (ed. John Owen 'Owain Alaw', 1860). There are a number of other versions.

2.3.3 Contemporary Economic and Use Values

The World Heritage Site is important in the economic benefits that the castles and their history bring to the region. In addition to the income earned directly from visitors and the investment in accommodation and services for them, the site makes a contribution to the quality of life that helps to attract other business investment and increase consumption. It is also a factor in helping to retain young people to live and work near their family homes.

Conventional use values of the properties are, in effect, set aside because of the status of the castles and town walls as ancient monuments and as components of a World Heritage Site. As visitor attractions, the castles earn income that is used to defray management costs and is not distributed.

Table 2.3.3 shows the direct income and expenditure related to the World Heritage Site.

Table 2.3.3

Cadw's Direct Income and Expenditure on the Monuments in the World Heritage Site (£000) in 2002–03

	Beaumaris Castle	Caernarfon Castle and Town Walls	Conwy Castle and Town Walls	Harlech Castle	World Heritage Site Totals
Income	131	646	498	189	1,464
From admissions and sale of publications and souvenirs					
Expenditure					
Conservation of historic fabric	58	4.5	175 (Including town walls 145)	2	239.5
Maintenance of non-historic buildings and site works, grounds maintenance and housekeeping services	17	36	60	20	133
Utilities	5	15	15	15	50
Marketing	20	20	20	20	80
Cost of goods sold	11	105	102	31	249
Custodial staff, uniforms, etc.	80	150	120	70	420
Total Expenditure	191	330.5	492	158	1,171.5

Notes 1. All figures are for the year 2002–03 rounded to the nearest £500.
 2. They exclude headquarters and other indirect costs and historic building grants.
 3. Costs for conservation will vary from year to year depending on the programme of works. In 2002–03 this included continuing consolidation of Conwy Town Walls; safety and security improvements at Conwy Castle; and provision of access and escape stairs to the chapel at Beaumaris Castle.

2.3.4 Existing Policy and Planning Context

The protection given to the World Heritage Site has been described in paragraph 2.2.2.

Existing planning policy for the area around the World Heritage Site is contained in approved development plans. These are being replaced with new Unitary Development plans (UDPs) being prepared by the Isle of Anglesey Council, Gwynedd Council, Conwy County Borough Council and the Snowdonia National Park Authority.

The strategic objectives of the Welsh Assembly Government are to:

- Attract and retain talent in the area by providing learning opportunities and resources;
- Improve health and care services and protect the vulnerable;
- Develop a dynamic and enterprising economy including a diverse rural economy;
- Foster a sense of identity by promoting the culture of Wales;
- Create strong communities;
- Enhance the environment; and
- Develop open and responsive government at all levels.

The Welsh Assembly Government recognises the importance of the natural and historic environment in achieving these objectives. In 2002 it undertook a Review of the Historic Environment in Wales. The review and the government response emphasised the interaction of economic, environmental and cultural policies and the need to involve public, private and voluntary organisations in managing the historic environment.

2.4 Management Objectives and Options

2.4.1 Overall Management Objectives

The objectives for the management of the World Heritage Site derive from a vision of how its universal cultural significance can be safeguarded and promoted by all those who have an interest in the site. This vision is set out in paragraph 2.4.2.

2.4.2 Vision for the World Heritage Site and its Setting

Role The Castles and Town Walls of Edward 1 in Gwynedd will continue to be sustained in order to foster their key role in contributing towards local pride and identity, and in providing an important heritage asset for Wales, the local communities and for visitors.

Conservation The Castles and Town Walls of Edward I in Gwynedd will continue to be conserved as a World Heritage Site by the State for their universal cultural value. Where the fabric is already conserved, it will be maintained against erosion and damage. Elsewhere, town walls in State care will be repaired and maintained in an ongoing programme of work and the co-operation of owners will be sought to bring other sections into good repair.

Access Public access will be provided wherever it is safe to do so and access for people with disabilities will be maintained and improved so that all visitors are able to see enough to understand the original purpose, design and construction of the castles and town walls. Information will be provided to explain those features that cannot be visited in safety.

Safety Visitors will be warned of any risks to their safety and hazards will be eliminated wherever this can be done without damaging the authenticity of the site. All visitors, especially those bringing children, will be encouraged to care for their safety and to co-operate with site managers.

Education The role of the site in encouraging life-long learning will be recognised by the provision of interpretative material in Welsh and English and foreign languages that can be used both on and off site. Interpretation will be through a wide variety of media — books, exhibits, audio-visual presentations, products for sale, guides and events — each chosen with the content and audience in mind. The cultural value of the site will be reflected in the quality of material provided.

Admission Charges for admission will continue to be set bearing in mind the costs of presentation, charges at other heritage attractions and the need to ensure comfort, safety and conservation of the fabric. Opening times will be arranged to give as many people as possible an opportunity to visit.

Setting Although the site is restricted to the monuments originally given World Heritage status, the setting of the monuments is also important for their status. The authorities will seek to protect the areas that provide the essential setting of the castles and town walls against inappropriate development and to manage the public and private realm in these areas so that they enhance the World Heritage Site.

Community Links between the World Heritage Site and the communities in which it is set will be improved in search of additional mutual benefits for local pride, tourism, business and the environment. In the wider community the interest of those groups with a professional or academic interest will be encouraged.

2.4.3 Factors Influencing Management

The Status of the World Heritage Site

As a World Heritage Site the Castles and Town Walls of Edward I in Gwynedd have been given international status among historic monuments in Wales. As scheduled ancient monuments the components of the World Heritage Site have national status in Wales and the UK. These two factors provide opportunities and constraints for the management of the site. There are special opportunities for ongoing interpretation of the significance of the monuments and for attracting international interest in the area. There are constraints that follow from the need to manage the monuments and their setting appropriately.

Its Place in the Culture of Wales

As explained in paragraph 2.3.2, the historical values of this World Heritage Site are complex. The different meanings that can be read into its history are a significant factor to be taken into account in the presentation of the monuments.

Its Place in the Community

The importance of the site to the national and local economy has been explained in paragraph 1.4.2. However the World Heritage Site is not the only economic generator in north-west Wales and the area needs to strengthen existing businesses and to attract new business if it is to secure a more widely based economy and to enjoy greater prosperity. There is also pressure to provide homes and services for a growing number of households. Success in modernising the economy and improving housing and services will generate a need for urban development and redevelopment. The need to balance these demands with development that is appropriate for the setting of the World Heritage Site is a significant factor for management.

The Provision of Resources

Because the Welsh Assembly Government has the major role in managing the monuments in the World Heritage Site, the provision of resources for their conservation is considered in relation to national priorities. Cadw needs to secure sufficient resources within its own budgets. As demands for the conservation of other parts of the historic environment are likely to rise, the resources for the site may be under pressure. Within the 'Vision' for the World Heritage Site (paragraph 2.4.2) the scope for generating more income from visitors is limited.

The provision of resources for the enhancement of the setting of the castles and town walls will be helped by grants from the government and from the European Union (the World Heritage Site is at present in an Objective 1 area for European funding) but a large part of the investment funds in the host communities will come from the local government and private sectors. Both these sectors have many other demands on their funds.

Resource provision will certainly be a major factor in determining how the World Heritage Site and its setting can be enhanced.

The Role of the World Heritage Site in Tourism

The interdependence of the World Heritage Site and the tourism industry is undoubted. The mountains of Snowdonia and Caernarfon Castle are the most potent symbols of Wales for tourists. However the fortunes of the industry are subject to a variety of influences. Travel is affected by national and international crises. The strength and weakness of the British economy helps to determine how much people at home can spend on leisure. The variability of the Welsh climate affects the choice of holidays and activity during a holiday. Each of these factors can have different impacts on the number of visitors to historical attractions. The interaction between these is a critical factor affecting the use made of the World Heritage Site and its benefits for the region.

2.4.4 Management Options

The management plan can examine options for conservation and options for presentation of the monuments within the World Heritage Site. These are set out in the following table.

Options for Presentation

Option	Action	Effects
A. Low	Meet requirement to admit public, low level of interpretation and facilities; little merchandising or promotion and few events; admission prices as low as possible.	Unlikely to attract second visits; probably reduced number of visits although some enthusiasts might be attracted and low prices might attract more summer visitors; little contribution to promotion of tourism or education; community unlikely to support.
B. Medium	Seek to attract public through provision of interpretation and facilities that do not conflict with conservation; merchandising related to the site and historical interest only would not conflict with local business; promote site in collaboration with tourism promotion; events to complement normal visitor admission; pricing related to product offered and attractions market.	Although some potential visitors might be turned away by price, those seeking added value and those making second visits would be attracted; support for tourism and contribution to education; increased number of events might support longer opening hours in summer; community likely to support increased activity.
C. High	Emphasis on increasing visitor numbers through creative interpretation and more facilities; widen range of merchandise to include more local, regional and Wales oriented products; encourage a wide range of events, not only interpretative; pricing at top end of attractions market but with extensive shoulder season discounting.	As 'Medium' but each additional attraction would need to be justified by additional admission and trading income; emphasis on trading could compete with local business and be detrimental to community relations.

Options for Conservation

1. Conserve as Found	Based on 'conserve as found' principles with minimum restoration without evidence of original fabric; any essential intervention to be reversible.	Follows established practice in UK; might prevent more creative intervention.
2. Conserve as Found plus Limited Intervention	As 1. but allow some interventions that do not involve any more than minimal restoration of the fabric, such as those in the interests of public access and safety; any new works are to be clearly distinguished from the original.	Also follows established practice in the UK but can involve innovative interventions to address specific issues such as health and safety and increasing public access.
3. Restoration	Based on restoration of features without conclusive evidence, where there are benefits for presentation.	As 2. above and to greater extent; large-scale interventions could add to facilities and interest but confuse interpretation.

These are options in a wide range of choices. In practice, individual decisions would be informed by an approach to management within the range. On balance the management plan proposes a 'C2' combination of options as the basis of a careful assessment of historical, archaeological, presentational and financial considerations for each management action.

2.4.5 Conservation of the Historic Fabric

All conservation should continue to be undertaken using the best traditional skills and materials supported with modern scientific knowledge and technology. Consolidation and repair should follow careful recording. It should also match the original as far as possible and be identified in an unobtrusive way (e.g. with a date carved in an out of the way location). Materials that could decay and disrupt the historic fabric should never be used. Conservation should not include the replacement of historic masonry, except where this is unavoidable for structural reasons such as with extensively weathered window dressings. It might also be necessary to renew the roofs of towers — as has been the case at Caernarfon Castle — to protect the masonry and the accommodation within.

Where intervention is agreed, the new work should be designed to be clearly distinguished (e.g. the stainless steel staircase structure installed within a tower at Rhuddlan Castle — an Edwardian castle not in the World Heritage Site). Stainless steel handrails installed to open up wall walks at Beaumaris Castle and the new oak entrance stair at Harlech Castle are examples of sympathetic new work in the World Heritage Site, while the re-ordering of the regimental museum and the new shop at Caernarfon Castle are examples of reversible intervention within the fabric.

Where local physical conditions threaten the historic fabric, remedial works should be designed to manage the risk without detriment to the fabric.

2.4.6 Conservation of Records

While the design and construction of the castles and town walls were the responsibility of the Master of the King's Works, the provision of funds and the control of expenditure were in the hands of a department known as the king's wardrobe. This department travelled with the king and it was based in Conwy throughout the years in which direct royal control was consolidated over Gwynedd. The department maintained detailed records of payments made for the works. Some have been lost — notably those destroyed during the rebellion of 1294 — but the remainder are held in The National Archives at Kew in London and have been studied in detail by Arnold Taylor and others.

Because the castles remained as Crown property for many years — Caernarfon and Harlech to the present day — some of their later history is recorded in original documents in The National Archives.

Recent records of their care are conserved as public records. After thirty years they are placed under the supervision of The National Archives in the National Monuments Record of the Royal Commission on the Ancient and Historical Monuments of Wales.

Although the historical record is not held within the World Heritage Site, it is an important resource for research and is protected by statute. Much of its content has been published, notably as *The King's Works in Wales, 1277–1330* by Arnold Taylor.

2.4.7 Conservation of the Setting

Existing Protection

All the monuments in the World Heritage Site are scheduled ancient monuments and all, except for parts of Caernarfon Town Walls, are in State care. The monument boundaries define archaeological remains and do not therefore include their setting, although the setting is the subject of policy guidance from the National Assembly of Wales in *Planning Policy Wales* (2002). This guidance refers to procedural advice that is given in Welsh Office Circular 61/96 *Planning and the Historic Environment: Historic*

Buildings and Conservation Areas. Each of the monuments is also within a designated conservation area. These protect much of the setting but the degree of protection depends on the issue of directions by the local planning authority. There are also listed buildings inside or outside the conservation area. The protection afforded to these may also enhance the setting. Policies for the World Heritage Site are included in approved development plans and in new unitary development plans now being prepared. These provide or will provide the policies that will be followed by each local authority in decisions on planning applications.

Buffer Zones

The UNESCO World Heritage Committee has requested that state parties consider the designation of 'buffer zones' to protect the setting of each World Heritage Site. ICOMOS-UK has issued *Guidelines for the Definition of Boundaries*. Proposals for buffer zones have to be notified to the World Heritage Committee for endorsement. The provision of buffer zones has been taken into account in World Heritage Site management plans prepared recently in the UK with local factors in mind.

For The Castles and Town Walls of Edward I in Gwynedd, the following factors have been defined:

- Essential setting;
- Inappropriate development; and
- Significant views.

Essential Setting

This is a concept borrowed from *The Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales* published by ICOMOS (UK) and Cadw. The essential setting for monuments in the World Heritage Site refers to areas outside the inscribed boundary of the World Heritage Site, where 'inappropriate development' would damage the visual or historic setting of the site. These areas are shown on maps that form part of the Management Plan.

Inappropriate Development

Development that is appropriate to the area that forms part of the essential setting of a monument within a living community is to be encouraged. The medieval setting of the World Heritage Site monuments has changed since the castles and town walls were built and it cannot be re-created. Indeed the changes made over the centuries are part of the history of the site. However the setting of each of the monuments in the World Heritage Site has been degraded by some inappropriate development and Cadw and the local planning authorities would seek to prevent further degradation and to achieve urban quality that enhances the World Heritage Site and brings benefit to communities. What is inappropriate will depend on the characteristics of each monument but three general types of development should be avoided:

- Buildings and other structures that, because of their size, materials or design, detract from the visual attraction of a monument;
- Artefacts, such as street furniture, advertisements, etc., that clutter views of a monument unnecessarily; and
- Any development that makes it more difficult for the public to appreciate the history of a monument

Significant Views

These are the most important historic views into and out of each monument in the World Heritage Site. Inappropriate development would obstruct or interfere with these views,

which generally extend beyond the areas of essential setting. Because of the number of possible viewpoints, only the most significant can be shown on a map. Because of the panoramic extent of some views — particularly those to and from the sea and mountains — some are best described as ‘arcs of view’. Significant views are shown on maps that form part of the Management Plan.

Action for the World Heritage Site

Positive measures to make the buffer zones effective must be a high priority for the World Heritage Site. These could include ‘supplementary planning guidance’ for each area of essential setting and for significant views. Development briefs should be provided for key development sites. Grant-aided improvement schemes within the buffer zones should also be considered.

The buffer zone for each monument is described in the relevant following paragraph and accompanying map.

B2.4.7 Beaumaris Castle: Conservation of the Setting (Map B2.4.7)

Description

Because Beaumaris Castle was built on a low-lying coastal plain and because its walls were never raised to their planned height, it does not dominate its surroundings, as do the other castles in the World Heritage Site. The prior removal of the village of Llanfaes had left an unconfined site, which allowed the full development of a concentric castle and attached planted borough. Because much of the surrounding land remains open, the formality of the plan can be appreciated from outside the site and the castle is impressive because of its form and strength. The historic town — considerably larger than the walled medieval borough — is generally of good townscape quality.

Existing Protection of the Setting

A designated conservation area encloses the medieval borough and its 18th- and 19th-century extensions. There is an extant Article 4 Direction that provides additional controls on development within the conservation area. The castle is within the Penmon Outstanding Historic Landscape, which is included in the *Register of Landscapes, Parks and Gardens of Outstanding Historic Interest in Wales* (Cadw, Countryside Council for Wales and ICOMOS-UK, 1998).

Essential Setting

There are two aspects to the essential setting of this castle:

- Despite changes since the castle was built, the rural and coastal landscape to the west, north and east maintains the historic setting. There is a historic link between the castle and the house and park known as Baron Hill. Both have been part of the Bulkeley Estate for nearly 200 years. The park reaches close to the castle moat and is an important part of the essential setting. However, although it lies within the existing conservation area, the house itself lies in woodland on the far side of a shallow valley and does not directly impinge on the area of essential setting.
- The area of the former walled town shows the relationship between the castle and the borough. It is also of high townscape value and provides an attractive setting for the castle.

Significant Views

- From the castle: these are more important than those from distant viewpoints towards the castle. Views are taken from those wall walks that are accessible to the public. Landward views of Baron Hill relate the castle to the rural landscape but the most

magnificent views are in an arc of more than 180 degrees from Puffin Island to the Menai Strait, taking in the Great Orme and Snowdonia.

- Into the castle: because the walls and towers were raised to only half their intended maximum height, the castle makes the greatest impression from distant viewpoints that are low on the coast or on the water. Closer views from Baron Hill, the streets of the historic town (particularly Castle Street) and the seafront green are important, although some of these have suffered from recent intrusions.

CA2.4.7 Caernarfon Castle and Town Walls: Conservation of the Setting (Map CA2.4.7)

Description

The site available for the castle and planted borough by the Menai Strait at Caernarfon was restricted to the narrow promontory between the River Seiont and the Cadnant stream. The frontages to the Seiont and the Strait were changed from sloping rocky beaches by the construction of river and sea walls in the early 19th century. Nevertheless they remain open to view and demonstrate the power of the defences and the grandeur of the architecture of the castle. The Seiont has disappeared in a culvert but its valley is still a prominent feature. The town walls on this side were opened to view in the 20th century by clearing domestic buildings from their outer face. The walled town retains its street plan, although with five new entrances added to the two original gates. Dewi-Prys Thomas inserted the new Shire Hall into the walled town without disrupting its street pattern or architectural scale in the 1980s. Construction of the Victoria Dock and St Helen's Quay had increased the capacity of the port during its period of prosperity but many of the port buildings of the 19th century have been removed. The post-medieval town has some good buildings but its townscape quality is still poor.

Existing Protection of the Setting

A designated conservation area encloses the walled town and castle and extends to cover the principal town centre street frontages and Segontium Terrace, an important early 19th-century frontage overlooking the Seiont. It excludes Victoria Dock and St Helen's Quay.

Essential Setting

Three areas outside the conservation area should be considered essential setting for the castle and town walls:

- Victoria Dock and the Lower Cadnant valley: new development can be expected in this area, which covers the northern prospect of the town walls. While this should be encouraged, new building close to the northern range of walls would detract from overall appreciation of the walled town. Tall or massive buildings anywhere around the dock would reduce the dominance of the castle and walls and be out of scale with the existing setting.
- St Helen's Quay: as St Helen's Road has become an increasingly important access to the town, the quality of redevelopment on the St Helen's Quay is critical. It will also affect views up and down the Seiont.
- Across the Seiont: inappropriate development on the prominent slopes of Coed Helen would degrade the setting.

Significant Views

- From the castle and town walls: the whole arc of the marine view of the Menai Strait and Anglesey; also the view of Coed Helen and up the Seiont. (Note: the map shows views from the Eagle Tower, as this is the highest point of the castle. However similar views are obtained from other points in the castle and around the town walls.)
- Into the castle and town walls: generally the reverse of those above, with the addition of the local view from Twthill and many views framed by the streets of the town. Peter de Wint painted the view from the Strait, with Snowdonia as the backdrop, and Richard Wilson and J. M. W. Turner chose the view down the Seiont.

CO2.4.7 Conwy Castle and Town Walls: Conservation of the setting (Map CO2.4.7)

Description

The site of Conwy Castle and its planted borough was chosen to control the crossing by boat of the River Conwy. It was so well chosen that it became the lowest bridging point on the river with three bridges of differing dates and designs. The setting has therefore been transformed but the castle on its rock still dominates the site and the bridges and the railway have been absorbed into the essential setting.

The town walls enclosed an area nearly twice as large as those at Caernarfon. The land rises to 165 feet (50m) above sea level so that the ground floor of the highest tower (Tower 13) is at a level higher than the pinnacles of the castle. Yet the castle still dominates the town visually.

With such a large site available and competitors across the river, the borough of Conwy did not need to extend beyond the walls until the end of the 19th century. To the north Bodlondeb Park restricted the development and now provides a large public open space just outside the walls. To the south the Afon Gyffin provided protection and power for the town mill and now separates more recent development from the walled town. Only to the west does modern development extend without a break. There are a number of listed buildings within the walls and the townscape quality is generally good.

Existing Protection of the Setting

The Conwy conservation area includes the walled town but is very tightly drawn around the walls. It includes only part of the span of the three bridges and none of the cob, an embankment that carries the road and railway further towards Llandudno Junction. However the National Trust owns the Telford suspension bridge and tollhouse. There is an extant Article 4 Direction that provides additional controls on development in the conservation area. Conwy County Borough Council has re-appraised the conservation area and approved a buffer zone that is appropriate for the World Heritage Site.

Essential Setting

There are four areas of essential setting that lie outside the existing conservation area but are incorporated in the buffer zone described in the last paragraph:

- Bodlondeb Park and Wood: because the land rises from Town Ditch Road to Bodlondeb, inappropriate development would degrade the views of and from the northern range of walls.
- Gyffin Valley: similarly building development in the open areas of the valley could adversely affect the aspect of the southern range. Further removal of poor quality buildings could improve the area.

- Near Tower 13: the existing development near this tower is outside the conservation area. Because of its elevation relative to the walled town, any inappropriate re-development would degrade the setting.
- Coed Benarth (part of a Grade II historic park): because this hill and forest feature frames the southern prospect from the castle and town walls, inappropriate development would degrade the setting.

Significant Views

- From the castle and town walls: the River Conwy, the bridges, the cob and Deganwy Castle; and towards the mountains to the west. The height of the castle towers and the extent of the town walls provide many viewpoints.
- Into the castle and town walls: many views from the river, Deganwy and the mountains (Turner painted the view from the Benarth foreshore); a fine view down the Gyffin Valley (painted by Paul Sandby); and a variety of views from within the walled town.

H2.4.7 Harlech Castle: Conservation of the Setting (Map H2.4.7)

Description

Because Harlech Castle was built on a rocky outcrop rising directly from sea and marsh (the Morfa), it is visible for long distances in a seaward arc of 220 degrees from SSW to NE. The marsh, which has been developed for pasture, leisure uses and urban overflow from the small town on the rock, ends in a line of sand dunes fringing the beach. The area of essential setting for the castle lies on and around the rock. The curtilage of this monument is unusually extensive and includes rough pasture on the rock itself.

Existing Protection of the Setting

A designated conservation area encloses the historic town and extends southwards to contain Coleg Harlech. This is being appraised and reviewed by Snowdonia National Park Authority in consultation with interested parties.

Essential Setting

There are three areas that are particularly important:

- The town on the rock provides the approach to the gatehouse of the castle and is mostly within the existing conservation area. It has good townscape potential but is somewhat run down.
- The fringes of the town and the wooded cliffs extending to the north-east and the south. At present the boundary between the Harlech Dome and the Morfa is clearly defined but inappropriate development could make this less clear and damage views into and out of the castle.
- The area on the Morfa at the foot of the rock provides the approach to the 'Way from the Sea' and is largely outside the conservation area. It is part of modern urban development that is closely related to the castle.

Significant Views

- From the castle: the whole arc of the view over the Morfa to the sea and to Snowdon is the most important. The view from the castle to the east is important because it extends over the rural landscape of the Harlech Dome.
- Into the castle: there is an ever-changing view for anyone walking on the beach or dunes. There are also two important distant views of the northerly aspect of the

castle — the 'Turner view' and the 'Varley view', although their actual viewpoints may have been lost through changes in the landscape. From the south the castle is only visible from certain distant points. Within the town there are closer views, from a number of directions, while the view from Castle Hotel across the ditch demonstrates the strength of the castle and its defences.

2.4.8 Uses

The present use of those monuments in the World Heritage Site that are in the care of Cadw is as ancient monuments open, for the most part, to the public. They are managed as cultural visitor attractions and contain a number of ancillary uses — ticket offices, shops, exhibitions, toilets and staff accommodation — operated by Cadw. Caernarfon Castle also contains the Royal Welch Fusiliers Regimental Museum, operated by the regiment under a management agreement with Cadw.

That part of the moat of Beaumaris Castle that has been filled is incorporated into a public recreation ground.

Those parts of Caernarfon Town Walls that are not in State care have various uses. Two lengths of wall and the corner tower (Tower 7) are part of St Mary's Church and are in regular use for worship. The Landmark Trust uses Tower 8 as holiday accommodation. The West Gate and a length of wall to the south are part of the headquarters of the Royal Welsh Yacht Club. The walls from St Mary's Church to the West Gate form the boundaries of back gardens to private houses, hotels and guesthouses in Church Street.

There are also other uses within areas of Conwy Town Walls not in State care. The Conwy Harbourmaster's Office is in Tower 1; the interiors of a number of other towers are within private properties in the town; and public highways pass through the Wing Gate, the wall between Towers 5 and 6, Tower 10 (the Bangor Arch) and the Upper Gate. The Llanrwst Road passes beneath the wall between Tower 21 and the castle. The Telford Tower in Castle Square has been used for public toilets that are now closed.

Action

Cadw and the local authorities should seek to involve all those responsible for the care of the parts of the World Heritage Site not in State care in the conservation of their property. The provision of grant aid (as in the current phased project for St Mary's Church, Caernarfon) should be considered.

2.4.9 Study and Research

There is a significant body of published research into the monuments within the World Heritage Site. There are no major research programmes underway at present although Cadw always undertakes or commissions archaeological investigation before any works are undertaken that could affect the fabric of the monuments. The procedural handbook for Cadwraeth Cymru, the works organisation of Cadw, requires directly employed staff or contractors to report any archaeological finds so that the inspectorate can investigate them before any further work is undertaken.

Action

The Management Plan does not propose a new research programme for the World Heritage Site but the authorities should encourage any academic research that is proposed by institutions and individuals that would provide additional information for conservation, management or education.

2.4.10 Education and Interpretation

Schools, colleges and universities recognise the World Heritage Site as a valuable educational resource. Organised groups of students of all ages are allowed free admission to monuments for pre-booked visits.

The interpretation of all that can be seen within the World Heritage Site and its surroundings is the subject of a long established and continuing interpretation programme using a variety of media.

Publications

Four illustrated Cadw guidebooks — *Caernarfon Castle* and *Conwy Castle* (each with a section on the town walls), *Beaumaris Castle* and *Harlech Castle*, all by Arnold Taylor — provide authoritative and attractive accounts of the history and construction of the monuments with guided tours for visitors. These guidebooks are available in English with shorter pamphlet guides in French, German, Italian and Spanish.

Amongst other Cadw publications in English that deal with aspects of the site are *Chieftains and Princes* by Charles Kightly; *On the Trail of Turner* by Peter Humphries; *A Nation under Siege: the Civil War in Wales 1642–48* by Peter Gaunt; *Caernarfon — A Royal Palace in Wales* by Charles Kightly; and *A Guide to Ancient and Historic Wales: Gwynedd* by Frances Lynch. *Cestyll Gwynedd* by A. D. and Glenda Carr provides information in Welsh.

There is also an education pack *Caernarfon — Castle and Town* in English and *Caernarfon — Cestyll a Tref* in Welsh and, on a lighter note, *Conwy Castle: Cartoon Guide*.

A magazine *Heritage in Wales* (three issues per year) includes some articles relevant to the World Heritage Site.

Interpretation Panels and Room Labels

Panels that combine relevant text and reconstruction drawings are located at points of interest within the monuments. Where they are wall-mounted, fixings are into the joints in medieval masonry so that they can be removed and made good when required. Room labels were provided under previous administration. Where later research has shown them to be incorrect, they are removed and correct information is shown on interpretation panels.

Exhibitions

Exhibitions are used to provide more detailed information on subjects of particular interest.

- Beaumaris Castle: Chapel Tower — exhibition;
- Caernarfon Castle: Eagle Tower — *Prospect of Caernarfon*; North-east Tower — *Princes of Wales*; Eagle Tower — audio-visual presentation *The Eagle and the Dragon* in Welsh, English, French and German;
- Conwy Castle: Chapel — *Castle Chapels*; a model of the castle and town;
- Conwy Town Walls: Mill Gate — panel display;
- Harlech Castle: Gatehouse — exhibition.

Events

Cadw promotes a programme of events in its monuments around Wales. In 2003 there were twenty-one events in the World Heritage Site — seven at Beaumaris Castle, three at Caernarfon Castle, four at Conwy Castle and seven at Harlech Castle. They included historic re-enactments, demonstrations of historic skills, story telling and songs and open-air theatre.

Guided Tours

A local company provides tours at Caernarfon and Conwy Castles. These are conducted by expert guides and offered to general visitors and, by arrangement, to groups.

Adding Educational Value to the World Heritage Site

Museums and heritage sites nearby add value to the World Heritage Site by interpreting the context of the site, the background to its history and the way in which the region has changed since the 13th century. Examples of these are:

- Beaumaris: Old Court; the Gaol;
- Caernarfon: Segontium Roman Fort; Seiont II Maritime Museum; Penrhyn Castle; and
- Conwy: Aberconwy House; Plas Mawr; the Telford Suspension bridge and Toll House.

There are also a number of local guidebooks, guided walks and educational resource packs that help to relate features of the local area to the World Heritage Site.

Action

Cadw should continue to use existing and new media for interpretation and education, revising existing products where new evidence is available. Cadw and the education authorities should also consider the feasibility of providing an education programme to help school groups to obtain the greatest possible benefit from their organised visits to the World Heritage Site.

2.4.11 Community Relations

Evidence from the Survey of Organisations (paragraph 1.4.3) and from interviews with site staff has shown that there is a need to develop relationships between the World Heritage Site and the host communities. While this needs to be pursued at local level, there is a case for continuing the work of the Steering Group for the Management Plan with a broader membership.

Action

The enlarged group should undertake an annual review of progress towards management objectives through reports on the progress of the projects identified in Part 3 and proposals for additional projects. The group should include relations with the local communities in its reviews and should seek to foster closer contacts and more positive relationships.

2.5 Appendices to Part 2

2.5.1 National Planning Policies: National Assembly for Wales and its Agencies

Planning Policy Wales (2002)

Chapter 6 Conserving the Historic Environment

6.1 Objectives

6.1.1 It is important that the historic environment ^{1, 2, 3, 4, 5} encompassing archaeology and ancient monuments⁶, listed buildings⁷, conservation areas and historic parks, gardens and landscapes — is protected. The Assembly Government's objectives in this field are to :

- preserve and enhance the historic environment, recognising its contribution to economic vitality and culture, civic pride and the quality of life, and its importance as a resource for future generations; and specifically to
- protect archaeological remains, which are a finite and non-renewable resource, part of the historical and cultural identity of Wales, and valuable both for their own sake and for their role in education, leisure and the economy, particularly tourism;
- ensure that the character of historic buildings is safeguarded from alterations, extensions or demolition that would compromise a building's special architectural and historic interest; and to
- ensure that conservation areas are protected and enhanced, while at the same time remaining alive and prosperous, avoiding unnecessarily detailed controls over businesses and householders.

6.1.2 Local planning authorities have an important role in securing the conservation of the historic environment while ensuring that it accommodates and remains responsive to present day needs. This is a key aspect of local authorities' wider sustainable development responsibilities which should be taken into account in both the formulation of planning policies and the exercise of development control functions.

6.2 Working with other agencies

6.2.1 Local planning authorities must work with Government and other agencies having particular responsibilities and powers in respect of the conservation of the historic environment. The Assembly's executive agency Cadw has responsibility for protecting, conserving and promoting an appreciation of the historic environment of Wales. The Assembly has a duty to compile lists of buildings of special architectural or historic interest. Listing ensures that the special interest of these buildings is recognised and that works which would affect them are brought within statutory control. It may schedule ancient monuments considered to be of national importance and has responsibilities for determining applications for consent to works affecting scheduled monuments and local authority owned listed buildings. The Assembly also has to be notified by local authorities of certain applications for listed building consent so that it can consider whether the application should

be called in for its determination and for the demolition of buildings in conservation areas. The Royal Commission on the Ancient and Historical Monuments of Wales is the national body of survey and record. It compiles and makes available a comprehensive archive and national database of ancient monuments and historic buildings in Wales (the National Monuments Record) for use by individuals and bodies concerned with understanding, conserving and managing the built environment.

The Royal Commission must be notified by local planning authorities of all proposals to demolish listed buildings. The four Welsh Archaeological Trusts maintain the Sites and Monuments Record and implement schemes to mitigate adverse development impacts on archaeological remains. They also provide archaeological advice to local planning authorities and should be contacted, as appropriate, in the exercise of plan preparation and development control functions.

6.3 Designating conservation areas

6.3.1 **Conservation area designation**^{8,9} is the main instrument available to local planning authorities to give effect to conservation policies for a particular neighbourhood or area. They must designate as a conservation area any 'area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance'¹⁰. Authorities should advise Cadw when conservation areas are designated¹¹.

6.3.2 Local planning authorities are required to formulate and publish proposals for the preservation and enhancement of conservation areas¹². The positive management of conservation areas is necessary if their character or appearance is to be protected and enhanced. Authorities should establish consistent criteria against which existing and/or new conservation areas and their boundaries should be reviewed. Cancellation of designation should be considered where an area, or part of an area, is no longer considered to possess the special interest which led to its designation.

6.3.3 The preparation of townscape audits and conservation area character appraisals can assist planning authorities in the exercise of their planning and development control functions.

6.4 UDPs and the historic environment

6.4.1 UDPs should set out policies for the preservation and enhancement of the historic environment in the area they cover and the factors to be taken into account in assessing planning applications. UDPs should also set out proposals for re-use or new development affecting historic areas and buildings, which may assist in achieving the Assembly Government's objectives for urban regeneration.

6.4.2 UDPs should include policies for the protection and enhancement of sites of archaeological interest and their settings. Archaeological remains scheduled as being of national importance should be identified for preservation. Not all nationally important remains meriting preservation will necessarily be scheduled. Such remains and, in appropriate circumstances, other unscheduled archaeological remains of more local importance, and their settings, may also be identified in UDPs as particularly worthy of preservation.

6.4.3 Local planning authorities should not include in their UDPs policies requiring developers to finance archaeological works in return for the

grant of planning permission. Developers should not expect to obtain planning permission for archaeologically damaging development merely because they arrange for the recording of sites whose physical preservation *in situ* is both desirable (because of their level of importance) and feasible.

6.4.4 There is no statutory requirement to have regard to the provisions of the UDP when considering applications for listed building consent or for conservation area consent, since in these cases the Courts have accepted that Section 54A of the Town and Country Planning Act 1990 does not apply. However, UDPs should include policies for the conservation of the built environment that are relevant to development control decisions and which should be taken into consideration in the determination of applications for both listed building consent and conservation area consent.

6.4.5 UDPs should include policies for works of demolition, alteration, extension or re-use of listed buildings and their curtilages, outlining any criteria that will be applied to development proposals and which could affect an authority's decision on a related application for planning permission.

6.4.6 There should be a general presumption in favour of the preservation of listed buildings. The continuation or reinstatement of the original use should generally be the first option when the future of a listed building is considered. However, not all original uses will now be viable or necessarily appropriate. Policies for development and listed building controls should recognise the need for flexibility where new uses have to be considered to secure a building's survival. The aim should be to identify the optimum viable use that is compatible with the character and setting of an historic building.

6.4.7 UDP policies should make it clear that development proposals will be judged for their effect on the character and appearance of conservation areas, as identified in the assessment and proposal document, to ensure that any new development is in accord with the area's special architectural and historic interest. While the character or appearance of conservation areas must be major considerations, they cannot prevent all new development.

6.4.8 UDPs should clearly indicate how detailed assessment documents and statements of proposals for individual conservation areas relate to the plan and what weight will be given to them in decisions on planning applications. The UDP should not include policies for the designation of new conservation areas or extensions to existing conservation areas, nor should it include detailed statements or proposals for existing conservation areas. The process of assessment, detailed definition or revision of boundaries and formulation of proposals for individual conservation areas should be pursued separately from the UDP.

6.4.9 Although no additional statutory controls follow from the inclusion of a site in the World Heritage List, such World Heritage Sites have been designated because of their outstanding international importance. UDP policies should reflect this, emphasising the need to protect both the sites and their settings for future generations.

6.4.10 A non-statutory 'Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales'¹³ has been prepared in two parts. The first part, consisting of six volumes, covers parks and gardens, by unitary authority and former county council areas, while the second is divided into two volumes, covering 'outstanding' and 'special' historic landscapes throughout Wales. Local planning authorities should take both parts of the Register into account in preparing their UDPs (see paragraph 6.5.23).

6.4.11 Part 1 of the UDP must:

- set out policies for the preservation, conservation and enhancement of the historic environment.

6.4.12 Part 2 of the UDP should:

- set out the factors relating to the historic environment to be taken into account in assessing planning applications;
- include proposals for re-use or new development affecting historic sites and buildings likely to contribute to urban regeneration;
- include policies and proposals for the protection and enhancement of sites of archaeological interest and their settings, identifying scheduled archaeological remains and, where appropriate, identifying for preservation unscheduled remains of local importance;
- include policies for works of demolition, alteration, extension or re-use of listed buildings and their curtilages;
- set out criteria to be applied to development proposals impinging upon listed buildings; and
- set out the criteria against which existing or new conservation areas and their boundaries will be reviewed.

6.5 Development control and the historic environment

Archaeological remains

6.5.1 The desirability of preserving an ancient monument and its setting is a material consideration in determining a planning application, whether that monument is scheduled or unscheduled. Where nationally important **archaeological remains**, whether scheduled or not, and their settings are likely to be affected by proposed development, there should be a presumption in favour of their physical preservation *in situ*. In cases involving lesser archaeological remains, local planning authorities will need to weigh the relative importance of archaeology against other factors, including the need for the proposed development.

6.5.2 The needs of archaeology and development can be reconciled, and potential conflict very much reduced, if developers discuss their proposals for development with the local planning authority at an early stage. Archaeological assessments commissioned by developers (sometimes as part of a wider Environmental Impact Assessment) can help to provide information on the archaeological sensitivity of a site before submitting a planning application. If important remains are thought to exist at a development site, the planning authority should request the prospective developer to arrange for an archaeological field evaluation to be carried out before any decision on the planning application is taken¹⁴. The results of any assessment and/or field evaluation should be provided as part of a planning application. If this information is not provided, authorities should consider whether it is appropriate to direct the applicant to supply further information, or whether to refuse permission for inadequately documented proposals.

6.5.3 Where local planning authorities decide that physical preservation *in situ* of archaeological remains is not justified in the circumstances of the case, and that development resulting in the destruction of the archaeological remains should proceed, before granting planning permission the authority needs to be satisfied that the developer has made appropriate and satisfactory provision for the archaeological investigation and subsequent recording of the remains and

the publication of the results. Archaeological investigations should be carried out before development commences, working to a project brief prepared by the planning authority.

6.5.4 Local planning authorities may impose conditions to protect a monument and require that an archaeological watching brief is carried out. In order to secure the provision of an appropriate archaeological investigation and subsequent recording of remains, a negative condition may be imposed prohibiting the carrying out of the development until such time as works or other action (for example, an excavation) have been carried out by a third party¹⁵.

6.5.5 Archaeological remains may only become apparent when development has commenced. Where such remains are deemed by the Assembly to be of national importance, the remains may be scheduled. In these circumstances, developers would need to seek separate scheduled monument consent before continuing work. The local planning authority or the Assembly may revoke planning consent if deemed necessary.

6.5.6 Local planning authorities are required to consult the Assembly on any development proposal that is likely to affect the site of a scheduled ancient monument. **Scheduled monument consent** must be sought from the Assembly for any proposed works to a scheduled ancient monument. Consent can only be granted for detailed proposals, and planning permission alone is insufficient to authorise the works¹⁶. Scheduled ancient monuments are exempt from conservation area control; however, where buildings are both scheduled and listed, ancient monument legislation takes precedence and scheduled monument consent, rather than listed building consent, is required for works. In these cases, when considering applications for demolition the Assembly will have regard to the need to explore alternative uses. Where alterations are proposed, regard will be had to the retention of important features.

Listed buildings

6.5.7 Where a development proposal affects a listed building or its setting, the primary material consideration is the statutory requirement to have special regard to the desirability of preserving the building, or its setting, or any features of special architectural or historic interest which it possesses.

6.5.8 Applicants for listed building consent must be able to justify their proposals, showing why alteration or demolition of a listed building is desirable or necessary. It is generally preferable for both the applicant and the planning authority if related applications for planning permission and listed building consent are considered concurrently. Consideration of proposals for a listed building should be made on the basis of a full, rather than an outline planning consent. Planning permission alone is insufficient to authorise works to a listed building.

6.5.9 Planning authorities must, unless directed otherwise, notify the Assembly before listed building consent is granted^{17, 18}. Once a building is listed (or is the subject of a building preservation notice) consent is required¹⁹ for its total or partial demolition and for any works of alteration or extension which would affect its character as a building of special architectural or historic interest. Controls apply to all works, both external and internal, that would affect a building's special interest.

6.5.10 While it is an objective of Assembly Government policy to secure the preservation of historic buildings, there will very occasionally be cases where

demolition is unavoidable. Listed building controls ensure that proposals for demolition are fully scrutinised and justified before any decision is reached. The demolition of any Grade I or Grade II* listed building should be wholly exceptional and require the strongest justification. In determining applications for total or substantial demolition of listed buildings, authorities should take into account the condition of the building, the cost of repairing and maintaining it in relation to its importance and to the value derived from its continued use, the adequacy of efforts made to retain the building in use and the merits of alternative proposals for the site. The Assembly Government would not expect consent to be given without convincing evidence that all reasonable efforts have been made to sustain existing uses, or to find viable new uses, and that these efforts have failed; that preservation in some form of charitable or community ownership is not possible or suitable; or that redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from demolition. Authorities should not authorise demolition of an historic building to make way for new development unless certain that the new development will proceed. This requirement can be secured by condition. Conditions may also be used to require the preservation of particular features and/or to require works to be carried out in a certain way.

6.5.11 The Royal Commission on the Ancient and Historical Monuments of Wales must be notified of all proposals to demolish listed buildings and is allowed access to buildings which it wishes to record before demolition takes place. Local planning authorities should consider, in all cases of alteration or demolition, whether it is appropriate to make the recording of features that would be destroyed by the works a condition of planning consent ²⁰. Authorities should not, however, require applicants to finance recording programmes in return for the granting of consent and applicants should not be expected to be granted consent because they have arranged suitable programmes.

6.5.12 The objectives of listed building designation can generally be met through a planning authority's UDP and development control functions. In exceptional circumstances, where there is a real and specific threat, Article 4 Directions bringing certain categories of permitted development within planning control can be made by local authorities without the need for approval by the Assembly. Directions must relate solely to a listed building or to development within the curtilage of a listed building, provided that they do not affect the carrying out of development by a statutory undertaker ²¹.

6.5.13 Local planning authorities have the power to serve **Building Preservation Notices** in respect of buildings which are not listed, but which they consider are of special architectural or historic interest and in danger of demolition or alteration in such a way as to affect their character as buildings of such interest. A Notice applies a majority of the Act's provisions relating to Listed Buildings ^{22, 23} to the building concerned and takes effect immediately it is served.

Conservation areas

6.5.14 There is no statutory requirement to have regard to the provisions of the UDP when considering **applications for conservation area consent**, since in these cases the courts have accepted that Section 54A of the Town and Country Planning Act 1990 does not apply.

6.5.15 If any proposed development would conflict with the objective of preserving or enhancing the character or appearance of a conservation area, or its setting, there will be a strong presumption against the grant of planning permission. In exceptional cases the presumption may be overridden in favour of development deemed desirable on the grounds of some other public interest. The courts have held that the objective of preservation can be achieved either by development which makes a positive contribution to an area's character or appearance, or by development which leaves character and appearance unharmed.

6.5.16 Conservation area designation introduces control over the total or substantial **demolition²⁴ of unlisted buildings within conservation areas²⁵**. Partial demolition of an unlisted building within a conservation area does not require conservation area consent. Procedures for conservation area consent are essentially the same as for listed building consent. In exercising controls, account should be taken of the part played in the architectural or historic interest of the area by the building for which demolition is proposed, in particular of the wider effects of demolition on the building's surroundings and on the conservation area as a whole. Consideration should also be given to replacement structures. The general presumption should be in favour of retaining buildings which make a positive contribution to the character or appearance of a conservation area.

6.5.17 In considering planning **applications for advertisements in conservation areas**, local planning authorities should pay special attention to the desirability of preserving or enhancing the character or appearance of the area.

6.5.18 Authorities should take into account the visual, historic and amenity contribution of **trees in conservation areas**. New planting or replanting may be appropriate where consistent with the character and appearance of the area. Special provisions apply for trees in conservation areas which are not the subject of Tree Preservation Orders²⁶.

6.5.19 The objectives of conservation area designation can generally be met through a planning authority's UDP and development control functions. The General Permitted Development Order requires planning applications for certain types of development in conservation areas which are elsewhere classified as permitted development. In exceptional circumstances, to help to protect features that are key elements of the character and appearance of particular conservation areas and where there is a real and specific threat, local planning authorities can also withdraw specific permitted development rights through the use of Article 4 Directions. The designation of a conservation area does not in itself automatically justify making an Article 4 Direction.

6.5.20 Article 4(2) Directions can be made in relation to dwelling houses in conservation areas where the permitted development would front a highway, waterway or open space. The Assembly's approval is not required, but authorities must notify residents and take account of local views before confirming such a Direction. The withdrawal of permitted development rights outside these specified categories continues to require Article 4(1) Directions for which the Assembly's approval is needed before they can become effective. The Assembly will consider approval where the Direction is backed by a clear assessment of an area's special architectural and historic interest, where the importance to the special interest of the features in question is established,

where the Direction involves the minimum withdrawal of permitted development rights necessary to achieve its objectives, and where the planning authority can demonstrate local support.

6.5.21 It is generally preferable for both the applicant and the planning authority if related applications for planning permission and conservation area consent are considered concurrently. Consideration of proposals for development in a conservation area should be made on the basis of a full, rather than an outline consent.

World heritage sites and historic landscapes, parks and gardens

6.5.22 **World heritage sites**²⁷ are a material consideration to be taken into account by local planning authorities in the determination of planning applications, and by the Assembly in determining cases on appeal or following call-in. The impact of development proposals on both the sites and their settings should be carefully considered.

6.5.23 Local planning authorities should protect parks and gardens and their settings on the first part of the 'Register of **Landscapes, Parks and Gardens** of Special Historic Interest in Wales'. Currently, voluntary arrangements exist for consultation on planning applications affecting parks and gardens and their settings on the Register but it is expected that statutory consultation will be introduced in the near future. Information on the landscapes in the second part of the Register should also be taken into account by local planning authorities in preparing UDPs, and in considering the implications of developments which are of such a scale that they would have a more than local impact on an area on the Register (see paragraph 6.4.10). The effect of proposed development on a park or garden contained in the Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales, or on the setting of such a park or garden, may be a material consideration in the determination of a planning application.

References

- 1 Planning (Listed Buildings and Conservation Areas) Regulations 1990, SI No. 1990/1519
- 2 Welsh Office Circular 61/96, 'Planning and the Historic Environment: Historic Buildings and Conservation Areas'
- 3 Welsh Office Circular 1/98, 'Planning and the Historic Environment: Directions by the Secretary of State for Wales'
- 4 Technical Advice Note (Wales) 12, 'Design', 2002
- 5 Welsh Office Circular 13/99, 'Environment Act 1995, Part III, National Parks in Wales'.
- 6 Ancient Monuments and Archaeological Areas Act 1979
- 7 Planning (Listed Buildings and Conservation Areas) Act 1990
- 8 Welsh Office Circular 61/96, 'Planning and the Historic Environment: Historic Buildings and Conservation Areas'
- 9 Welsh Office Circular 29/95, 'General Development Order Consolidation 1995'
- 10 Planning (Listed Buildings and Conservation Areas) Act 1990, Section 69
- 11 Planning (Listed Buildings and Conservation Areas) Act 1990, Section 70(5)
- 12 Planning (Listed Buildings and Conservation Areas) Act 1990, Section 71
- 13 'Register of Landscapes, Parks and Gardens of Special Historic Interest in

- Wales', CCW, Cadw, ICOMOS UK — Part 1: Parks and Gardens (published on a county basis); Part 2.1: Landscapes of Outstanding Historic Interest; Part 2.2: Landscapes of Special Historic Interest
- 14 Welsh Office Circular 61/96, 'Planning and the Historic Environment: Historic Buildings and Conservation Areas'
 - 15 Welsh Office Circular 60/96, 'Planning and the Historic Environment: Archaeology'
 - 16 Ancient Monuments (Class Consents) Order 1994 (SI 1994/1381)
 - 17 Welsh Office Circular 1/98, 'Planning and the Historic Environment: Directions by the Secretary of State for Wales'
 - 18 Planning (Listed Buildings and Conservation Areas) Act 1990, Section 13
 - 19 Planning (Listed Buildings and Conservation Areas) Act 1990, Section 7
 - 20 Welsh Office Circular 61/96, 'Planning and the Historic Environment: Historic Buildings and Conservation Areas'
 - 21 Town and Country Planning (General Permitted Development) Order 1995 (SI 1995/418), Article 4
 - 22 Welsh Office Circular 61/96, 'Planning and the Historic Environment: Historic Buildings and Conservation Areas'
 - 23 Planning (Listed Buildings and Conservation Areas) Act 1990
 - 24 Planning (Listed Buildings and Conservation Areas) Act 1990, Section 74
 - 25 Planning (Listed Buildings and Conservation Areas) Act 1990, Section 75
 - 26 Welsh Office Circular 64/78, 'Trees and Forestry'
 - 27 Welsh Office Circular 61/96, 'Planning and the Historic Environment: Historic Buildings and Conservation Areas'

Welsh Office Circular 61/96 Planning and the Historic Environment: Historic Buildings and Conservation Areas

World Heritage Sites

The following paragraphs of this Circular are directly relevant to the World Heritage Site.

14. No additional national planning restrictions follow from the inclusion of a site in the World Heritage List. Inclusion does, however, highlight the outstanding national and international importance of the site as a material consideration to be taken into account by local planning authorities in determining planning and listed building consent applications, and by the Secretary of State (now the National Assembly for Wales) in determining cases on appeal or following call-in.

15. It is for each local authority, taking account of World Heritage Site designation and other relevant statutory designations, to formulate planning policies for these sites and to include these policies in their development plans. Different policies will be appropriate for different sites. Policies should, however, reflect the fact that all these sites have been designated for their pre-eminence and local planning authorities should place great weight on the need to protect them for the benefit of future generations as well as our own. Development proposals affecting these sites or their setting may be compatible with this objective, but should always be carefully scrutinised for their likely effect on the site in the longer term. ICOMOS can provide advice and assistance in considering issues relating to World Heritage Sites.

2.5.2 Local Planning Policies: Isle of Anglesey

The Unitary Development Plan included the following relevant policies following 'pre-inquiry changes'. The public inquiry into the plan was held in 2003 and the Inspector's Report was published on 4 August 2004.

Environment Policy EN10 — Landscapes, Parks and Gardens

EN10. There will be a presumption in favour of the protection, conservation and where appropriate, restoration of parks and gardens of special historic interest and their settings included in the volume of the Cadw/ICOMOS Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales.

There will be a presumption in favour of protecting two historic landscapes on Ynys Môn, which are included in the second part of the Register and information about these will be taken fully into account in assessing the implications of development, which has more than a local impact on these landscapes.

14.33 Registered historic parks and gardens and landscapes should be seen in their wider context as part of a cultural landscape, the whole of which is of historic interest. The Anglesey Landscape Strategy contains information on the cultural and historic landscape which can also inform decisions.

Policy EN10 is relevant because the World Heritage Site is included in the Penmon Historic Landscape.

Environment Policy EN11 — World Heritage Site(s)

EN11. The Castle of Beaumaris is designated as a World Heritage Site and development will only be permitted which protects or enhances the appearance of the site and respects its setting.

13.36 As well as recognising the intrinsic value of the sites the council believes that conservation, education and economic reasons exist for supporting the designation.

The remainder of this policy is not relevant to Beaumaris Castle.

Anglesey County Council (Restriction of Permitted Development — Beaumaris Conservation Area) Direction, 1969

The former Anglesey County Council made this Direction, which remains in force within the Conservation Area. It requires planning permission for certain types of development that would be permitted without the Direction.

Planning permission is required before any of the following operations are commenced:

(A) Developments within the built up area of Beaumaris

1. The enlargement, improvement or other alteration to an existing dwellinghouse.
2. Erection of a garage, stable, loose box or coach house within the curtilage of a dwellinghouse.
3. Erection, construction or placing of any other building whatsoever within the curtilage of a dwellinghouse.

4. Maintenance, improvement or other alterations to any building within the curtilage of a dwellinghouse.
5. The installation in an electric line of feeder pillars or transforming or switching kiosks or chambers not exceeding 1,000 cubic feet in capacity.
6. Installation of service line to individual consumers from an electric line.

(B) Developments in the whole Conservation Area

1. The erection or construction of all gates, fences and walls or other means of enclosure.
2. Use of land (other than a building) as a caravan site (a caravan site is land on which a caravan is sited for the purpose of human habitation).

2.5.3 Local Planning Policies: Gwynedd

At the deposit stage the Unitary Development Plan included the following policy:

Policy B6 —

Caernarfon Castle and Town Walls World Heritage Site

Proposals that would have an unacceptable impact on the monuments within the boundaries of the Caernarfon Castle and Town Walls World Heritage Site or on the identified buffer zones, or would restrict existing or proposed safe public access to the Site will be refused.

3.2.11 Explanation — The Castles and Town Walls of Edward 1 in Gwynedd, which include Caernarfon Castle and Town Walls, were added to the list of World Heritage Sites (World Heritage Site) as a cultural site of outstanding universal value in 1987. This is a material consideration when determining planning applications and applications for listed building consent for development on sites:

- within the World Heritage Site,
- that form part of areas outside the inscribed boundary which form the essential setting of the World Heritage Site,
- that are part of the most important historic views into and out of each monument in the World Heritage Site, which generally extend beyond the areas of essential setting.

The latter types of sites form the buffer zones identified in the World Heritage Site Management Plan.

3.2.12 Inappropriate development will include:

- buildings and other structures that, because of their size, materials or design, detract from the visual attraction of a monument;
- buildings, other structures and advertisements that clutter views of a monument unnecessarily;
- any development that makes it more difficult for the public to appreciate the history of a monument.

In assessing proposals detailed consideration will be given to the *World Heritage Site Management Plan*, *Gwynedd Design Guide (2002)* and the *Caernarfon Conservation Area Plan and Delivery Strategy*.

2.5.4 Local Planning Policies: Conwy

At the pre-deposit stage the Unitary Development Plan included the following policy:

UDP Policy BE1 (Built Environment) ‘Conwy World Heritage Site’

The castle and town walls in Conwy have been designated a World Heritage Site. Therefore, development within, or in the vicinity of the town, will only be permitted provided:

1. The appearance of the town is enhanced;
2. Due regard is paid to architectural character and visual unity; and
3. The town’s setting in the wider landscape is not detrimentally affected.

6.3 The concept of World Heritage is at the core of the World Heritage Convention, adopted by UNESCO in 1972, and ratified by the UK in 1984. The ‘Castles and Town Walls of King Edward in Gwynedd’ was contained within the first list of recognised World Heritage Sites in the UK back in 1986. Such a designation recognises that the site is of sufficient importance to be the responsibility of the international community as a whole, and as a tool for conservation. By joining the Convention, nation states are pledged to care for the World Heritage Sites in their territory as part of protecting their national heritage. In the UK the planning system plays a major role in providing such protection. This policy is therefore intended to protect the castle and town walls in Conwy from development which will adversely affect its character.

6.4 As part of an ongoing programme, the Planning Authority will shortly be undertaking a conservation area reappraisal for the Conwy Conservation Area. This will enable supplementary planning guidance to be prepared which will address the issue of architectural character and visual unity, as well as the controls that will consequently be required when considering development proposals in the town. It is likely that the Article 4 Direction that currently applies to Conwy will also be reviewed at this time. The backdrop of the town when viewed from Llandudno Junction and Deganwy also forms an important part of its character. Therefore development proposals on green areas within the town or on its periphery which give it a rural feel or setting will need to be considered carefully to ensure that it preserves or enhances the character of Conwy.

Note: The conservation area re-appraisal referred to in 6.4 above has been completed.

Conwy Conservation Area Article 4 Direction Special Planning Controls

The former Aberconwy Borough Council made this Direction, which remains in force within the Conservation Area until revised by Conwy County Borough Council. It requires planning permission for certain types of development that would be permitted without the Direction. To make it easier for residential property owners to apply, informal planning guidance is offered, simplified application forms are available and no fees are charged by the council.

The effect of this Article 4 Direction is that planning permission is required within this area for the following types of development:

The enlargement, improvement or other alteration of a dwellinghouse. This includes the enlargement of a dwellinghouse consisting of an addition or alteration to its roof; any other alteration to the roof; the erection or

construction of a porch outside any external door; any building or enclosure, swimming pool or other pool; the provision of a hard surface; the erection or provision of a container for the storage of oil for domestic heating; the installation, alteration or replacement of a satellite antenna.

Sundry minor operations — any building, as follows:

The erection or construction of a gate, fence wall or other means of enclosure and the formation, laying out and construction of a means of access to a highway which is not a trunk road or a classified road and the exterior painting of any building.

2.5.4 Local Planning Policies: Snowdonia National Park

At the deposit stage the Unitary Development Plan included the following policy:

Built Heritage

Policy B14 Sites or Monuments of National Importance

The NPA will not permit any development which would damage, destroy, obscure or adversely affect any World Heritage Site, archaeological or historic site and monument of national importance, or the landscape setting of such sites, whether scheduled or not.

In addition any proposal that, in the opinion of the NPA, harms or damages the views to or from the Harlech Castle World Heritage Site will be refused.