

# Strategic Environmental Assessment

## Guidance for Practitioners



## SEA Topic: Cultural Heritage

Countryside Council for Wales



## Foreword

This Guidance Note forms one of a series which covers six of the topics which need to be taken into account when undertaking Strategic Environmental Assessment (SEA) of plans and programmes. The topics covered are:

- Air
- Biodiversity
- Cultural Heritage
- Landscape
- Soil
- Water

CCW will also be producing guidance on climate change for internal use and in the specific context of Wales and CCW's remit, whilst guidance on the 'Material Assets' topic is under discussion with the DCLG and the other SEA consultation bodies.

Guidance Notes on the SEA 'Topics of Population' and 'Human Health' have not been produced as these topics are largely outside the remit of CCW.

The aim of the Guidance Notes is to highlight the key topic related issues that need to be considered by practitioners who are carrying out or providing input into SEA. The notes have been written in non-technical language in order that they are accessible to a wide audience.

The Guidance Notes have been produced for CCW by the Centre for Sustainability (C4S) with specialist input from environmental consultants ADAS for some of the topics. They have been written in consultation with the Environment Agency (Wales) and Cadw, the Welsh Assembly Government's historic environment service.

It is intended that the Notes will be updated periodically in order that they remain current and relevant, taking into account changes in legislation, guidance and baseline trends.

The authors would like to thank officers from CCW, the Environment Agency and Cadw for the topic specific input they have provided in the preparation of the Guidance Notes. They would also like to acknowledge the contributions provided by officers from DCLG and WAG in relation to the generic text and document structure, and to officers from local authorities for providing input from their perspective as potential users of the guidance.

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## Purpose and Structure of the SEA Topic Guidance Notes

This is one in a series of guidance notes from the Countryside Council for Wales (CCW) on topics to be covered in Strategic Environmental Assessment (SEA) under the SEA Regulations for Wales<sup>1</sup> which implement the European Directive on SEA<sup>2</sup>. The aim of these notes is to provide guidance to Welsh **Responsible Authorities** (the authorities by which, or on whose behalf the SEA is prepared) and others conducting SEA of plans and programmes, how issues related to certain SEA topics can be considered in the SEA of plans and programmes. These Guidance Notes also aim to help Responsible Authorities provide robust and sound reports which will enable CCW to comment and advise during the SEA process.

CCW provides information and advice related to the Habitats Directive and Regulations, and to protected species, designated sites including Sites of Special Scientific Interest (SSSIs) (including geological SSSIs), National Nature Reserves (NNR), Special Areas of Conservation (SAC) and candidate SACs, Special Protection Areas (SPA) and proposed SPAs.

### Consultation in the SEA Process

CCW, Cadw and the Environment Agency (EA), have been designated as statutory '**Consultation Bodies**' in Wales in relation to the SEA Directive, and must be consulted at a number of stages during the SEA process (adapted from *The Practical Guide*):

- **Screening** – Determining whether a plan or programme requires SEA (NB: this is only required in a small number of cases);
- **Scoping** – Deciding on the scope, extent and level of detail of the information that must be included within the Environmental Report;
- **Reporting** – During full public consultation on the draft plan or programme and the Environmental Report; and

The advice that the Consultation Bodies aim to provide during periods of consultation is detailed in the '*Consultation Bodies' Services and Standards for Responsible Authorities in Wales*' (Environmental Agency *et al*, 2005).

NB: Where a plan or programme is likely to have significant effects on the environment in another Member State of the European Union, the SEA Directive requires that transboundary consultation should take place.

Annex 1(f) of the SEA Directive outlines the environmental topics that should be covered by the SEA process wherever relevant. These include Air, Biodiversity, Climate Change, Cultural Heritage, Human Health, Landscape, Material Assets, Population, Soil and Water. CCW is the statutory body responsible for advising on countryside, access, landscape and wildlife conservation in Wales. As regards SEA, CCW is primarily responsible for providing SEA consultation feedback and information on Biodiversity (including flora and fauna), Landscape and some aspects of Cultural Heritage issues, but also has an interest in the Soil, Water, Air, Climate Change and Material Assets topics.

Particular reference has been made to the requirements of "The SEA Regulations for the implementation of the Directive in Wales" and to the "Practical Guide to the SEA Directive" produced by ODPM<sup>3</sup>, the Administrations in Wales, Scotland and Northern Ireland (referred to hereafter as *The Practical Guide*). This guidance note uses the SEA process as set out in *The Practical Guide* as a framework for the topic-related guidance (see Figure 1).

<sup>1</sup> The SEA Regulations for the implementation of the Directive, 'Welsh Statutory Instrument 2004 No. 1656 (W.170): *The Environmental Assessment of Plans and Programmes (Wales) Regulations 2004*'.

<sup>2</sup> 'Directive 2001/42/EC of the European Parliament and of the Council on the Assessment of the Effects of Certain Plans and Programmes of the Environment' (June, 2001)

<sup>3</sup> ODPM, the Office of the Deputy Prime Minister, was superseded by DCLG, the Department for Communities and Local Government, in May 2006

## Link to the Environment Strategy for Wales

The Environment Strategy for Wales was published in May 2006 and includes a series of procedural and environmental 'outcomes' which the Welsh Assembly Government aims to achieve in the period up to 2026. Many of the Environment Strategy 'outcomes' are closely linked to the SEA topics and they have indicators which will be used to measure progress towards achieving the 'outcomes'.

The Strategy is supported by an Action Plan that provides details of the actions that will be taken to deliver the Strategy. This Action Plan includes milestones and responsibilities. It is also accompanied by a policy map which identifies the various influencing factors that will help in successful implementation of the Strategy. One of the contributory tools that is listed is Strategic Environmental Assessment.

Environmental Strategy outcomes which are linked to the SEA topics include:

- Climate change (outcomes 7 & 8); Material assets (waste) (9, 10, 11 & 39);
- Material assets (resources) (12, 17 & 18); Water (13, 14, 15, 31, 32, 35 & 36);
- Soil (16); Biodiversity (19, 20, 21 & 22); Landscape (23); Cultural heritage (26);
- Air quality (33); Human health (37 & 38).

NB: There are also other outcomes which cut across more than one SEA topic.

The 'outcomes' from the Strategy could be used when developing objectives for the plan that is subject to SEA.

Where appropriate the Indicators that are included in the Strategy should be considered for incorporation into the SEA assessment and monitoring frameworks.

Environment Strategy outcomes and indicators relating to the Cultural Heritage topic can be seen in Table 6.

The Environment Strategy can be found at:

<http://new.wales.gov.uk/topics/environmentcountryside/epq/Envstratforwales/?lang=en>



<b>STAGE A: Setting the context and objectives, establishing the baseline and deciding the scope</b>	<b>A1:</b> Identifying other relevant plans, programmes, and environmental protection objectives
	<b>A2:</b> Collecting baseline information
	<b>A3:</b> Identifying environmental problems
	<b>A4:</b> Developing SEA Objectives
	<b>A5:</b> Consulting on the scope of SEA
<b>STAGE B: Developing and refining alternatives and assessing effects</b>	<b>B1:</b> Testing the plan or programme objectives against the SEA objectives
	<b>B2:</b> Developing strategic alternatives
	<b>B3:</b> Predicting the effects of the draft plan or programme, including alternatives
	<b>B4:</b> Evaluating the effects of the draft plan or programme, including alternatives
	<b>B5:</b> Considering ways of mitigating adverse effects
	<b>B6:</b> Proposing measures to monitor the environmental effects of plan or programme implementation
<b>STAGE C: Preparing the Environmental Report</b>	<b>C1:</b> Preparing the Environmental Report
<b>STAGE D: Consulting on the draft plan or programme and the Environmental Report</b>	<b>D1:</b> Consulting on the draft plan or programme and the Environmental Report
	<b>D2:</b> Assessing significant changes
	<b>D3:</b> Decision making and providing information
<b>STAGE E: Monitoring implementation of the plan or programme</b>	<b>E1:</b> Developing aims and methods for monitoring
	<b>E2:</b> Responding to adverse effects

**Figure 1: SEA Process and Stages (Adapted from *The Practical Guide*)**

This Guidance Note focuses primarily on the topic specific advice at SEA Stages A, B and E and is supplementary to guidance on the SEA stages as set out in *The Practical Guide*.

Responsible Authorities should refer to *The Practical Guide* at all stages of undertaking SEA for Plans and Programmes, which sets out the SEA Directive legal requirements, procedures and methods.

See also *References and Further Reading* at the end of this note, for more topic specific information.

## Cultural Heritage in the context of the CCW Remit

In terms of cultural heritage, CCW works with Cadw, the Welsh Assembly Government's historic environment service. Accordingly, this note has been agreed with Cadw. CCW accepts the principles of historic environment conservation. CCW aims to protect the special qualities of Wales' historic landscape through labelling (or registration of) areas and through demonstration projects, finance, advice and promotion, in association with various partner organisations. The natural heritage aspect of landscape is dealt with in the Landscape topic paper.

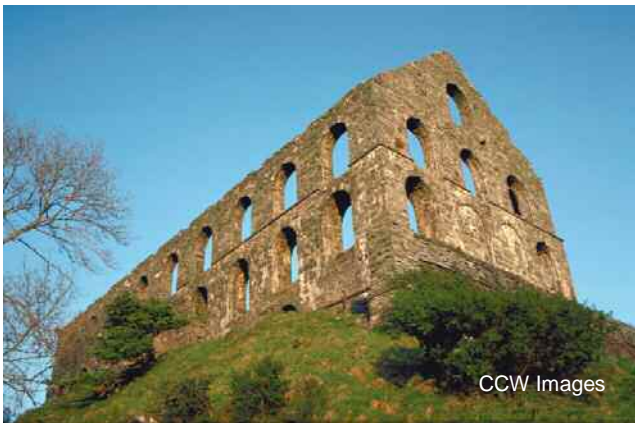
Developing an understanding of the historic environment is the responsibility of Cadw. Responsibility for the safeguarding of archaeological sites is shared by Cadw and the four Welsh Archaeological Trusts.



## Background to the Topic: Cultural Heritage

"Heritage" can be defined as buildings, structures and artefacts of cultural importance handed down from the past. Wales is very rich in cultural heritage and possesses a historic environment that needs to be conserved for present and future generations. Cultural heritage encompasses a variety of different types of sites, buildings, landscapes as well as non-tangible elements linked to Wales' heritage.

Cadw's aim is to promote the conservation and appreciation of Wales' historic environment. Built heritage has been defined by Cadw as 'the physical remains of people's activities within the Welsh landscape'. These remains include a variety of sites, monuments, architectural ruins and historic buildings. Archaeological sites span more than 250,000 years, from caves occupied in early prehistory, right through to industrial works of the Victorian period, the remains of two World Wars and on into modern times. The monuments and architectural ruins vary from the sculptured crosses, through the castles and abbeys of the Middle Ages, and on to features such as coastal defence works of the nineteenth century (Cadw, Undated a).



Historic buildings include structures from rural cottages to country houses, as well as bridges, watermills, lighthouses, farm buildings, and early telephone boxes. Finally, entire towns and villages are all part of the built heritage, as are historic parks, gardens and much wider areas of the historic landscape (Cadw, Undated a). Cadw and the four Welsh Archaeological Trusts are strategic partners with CCW in historic landscape conservation.

It is important to highlight the crossover between cultural heritage and natural heritage. There are likely to be important elements and features of historic landscapes e.g. traditional hay meadows,

woodlands, clawdds<sup>4</sup>, hedgerows and veteran trees that are important to both the cultural and the natural heritage of Wales.

There are a variety of issues that are dealt with in the Cultural Heritage SEA topic. These include designated sites, historic landscapes, non-tangible heritage, tourism and recreation and accessibility.

<sup>4</sup> A stone-faced earth bank. <http://www.dswa.org.uk/Publications/Leaflets/walls%20need%20friends.htm>

## Designated Sites:

Many cultural heritage sites have been designated for either their international, national, regional or local importance. Table 1 summarises the different designations which may be found in Wales.

**Table 1: Cultural Heritage Designations (Adapted from Countryside Agency *et al*, 2005)**

Site	Designation	Implications
<b>International</b>		
World Heritage Site	Identified under the World Heritage Convention (UNESCO 1972). Non-statutory designation.	International recognition means that consideration of the sites need to be key when developing plans and planning decisions. Full account should be taken of the relevant World Heritage Site Management Plan.
<b>National</b>		
Scheduled Ancient Monument (SAM)	The Schedule of Ancient Monuments is compiled by the Welsh Assembly Government under the Ancient Monuments and Archaeological Act 1979. <i>Statutory designation.</i>	SAMs and their settings need to be protected and therefore effects on these monuments need to be a key consideration in planning decisions.
Listed Building	These are buildings entered onto a list compiled by the Welsh Assembly Government under the provisions of Section 1 Planning (Listed Buildings and Conservation Areas) Act 1990. Listed buildings are classified in grades to show their relative importance. The grades are: - I: Buildings of exceptional, usually national, interest. Currently, fewer than two per cent of buildings listed in Wales qualify for this grade; - II*: Particularly important buildings of more than special interest; - II: Buildings of special interest, which warrant every effort being made to preserve them. <i>Statutory designation.</i>	Buildings on the list are protected from demolition and inappropriate alteration. Listed Buildings should be protected.
Historic Park or Garden	Cadw Register of Parks and Gardens of Special Historic Interest. Sites are graded I, II* and II in the same way as listed buildings. <i>Non-statutory designation.</i>	Need to be protected and should be a key consideration in planning decisions.
Register of Historic Landscapes in Wales	Cadw, CCW and ICOMOS UK have compiled a list of historic landscapes in Wales with ongoing characterisation work by the four Welsh Archaeological Trusts. <i>Non-statutory designation.</i>	Impacts on these landscapes and the elements that combine to make up those landscapes need to be considered in planning decisions.
Maritime Wrecks	These are sites scheduled under the Ancient Monuments and Archaeological Areas Act 1979 or the Protection of Wrecks Act 1973. <i>Statutory designation.</i>	These areas need to be protected and therefore effects on these sites need to be a key consideration in planning decisions.
<b>Local</b>		
Conservation Area	Areas of special architectural or historic interest designated by planning authorities under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. <i>Statutory designation.</i>	Additional controls apply to building operations and tree works within the areas. Conservation Areas need to be protected.
Site in the Historic Environment Records	A record maintained by the four regional Welsh Archaeological Trusts of the historic environment sensitive to the effects of development. <i>Non-statutory designation</i> but will also record nationally designated and statutorily protected sites.	The most important parts of the historic environment should be protected.

Building of local interest	Local authority designation for buildings of local interest. <i>Non-statutory designation</i> . Local lists are maintained by only a few local authorities in Wales.	Should be protected and therefore should be a key consideration in planning decisions.
Other historic park or garden	Local authorities may have compiled a local list of historic parks and gardens to supplement the national register. <i>Non-statutory designation</i> .	Should be protected and therefore should be a key consideration in planning decisions.

To truly understand and take account of cultural heritage, individual features should not be considered in isolation. They should be considered in the context of their settings and of other known and unknown heritage.



CCW Images

### Historic Landscapes:

Historic landscapes in Wales are not designated or statutorily protected, but remain part of the working landscape of the wider countryside. Indeed it can be said that all landscapes are historic, in the sense that they have been lived in and farmed or exploited for many thousands of years. What differs is the extent to which they retain features of historic importance, such as old settlements, field patterns, transport routes and buildings etc.

Historic seascapes are equally significant around the Welsh Coast, reflecting the use of the sea for fishing, transport and trade over many centuries,

and include many examples of ancient structures associated with these industries around the coasts of Wales, as well as the sites of wrecks. The latter can be covered by statutory designations (maritime wrecks, as described above).

Reviews of both the Historic Environment in Wales and the Historic Marine Environment (in Wales as part of a UK-wide review of heritage) have recently been completed by Cadw on behalf of the Welsh Assembly Government, with a view to developing appropriate management systems. Details can be found at: <http://www.cadw.wales.gov.uk/default.asp?ID=11&parentId=11>. The Heritage Protection Review has been launched (March 2007) and is available from the Cadw website.

Cadw, CCW and the four Welsh Archaeological Trusts have been working in partnership on several projects aimed at improving understanding of the historic landscape of Wales, at both national and local level.



CCW Images

In 1998 and 2001, as a first step towards raising the profile of historic landscapes in Wales, Cadw, CCW and ICOMOS (UK) (International Council on Monuments and Sites) published the two-volume Register of Landscapes of Historic Interest in Wales (Cadw, 1998 and 2001). This advisory and non-statutory document highlights what are considered to be the best examples of different types of historic landscape in Wales. It is important to note that the selection of areas for this Register does not reduce the importance of the rest of Wales's rich historic landscape. The Register is a material consideration in the planning process in Wales.

The initial study of the Welsh landscape for the Register of Landscapes of Historic Interest in Wales has now been broadened into another initiative, involving Cadw, CCW and the four Welsh Archaeological Trusts and is available on their websites. Currently this initiative is looking in more detail at the character of each of the 58 landscapes on the Register. The detailed historic landscape characterisation studies are being undertaken by specialist staff in each of the four Trusts have greatly enhanced previous understanding of the historical development of these landscapes.

The Register of Landscapes of Historic Interest in Wales can be viewed on the CCW website. Reports on the more detailed historic landscape characterization studies are available at the offices of the four Welsh Archaeological Trusts and will be available on their websites. The four Welsh Archaeological Trusts are Dyfed Archaeological Trust, the Clwyd-Powys Archaeological Trust, the Glamorgan-Gwent Archaeological Trust, and the Gwynedd Archaeological Trust (see Box 1).

Further details of how the register should be used are set in the Guide to Good Practice on Using the Register of Landscapes of Historic Interest in Wales in the Planning and Development Process (Cadw, 2007c). The technical annex in the Guide provides a stage process for assessing the significance of the impact of development on the historic landscape areas of Wales.



### ***Non Designated Sites:***

There are many sites and features in Wales that have not been designated but remain important for cultural heritage. Plan areas will potentially have distinctive cultural heritage related to their historical past, for example coal, agriculture, droving or slate industry, religious shrines, pilgrimage routes, common land, culturally modified trees, field boundaries, veteran pollards, and stock pounds etc. These features may potentially play a large role in establishing an area's or regions cultural identity. It is also important to remember that there are also potentially many unknown archaeological remains that have an important role to play in an areas cultural heritage. Information on the historical dimension of areas not on the Register may be found in the historic landscape aspect of Landmap. These are local authority based landscape assessments aimed to cover all of Wales by 2009. Landmap also includes Outstanding Culture Aspect Areas, which are areas identified for their particular cultural characteristics and physical associations.



Another issue of cultural heritage importance in Wales relates to the significant contribution that communities who have come from outside Wales have made to local areas.

### ***Non-tangible Heritage:***

There are many 'softer' non physical elements of Welsh cultural heritage which need to be considered. These include agricultural shows (e.g. the Royal Welsh Show and Royal Welsh Agricultural Winter Fair), Welsh traditions and folklore customs.

### ***Tourism and Recreation:***

Many cultural heritage assets are important sites for tourism and recreation in Wales. This not only includes World Heritage Sites but also Cadw and National Trust sites and properties and other designated and non-designated sites.

### ***Accessibility:***

It is important that, where possible, historic building and sites are accessible to all individuals including people with disabilities, the elderly and parents of young children. Access should be interpreted widely to include access into and within any building or site and access to all facilities, services and information.

## Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope

### A1: Identifying other relevant plans, programmes and environmental protection objectives

Table 2 below lists relevant plans, programmes, policies and legislation that should be taken into account in relation to SEA work on the Cultural Heritage topic and Table 3 provides an example of a review of one document. It should be noted that the list below is not definitive as legislation and guidelines are subject to change.

**Table 2: Potential plans, programmes, objectives, policies and legislation to be taken into consideration for the Cultural Heritage Topic**

<b>International</b>
<ul style="list-style-type: none"> <li>• The Athens Charter (1931)</li> <li>• Charter on the Built Vernacular Heritage (1999)</li> <li>• The Florence Charter (1981)</li> <li>• International Cultural Tourism Charter: Managing Tourism at Places of Heritage Significance (1999)</li> <li>• Charter on the Protection and Management of Underwater Cultural Heritage (1996)</li> <li>• Charter for the Conservation of Historic Towns and Urban Areas (1987)</li> <li>• Charter for the Protection and Management of Archaeological Heritage (1990)</li> <li>• UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage (1972)</li> <li>• Venice International Charter on the Conservation and Restoration of Monuments and Sites (1964)</li> <li>• European Spatial Development Perspective (EU, 1999)</li> <li>• European Landscape Convention (2000)</li> </ul>
<b>National</b>
<ul style="list-style-type: none"> <li>• UK Marine Historic Environment Review (DCMS/WAG/SE/DoENI, 2005)</li> <li>• Heritage Protection Review (DCMS/WAG, 2007)</li> <li>• Wales Spatial Plan (2004)</li> <li>• Environment Strategy for Wales (2006)</li> <li>• Wales: A Better Country (2003)</li> <li>• Welsh Historic Environment Position Statement (Cadw, 2006) (update available spring 2008)</li> <li>• Wales Tourist Board – Cultural Tourism Strategy for Wales (2003)</li> <li>• TAN 12 Design (2002)</li> <li>• Planning Policy Wales (2002)</li> <li>• Traffic Management in Historic Areas (Cadw, 2003)</li> <li>• Overcoming the Barriers: Providing Access to Historic Buildings (Cadw, 2005)</li> <li>• Review of Historic Environment in Wales (WAG/Cadw, 2004)</li> <li>• Landmap Historic and Cultural Aspect Studies (CCW and Local Authorities, 2007)</li> </ul>

**Table 3: Example of review of other relevant plans, programmes, objectives etc**

<b>UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage (1972)</b>	
World Heritage Convention (WHC) as adopted at the general conference of the United Nations Educational, Scientific and Cultural Organization meeting in Paris from 17 October to 21 November 1972 seventeenth session. The Convention aims to protect and enhance the world's cultural heritage. The UK ratified the WHC in May 1984. Currently there are 26 confirmed World Heritage sites in the UK (2 in Wales), and another 17 on the Tentative list (1 in Wales), yet to be confirmed.	
<b>Objectives, requirements and targets</b>	<b>Implications for National Transport Plan</b>
Amongst others: <ul style="list-style-type: none"> <li>• Each State Party to this Convention recognises that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage;</li> <li>• To ensure that effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage situated on its territory.</li> </ul>	The Transport Plan should aim to set the right framework for safeguarding and enhancing Wales' cultural heritage.

Informal consultation, with statutory consultees (referred to here as 'Consultation Bodies') and non-statutory consultees, is also a useful tool for identifying relevant plans, programmes, objectives etc (see Stage A5 for more information on consultation).

## A2: Collecting Baseline Information

Box 1 below describes some potential sources of baseline data for the Cultural Heritage topic. Box 2 provides some key facts and figures about this topic. Once again, consultation bodies and non-statutory consultees may be good sources of data.

### Box 1: Relevant and Appropriate Sources of Baseline Data – Cultural Heritage

- Annual Historic Environment Position Statement:  
<http://www.cadw.wales.gov.uk/default.asp?id=21&NewsId=163> (Statistical information on elements of the historic environment, including the number of designated sites by local authority area)
- Cadw: <http://www.cadw.wales.gov.uk/>
- Royal Commission on the Ancient and Historical Monuments of Wales:  
<http://www.rcahmw.gov.uk/> (Online National Monuments Record Database)
- Core Archaeological Records Index: <http://www.rcahmw.gov.uk/data/carn.shtml>
- Welsh Archaeological Trusts:
  - Dyfed Archaeological Trust: <http://www.acadat.com/>
  - Clwyd-Powys Archaeological Trust: <http://www.cpat.org.uk/>
  - Gwynedd Archaeological Trust: <http://www.heneb.co.uk/>
  - Glamorgan-Gwent Archaeological Trust: <http://www.ggat.org.uk/>
- Countryside Council for Wales: <http://www.ccw.gov.uk/> (Historic Landscape Register, Heritage Coast)
- Welsh Assembly Government: [www.wales.gov.uk](http://www.wales.gov.uk) (Digest of statistics: listed buildings and conservation areas, heritage coast, visitor numbers for selected National Trust properties, ancient monuments and other attractions)
- National Trust: <http://www.nationaltrust.org.uk/main/w-global/w-localtoyou/w-wales.htm> (information provided on properties, countryside and coastline managed by the Trust)
- Landmap: <http://landmap.ccw.gov.uk/> (Historic and Culture Aspect Studies)
- Local Authority Buildings at Risk Registers

### Box 2: Wales Cultural Heritage Facts and Figures

- Designated Sites – Wales is rich in cultural heritage sites with two World Heritage sites, some 4,000 Scheduled Ancient Monuments, nearly 30,000 listed buildings, 359 registered historic parks and gardens, 511 Conservation Areas, 127 monuments in state care and 6 designated wreck sites.
- Historic Landscapes – The Register lists 58 of the best examples of different types of historic landscapes in Wales covering 14% of the land surface of Wales.

## A3: Identifying Environmental Issues and Opportunities

Environmental issues and opportunities are identified following the work undertaken in stages A1 and A2 and stage A3 often benefits from stakeholder workshops. Table 4 provides examples of various Cultural Heritage issues in Wales and their trends, based on available baseline information.

**Table 4: Examples of Cultural Heritage Issues in Wales**

Cultural Heritage Issues Affecting Wales	Description
Condition of Scheduled Ancient Monuments (SAMs)	<ul style="list-style-type: none"> <li>Across Wales there has been a rise in the number of SAMs which are 'stable' or 'improved' from nearly 85% in 1996 to nearly 90% of the sites inspected between 1996 and 2004 (Cadw, 2004b<sup>5</sup>).</li> <li>A decline was noted in three unitary authorities, including Newport, Carmarthenshire and Pembrokeshire (Cadw, 2004b).</li> <li>The overall percentage of SAMs which have deteriorated has reduced from 15% in 1989 to 10% of the sites visited in 2004 (Cadw, 2004b).</li> </ul>
Richness of Cultural Heritage	<ul style="list-style-type: none"> <li>As Wales is very rich in irreplaceable cultural heritage, many plans have the potential to affect those sites, either directly or indirectly. A well maintained environment can deliver economic, social and wider environmental benefits.</li> </ul>
Protection of Historic Resources	<ul style="list-style-type: none"> <li>There is a high concentration of historic environment resources in and around settlements, and along the coastline, where they are or could be compromised by development. The protection of large complex sites is a particular issue, including historic landscapes and historic parks and gardens, where integrity and completeness can be undermined by cumulative change or severance.</li> <li>One particular historic landscape on the national register, Gwent levels, is at great risk of damage from new transport and industrial developments, situated as it is between Cardiff and Newport, and comprising the only flat land in the area, adjacent to the M4 motorway.</li> </ul>

Table 5 below is a non-exhaustive list of potential Cultural Heritage related environmental issues that planners may identify in the preparation of various plans and programmes.

**Table 5: Potential Cultural Heritage -Related Environmental Issues and Opportunities**

Type of Plan or Programme	Potential Environmental Issues and Opportunities
Transport	<ul style="list-style-type: none"> <li>New transport infrastructure could lead to the potential loss or damage to known and previously undiscovered cultural heritage or historic landscapes, sites or individual features, and severance and fragmentation of habitats.</li> <li>Congestion in and surrounding conservation areas.</li> <li>Street clutter, including inappropriate signage and inappropriate use of materials can cause visual impacts.</li> <li>Air pollution can cause deterioration of buildings and monuments.</li> <li>Vibration can cause damage to sites.</li> </ul>
Urban expansion / New Development	<ul style="list-style-type: none"> <li>Pressure for development on designated sites, non-designated sites and individual cultural heritage features. Impacts of new development on Conservation Areas or historic landscapes.</li> <li>Potential loss or damage to known and previously undiscovered archaeological remains, which are irreversible.</li> </ul>
Mineral	<ul style="list-style-type: none"> <li>Mineral workings are very damaging to landscape, both visually and in terms of tranquillity, but normally at a local scale.</li> <li>There are opportunities for sympathetic restorations, post-mining.</li> <li>Potential loss or damage to known and previously undiscovered archaeological remains, which is irreversible.</li> <li>Potential for the discovery of new archaeological remains and the creation of new heritage sites.</li> </ul>

<sup>5</sup> The data contained in this report is currently the best available from Cadw. However, the statistical accuracy of the data is questionable and therefore should really be used to indicate trends rather than for precise percentages.

Waste Management	<ul style="list-style-type: none"> <li>New waste management infrastructure could lead to the potential loss or damage to known and previously undiscovered cultural heritage features or historic landscapes.</li> </ul>
Agricultural / Forestry / Fishery	<ul style="list-style-type: none"> <li>Agricultural improvement through field enlargement has in the past been very damaging to local historic landscapes and individual features such as field boundaries and common land; forestry plantations equally so.</li> <li>In the future the impact of agriculture is likely to result from changing land use, new crops, and conversions of farm buildings, all of which have the opportunity for sensitive development.</li> <li>Potential loss, erosion or damage to known and previously undiscovered archaeological remains.</li> <li>Veteran trees are important elements of the natural landscape and how they are managed will have an impact on this feature.</li> </ul>
Energy / Industry	<ul style="list-style-type: none"> <li>Pressure for development on designated sites, non-designated sites and individual cultural heritage features and their settings.</li> </ul>
Telecommunications	<ul style="list-style-type: none"> <li>New infrastructure could lead to the potential loss or damage to known and previously undiscovered cultural heritage or historic landscapes.</li> </ul>
Tourism	<ul style="list-style-type: none"> <li>There are opportunities for the development of cultural or historic sites that can be used for tourism and recreation.</li> </ul>
Water and Flood Management	<ul style="list-style-type: none"> <li>Loss or damage to archaeological remains due to water abstraction, changes to the water table and/or ground level or flooding for reservoirs.</li> </ul>

## A4: Developing SEA Objectives

SEA Objectives are not a legal requirement but are a useful way of analysing the environmental affects of a plan or programme. Table 6 and Table 7 below describe some possible cultural heritage-related outcomes, objectives, sub-objectives and indicators. Those in Table 6 have been taken from the Wales Environment Strategy, with Table 7 providing a wider range which could be used in sector or area specific SEAs.

**Table 6: Wales Environment Strategy Outcomes and Indicators: Cultural Heritage**

Environment Strategy Outcomes	Indicators
The historic building stock and character is maintained to a high standard.	<ul style="list-style-type: none"> <li>To be developed following work to establish baseline</li> </ul>

**Table 7: Examples of SEA Objectives/Sub-Objectives and Indicators for Cultural Heritage**

Example Objectives (in bold) and Sub-Objectives (in italics)	Example Indicators
<i>Designated Sites / Historic Landscapes</i>	
<b>Understand, value, protect, enhance, and celebrate Wales' diversity, local distinctiveness and cultural and historic heritage.</b>	<ul style="list-style-type: none"> <li>Percentage of Conservation Areas with an up-to-date character appraisal</li> <li>Percentage of historic landscapes with an up-to-date landscape character appraisal</li> <li>Number of visits to museums, galleries and cultural attractions per year</li> <li>% of SAMs having undergone positive management works over the lifetime of the plan</li> <li>Number of Listed Buildings on local authorities Buildings at Risk Register</li> <li>The number of archaeological and historic features in Tir Gofal Management Agreements</li> <li>The number and extent of veteran trees</li> <li>The number and extent of common lands under management agreements</li> <li>The number and extent of 'abandoned' common lands</li> </ul>

<p><i>To protect historic and cultural assets and local distinctiveness from negative effects of spatial planning and support their enhancement.</i></p>	<ul style="list-style-type: none"> <li>• Number of SAMs adversely affected by the plan proposals</li> <li>• Number of Historic Parks and Gardens adversely affected by plan proposals</li> <li>• Number of non-designated sites affected by plan proposals</li> <li>• Number of 'outstanding' historical/cultural aspect areas identified in Landmap</li> <li>• Number of listed buildings adversely affected by the plan proposals</li> <li>• Number of listed buildings affected by full or partial demolition</li> <li>• Number of Conservation Areas adversely affected by plan proposals</li> <li>• Number of historic landscapes affected by redevelopment</li> <li>• Length of historic walls, banks and hedges removed/restored</li> </ul>
<p><i>To promote high quality design based on a proper understanding of local character and distinctiveness.</i></p>	<ul style="list-style-type: none"> <li>• The number of planning applications accompanied by a design statement</li> <li>• Percentage of Conservation Areas with an up-to-date character appraisal</li> <li>• Percentage of historic landscapes with an up-to-date landscape character appraisal</li> <li>• Number of development schemes taking account of character appraisals</li> <li>• Number of and value of historic and cultural enhancement schemes</li> </ul>
<p><b>Accessibility, Tourism and Recreation</b></p>	
<p><i>To ensure areas valued for cultural heritage, including the historic environment, are easily accessible and promoted through eco-tourism.</i></p>	<ul style="list-style-type: none"> <li>• % of cultural heritage sites accessible by public transport</li> <li>• % of GNP derived from heritage tourism</li> <li>• Number of people employed in heritage, museums and conservation services</li> </ul>

### Link to Welsh Assembly Government Sustainable Development (SD) Indicators

As part of its commitment to achieving sustainable development the Welsh Assembly Government has developed a series of indicators which will be used to measure progress towards that commitment<sup>6</sup>.

Some of these indicators may not be suitable for many SEAs, particularly those for plans at a local level, as they are fairly 'broad-brush' and will not be able to either be measured at a local level, or respond to the policies and measures included within individual plans and programmes. Nevertheless they should be considered for inclusion wherever appropriate.

NB: a revised set of indicators is currently being developed and some of these are likely to be more appropriate for incorporation into SEAs.

Other indicators reported by the Welsh Assembly Government at a national level include those in the Environment Strategy (WAG, 2006) and those from the Key Environment Statistics Indicators.

WAG reports each year on its suite of sustainable development indicators, some of which include environmental indicators. It also reports separately on progress in implementing its Environment Strategy using a number of ES indicators, some of which overlap with its suite of SD Indicators. These reporting mechanisms provide useful data which can be used to inform SEA scoping and environmental reports. They also help to form a framework against which environmental indicators for the plan or programme can be developed.

<sup>6</sup> Sustainable Development Indicators for Wales can be found at:  
<http://new.wales.gov.uk/topics/statistics/headlines/sustain-2007/?lang=en>

## A5: Consulting on the Scope of SEA

In addition to the three statutory Consultation Bodies (CCW, Cadw and EA) there are other organisations or bodies who could be consulted on the scope of the SEA, and on the Environmental Report. For the Cultural Heritage topic, these may include:

- Local Archaeological Trusts;
- National Trust;
- Farming Unions (National Farmers Union (NFU), Farmers Union of Wales (FUW));
- CLA (Country Land and Business Association);
- Local Historical Societies; and
- Local authority conservation departments.

## Stage B: Developing and Refining Alternatives and Assessing Effects

*The Practical Guide* provides guidance for undertaking SEA Stages B1 (Testing the plan or programme objectives against the SEA objectives), B2 (Developing strategic alternatives) and B3 (Predicting the effects of the draft plan or programme, including alternatives). This note provides no topic specific guidance for these stages.

## B4: Evaluating the effects of the draft plan or programme, including alternatives

At Stage B4 the significance of the environmental effects forecast in Stage B3 is evaluated. Part of this concerns the interrelationship of the Cultural Heritage topic with other SEA topics and Table 8 below describes some of these interrelationships.

**Table 8: Interrelationships with other SEA topics**

SEA Topic	Interrelationship with Cultural Heritage Topic
<b>Air Quality</b>	Pollutants in the air can be deposited on historic and cultural assets causing damage and potential loss.
<b>Climatic Factors</b>	The changing climate will have an effect on Wales' historic and cultural environment. Archaeological sites in low lying or coastal regions may be subject to flooding or damage from coastal retreat. Changes to soils conditions, such as the drying out of peat, will damage/destroy archaeological remains being preserved. Built heritage will suffer damage from both severe winter storms and in dry summers, subsidence as the ground dries out.
<b>Landscape</b>	The quality of historic assets will have a direct affect on the quality of many Welsh landscapes.
<b>Material Assets</b>	Extraction of minerals and aggregates are damaging to historic environments and may potentially lead to the discovery and damage of archaeological remains. Maintaining and regenerating historic assets, such as buildings within Conservation Areas may require the extraction of certain minerals and aggregates. Power lines and wind turbines could have an effect on historic landscapes. Pipelines could have an effect on archaeological remains.
<b>Soil</b>	Soils, such as peat, preserve archaeological remains. Removal of soil or changes in soil conditions can thus lead to the damage of such archaeological remains.
<b>Water</b>	Changes in the water table may affect the preservation of archaeological remains in soils. Flooding may affect historic and cultural assets, particularly in low lying and coastal areas.

## Stage C: Preparing the Environmental Report

Refer to *The Practical Guide* for details relating to SEA Stage C.

## Stage D: Consulting on the Draft Plan or Programme and the Environmental Report

Refer to *The Practical Guide* for details relating to SEA Stage D.

## Stage E: Monitoring Implementation of the Plan or Programme

Whilst generic guidance on SEA Stage E is provided in *The Practical Guide*, some topic specific information of relevance to Stage A2 is provided below.

NB: many of the examples provided could be used not just when responding to adverse effects, but also to enhance the environmental outcomes of a plan from the outset.

### E2: Responding to Adverse Effects

Plans can be used to deliver responses to adverse effects identified during SEA in a variety of ways. Specific examples of responses relevant to the cultural heritage topic include:

- Setting the right framework for understanding, promoting, safeguarding and enhancing Wales' cultural heritage at all levels;
- Ensuring appropriate levels of protection for heritage assets; and
- Promoting enhancements of archaeological and other heritage resources through improved access and specific enhancement projects.

## References and Further Reading

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### **Topic Specific References and Further Reading:**

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- Cadw (2007b) *Caring for Historic Landscapes*. Available at URL: <http://www.cadw.wales.gov.uk/default.asp?id=126&navId=15&parentId=15>
- Cadw (2007c) *Guide to Good Practice on Using the Register of Landscapes of Historic Interest in Wales in the Planning and Development Process*. Available at URL: <http://www.cadw.wales.gov.uk/default.asp?id=108>
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