



**CASTLE SQUARE,
SWANSEA SA1 5AW**

HERITAGE IMPACT STATEMENT



January 2022 (Updated March 2022)

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1.0 Introduction

1.1 Authorship and Background

This Heritage Impact Statement report is written by Edward Holland, Director of Holland Heritage, for Spider Project Management. It was commissioned on 24th November 2021 by Tom Newman, Associate Director of Spider Project Management, to advise on the heritage impact of the regeneration proposals for Castle Square and specifically to address the comments made by the Local Authority dated 15th September 2021. It draws on the Heritage Impact Assessment written by Glamorgan Gwent Archaeological Trust dated September 2021. The author is grateful to Cadw for providing access to Swansea Castle.

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1.2 Location

Castle Square is in the centre of the city at approximately NGR SS 656 930.

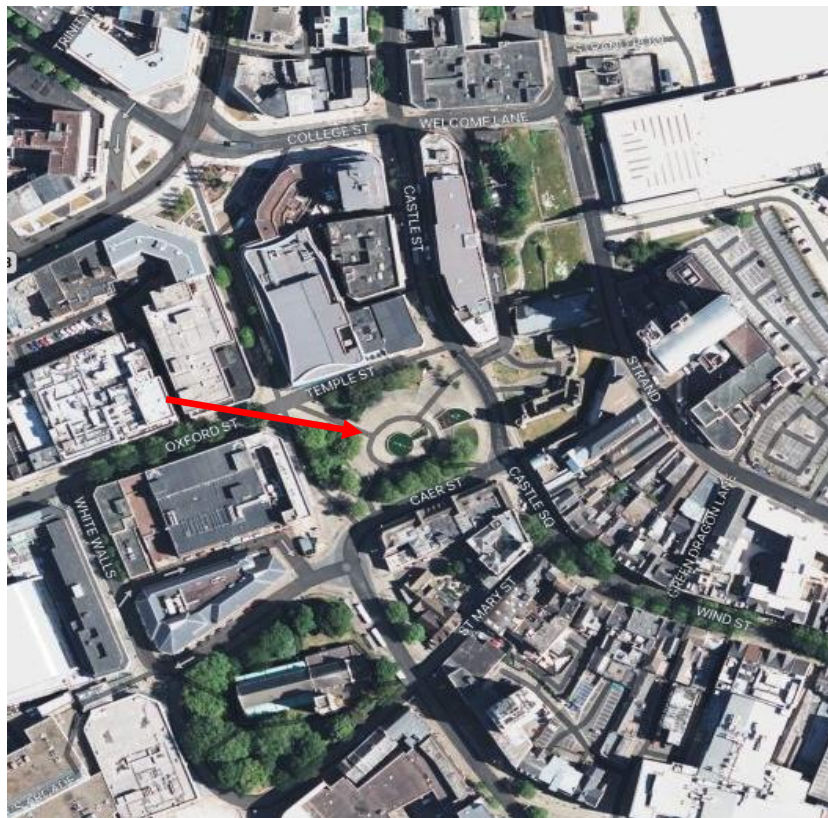


Figure 1 Aerial view© www.gridreferencefinder.com

1.3 Methodology

The purpose of this Heritage Impact Statement is to fully understand the building and its diverse heritage context and to assess the current proposals for change. The assessment process follows the approach set out by Cadw in Conservation Principles¹ and in best-practice guidance documents associated with the Historic Environment (Wales) Act 2016 including *Heritage Impact Assessment in Wales, May 2017*. These documents contain the general principles to consider when planning changes to historic assets and their settings.

This report is based upon a site survey on 5th January 2022.

1.4 Relevant Heritage Designations

1.4.1 The map below identifies relevant heritage designations within a 250m radius of Castle Square:

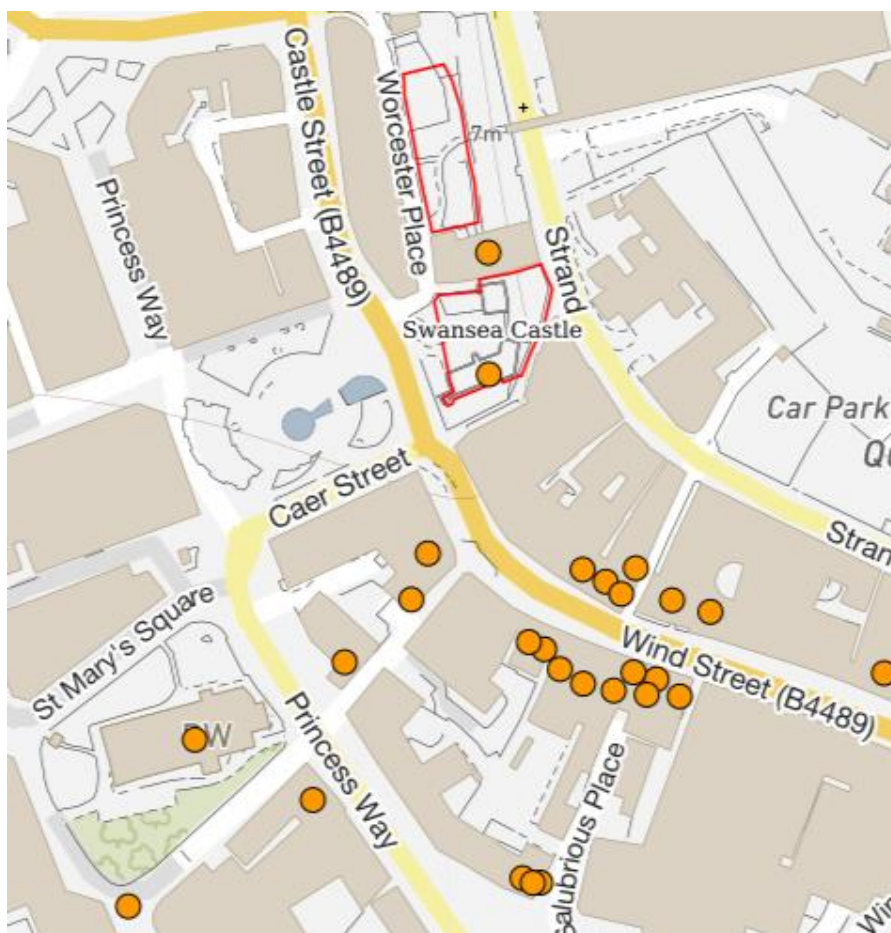


Figure 2 Map showing heritage designations in area of Castle Square © Cadw Cof Cymru

¹Conservation Principles for the sustainable management of the historic environment in Wales (Cadw, Welsh Government, March 2011).



1.4.2 Castle Community has 125 listed buildings, the majority of which are Grade II. The following **Listed Buildings** are relevant to this assessment:

Wind Street:

No. 6 (Grade II – Cadw Ref: 11656)
No. 7 (Grade II – Cadw Ref: 11657)
No. 8 (Grade II – Cadw Ref: 11658)
No. 9 (Grade II – Cadw Ref: 11659)
Old Post Office Building (Grade II – Cadw Ref: 11660)
Nos 11 – 12 (Grade II – Cadw Ref: 11662)
Lloyds Bank (Grade II – Cadw Ref: 11663)
National Westminster Bank (Grade II – Cadw Ref: 11664)
Nos 53 – 54 (Grade II – Cadw Ref: 11665)
No 54 including entry to Salubrious Passage (Grade II – Cadw Ref: 11666)
No 55 including entry to Salubrious Passage (Grade II – Cadw Ref: 11667)
No Sign Bar and Munday's Wine Merchants (Grade II – Cadw Ref: 11668)
Barclays Bank (Grade II – Cadw Ref: 11669)
Nos 59 – 60 (Grade II – Cadw Ref: 11670)
No 61 (Grade II – Cadw Ref: 11671)
No 62 (Grade II – Cadw Ref: 11672)

The Strand

No. 4 (Grade II* – Cadw Ref: 11645)

Worcester Place

Castle Cinema (Grade II – Cadw Ref: 11673)

Corner of Wind Street and St Mary's Street

Midland Bank (Grade II - Cadw Ref: 11570)

St Mary's Street

Church of St Mary (Grade II – Cadw Ref: 11632)
Swansea County Court and Offices (Grade II – Cadw Ref: 11633)
Old Cross Keys PH (Grade II – Cadw Ref: 11635)
No.17 (Grade II – Cadw Ref: 11636)

Princess Way

No. 2 (Grade II – Cadw Ref: 11611)
No. 3 (Grade II – Cadw Ref: 11612)
No. 4 (Grade II – Cadw Ref: 11613)

1.4.3 The study area has two **Scheduled Ancient Monuments**:

Swansea Castle (GM012) and Original Swansea Castle (GM441)

1.4.4 Castle Square is also within the Wind Street Conservation Area, the boundary of which is shown below.

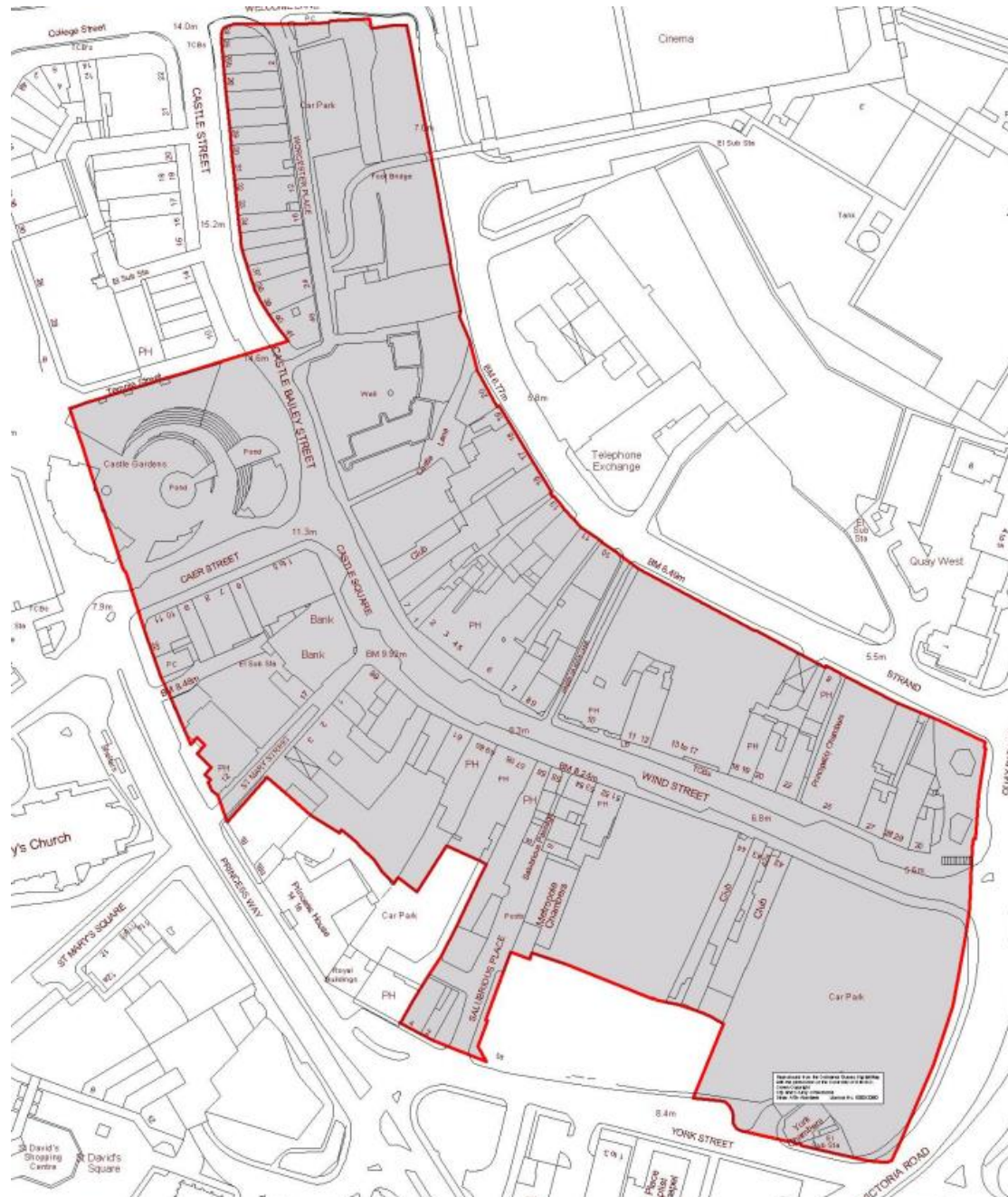


Figure 3 Wind Street Conservation Area boundary © Swansea City Council

1.4.5 The Historic Environment Record

The Glamorgan Gwent Archaeological Trust report (September 2021) includes the following plan identifying the neighbouring sites recorded in the Historic Environment Record. Castle Square is PRN 06320w.

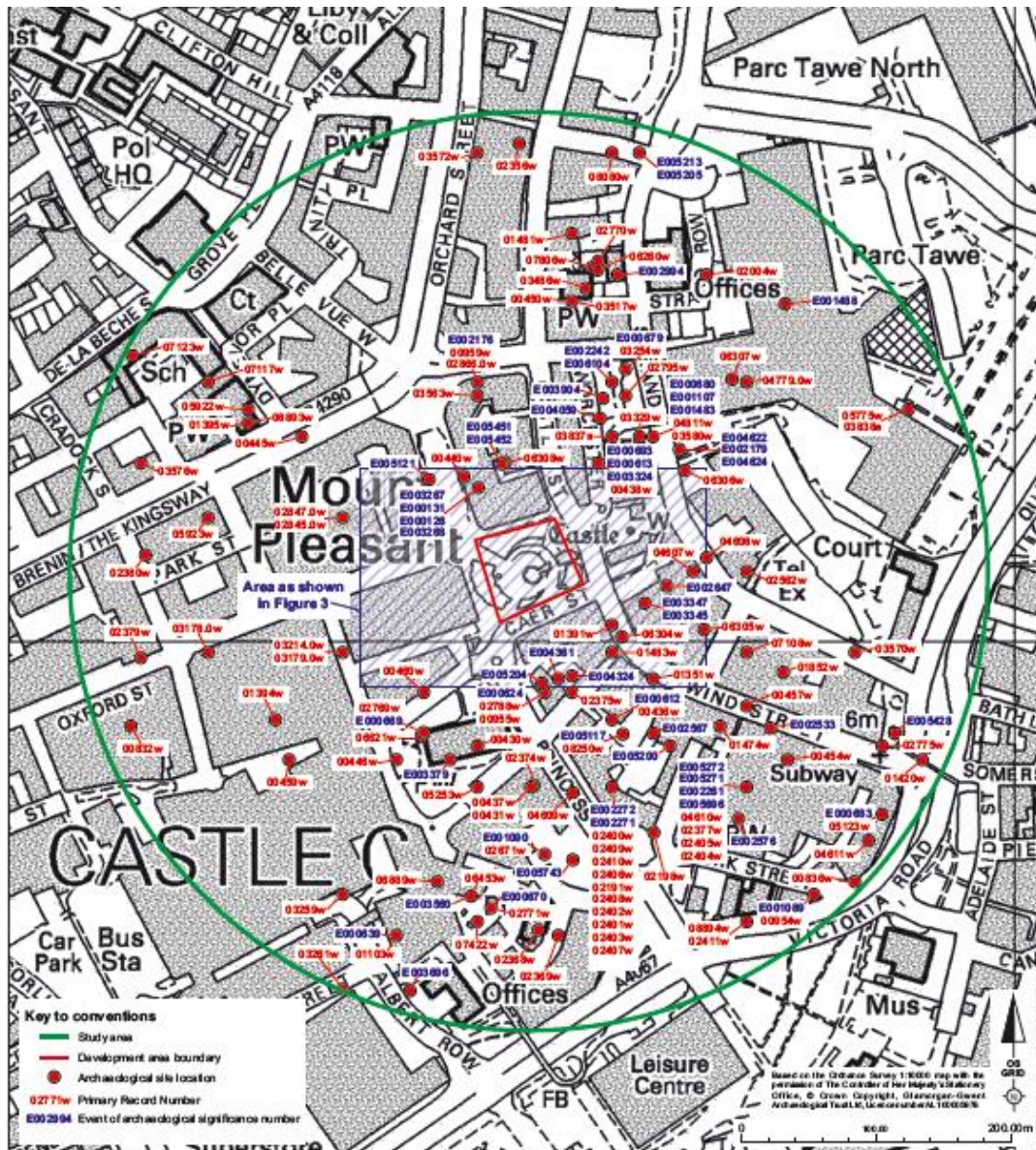


Figure 4 Map showing sites recorded in the Historic Environment Record © Glamorgan Gwent Archaeological Trust copied from their September 2021 report

2.0 History of Castle Square

2.1 The Castle Square as seen today is the result of late 20th century redevelopment of a public space known as Castle Gardens. This was created after the 2nd World War as a response to the extensive bomb damage between 19th and 21st February 1941. This included the destruction of the former Ben Evans Department Store which itself was a product of 19th century regeneration following Swansea's booming industrial and commercial expansion. The 1843 Tithe Map (figure 5) evidences the density of the development then existing on the site of Castle Square. The name Castle Square then existed but it is shown as almost no more than a widening of the road at the top of Wind Street. Before this there was an Elizabethan house on the site and in medieval times it was close to the outer bailey of the Castle.



Figure 5 Swansea Tithe Map dated 1843 © National Library of Wales

2.2 The Castle Gardens recreational area was first created in 1953 and were again redeveloped in 1990s to create the piazza style square seen today. Much of Castle Bailey Street bordering the square was cleared between 1974 and 76 and "removed everything that had obscured the view of the castle from the town"²

² Colin Wheldon James, *The Story of Swansea Castle* (The Historical Association), 2021, p.46

2.3 Historically Swansea Castle belonged to the Lord of Gower and is first mentioned in 1116 ten years after Henry I had granted Henry Beaumont, Earl of Warwick the right to conquer Gower. The earliest castle lay to the north of the existing structure and the site of this is itself a Scheduled Ancient Monument though there are no significant upstanding remains. The main castle building dates from the late 13th / early 14th century but despite the exceptional quality of its arcaded parapet it was no longer a primary residence but instead more of an administrative centre. Indeed the diminished usefulness of the castle led to various gates and towers being sold off in the 14th century and in post-medieval times modern development has severely encroached upon the castle. As seen today it consists of north and south blocks connected by a short stretch of much altered curtain wall. The south block is well preserved with two large windows to the first-floor hall and below there are three vaulted chambers. At the west end is a spectacular round tower surviving to its full height. To the north is the remains of a rectangular tower that was later converted to a debtors' prison.

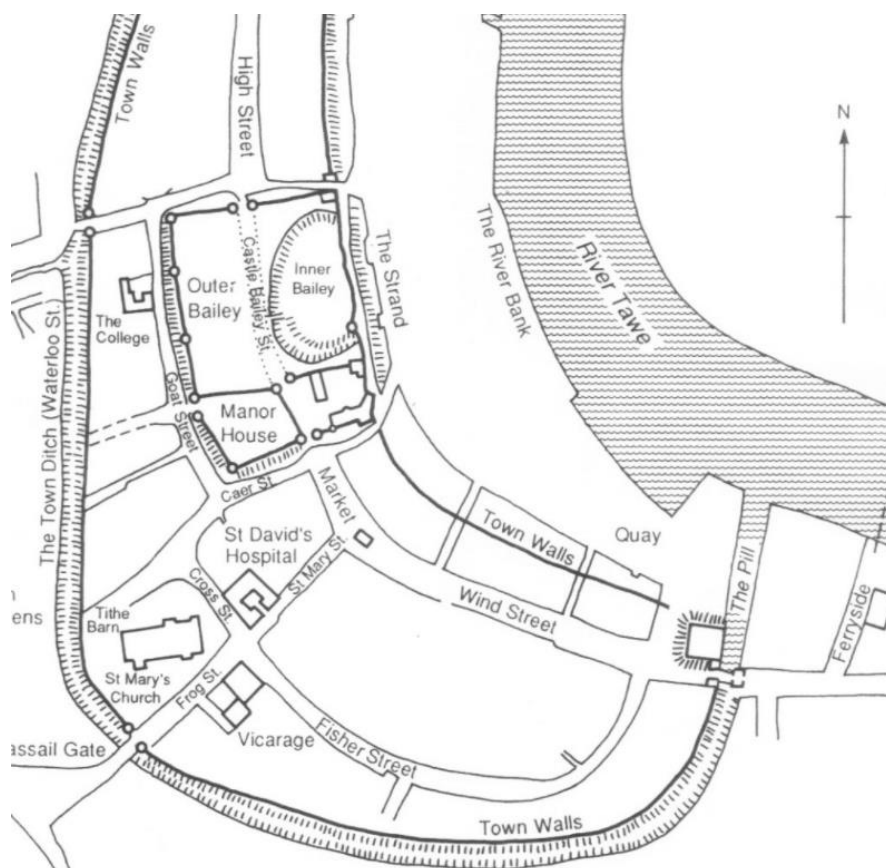


Figure 6 Plan of town and castle in 14th century © www.medievalheritage.eu

2.4 By the mid-17th century the castle was in poor condition. The square tower then became a bottle factory and in 1700 the town hall was built in

the castle courtyard. By the mid-18th century the medieval Great Hall had become the Workhouse. In the 19th century the town hall was converted to a post office and by 1850 a military Drill Hall had superseded the workhouse. By this time the River Tawe had been diverted away from the castle on its eastern side.



Figure 7 Swansea Castle attributed to J M Ince © City and County of Swansea: Swansea Museum Collection. (Ince died in 1859 so this painting is mid 19th century)

2.5 A large part of the castle was demolished in 1909-13 to make way for a newspaper office and indeed in the 1930s Dylan Thomas worked here. The existing stone paving and landscaped setting to the castle is the result of a project in 2012 funded by the European Regional Development Fund and the Welsh Government. Further public access was intended but this has not been realised.

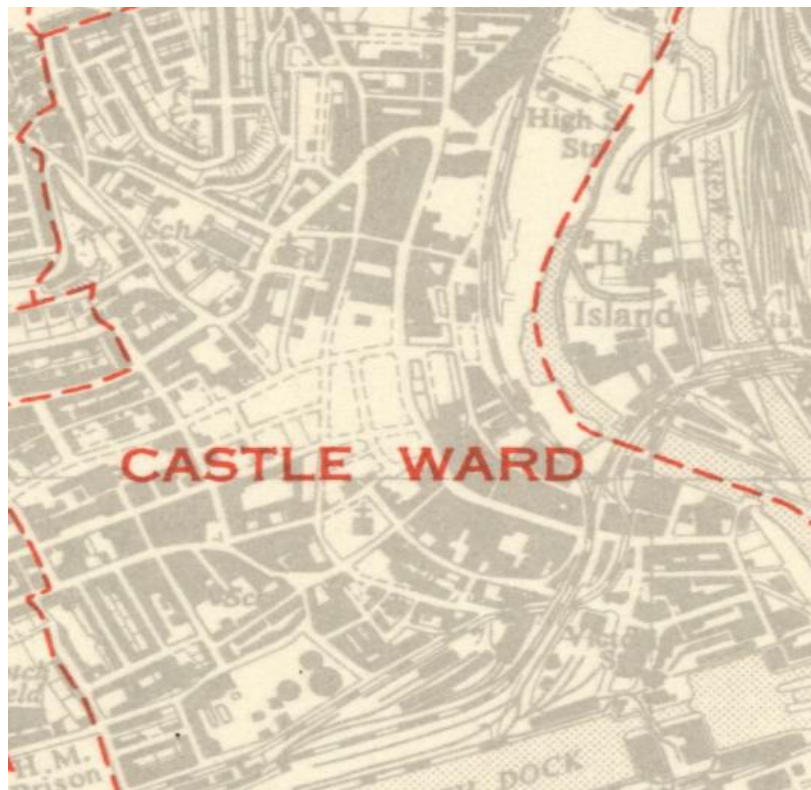


Figure 8 Ordnance Survey Map SS69 – B, published 1951 © National Library of Scotland (shows the empty area of castle square and a large bomb-damaged area to the north)



Figure 9 Detail from OS Map dated 1991 Figure 10 Postcard of Castle Square Gardens (both images copied from Acme presentation dated 14.12.21)

3.0 Description of Castle Square

3.1 The square is bordered to the south by Caer Street which is characterised by a terrace of three-storey buildings with black and white, imitation, close-studded facades and a mixture of commercial frontages to the ground floors (figure 10). Two separate bays have gabled and jettied upper floors and to the east end the first floor is recessed. The west end has a splayed corner leading towards Princess Way and the east end has a splayed corner into Wind Street.

3.2 The square is bordered to the west by Princess Way and a large three-storey brick range characterised by small square windows. It has a splayed corner at the north end leading into Oxford Street (figures 11&12).

3.3 To the north (figure 13), the higher end of the square, it is bordered by the eastern end of Oxford Street. This is characterised by a tall range currently under scaffolding and with the upper part of the façade faced in green panels. To the eastern end of this side, the building steps down slightly and on the corner with Castle Bailey Street is a 3-storey dressed stone faced block with metal framed windows and a modern retail frontage.

3.4 The most architecturally significant building bordering Castle Square is that at the north-east corner fronting onto Castle Bailey Street (B4489). It has a Portland Stone neo-classical façade with distinctive arcaded ground floor. It is of three-storeys with a dentil cornice, a frontispiece like emphasis to the central bay and a splayed corner to the south where it wraps around for one further arcaded bay facing the castle (figures 14&15).

3.5 Overall the character of the buildings around Castle Square is an eclectic mixture of 20th century development including a reference to the timber-framed buildings of the past, the neo-classical style typical of the commercial areas of cities such as Swansea and some influence from the Festival of Britain style of the immediate post-war era.

3.6 The central area of the square is paved and the surface graded up from the lower level of Caer Street to the upper level to the east. It is characterised by a hard landscape with modern paved surface and stone structures including the key-lock shaped fountain pool to the centre and the steps and pool to the east. The latter includes an artwork entitled Leaf Boat (as seen in figure 11), designed in 1996 by Amber Hiscott, the well-known, Swansea-born, contemporary glass artist. The circular form of the pedestrianised area to the centre contrasts with the quadrilateral form of

the square as a whole. The changes in levels are experienced most clearly at the east end where the mixture of architectural styles is also most clearly seen.



Figure 11 Castle Square south side – Caer Street seen from the centre of the square



Figure 12 Castle Square view across the square towards the south-west corner



Figure 13 Castle Square – view across square towards north-west corner



Figure 14 Castle Square view across square to north side



Figure 15 Castle Square view across square to east side



Figure 16 View from castle towards north-east corner of Castle Square



Figure 17 View from centre of square towards castle showing change in levels and dominance of BT tower



Figure 18 View across Castle Square towards south-east corner at top of Wind Street

4.0 The Heritage Setting

4.1 As shown in figures 2 and 3 the heritage setting of Castle Square is defined by the scheduled ancient monuments of Swansea Castle (primarily the new castle) and the listed buildings of Wind Street as well as the wider Wind Street Conservation Area. Additionally there is the listed Castle Cinema immediately to the north of the castle and listed buildings on St Mary's Street as it leads through to Princess Way.



Figure 19 Castle Cinema to Worcester Place to north of the castle

4.2 There are no heritage assets facing directly onto the square other than the castle itself at its east end. The castle is undoubtedly the most significant historic structure in the centre of the city and is a striking landmark on the edge of the square though it is also overwhelmed by later development in a way that makes it feel somewhat marooned by its setting.



Figure 20 Swansea Castle and the dominant BT tower and modern development to east

4.3 Wind Street leads off the south-east corner of the square and has some of the most impressive and diverse clusters of historic buildings in the city centre. The fact that the street is pedestrianised allows these buildings to be appreciated as a group and from this direction it provides a strongly architecturally approach to the castle though the latter is not seen at any great distance on account of the curve of the road.



Figure 21 View along Wind Street towards Castle Square

4.4 At the south-west corner there is a glimpse of St Mary's Church, of medieval origin but much rebuilt especially after bomb damage in WWII.



Figure 22 View out of the south-west corner of Castle Square towards St Mary's Church

4.5 The setting of the castle is disappointingly harsh with defined areas of grass bank dotted with metal benches. There is also a curiously enclosed area against its south-east side which adds to the municipal character of the setting of the castle. A walk through the square does not necessarily include a walk past the castle as Castle Bailey Street acts as a barrier that has to be crossed. As a result the heritage setting of the castle could be said to be physically narrower than it is visually.



Figure 23 View of the immediate setting of the castle on its north side



Figure 24 View showing the physical and visual separation between Castle and Castle Square resulting from the road and bollards



Figure 25 View at top of Wind Street showing railed area on south side of the castle

5.0 Significance and Assessment of Heritage Values

5.1 Assessment of Heritage Values

Cadw has published *Conservation Principles*³ setting out how historic assets should be managed to sustain their values. This report has described the heritage asset and explained its significance. The next stage is to test this understanding against the conservation principles adopted by Cadw on behalf of Welsh Government. These principles start from the point of view that changes within the historic environment is inevitable and that conservation is often more about the careful management of that change rather than the prevention of it. The guidance set out by Cadw requires that:

"New work must respect the setting and significance of the historic assets affected. The quality of design and execution must add value to that site and its setting, both now and in the future."

It sets out criteria for how significance can be evaluated, considering Evidential, Historical, Aesthetic and Communal values and says that:

"The significance of an historic asset embraces all of the cultural heritage values that people associate with it".

5.2 Evidential Value

This derives from those elements of an historic asset that can provide evidence about past human activity, including its physical remains or historic fabric. These remains provide the primary evidence for when and how an historic asset was made or built, what it was used for, and how it has changed over time.

Castle Square itself is evidentially a modern area of public realm designed to provide safe pedestrian space and somewhere to congregate. The buildings around the square are clearly commercial and the diversity of architectural styles is evidence of piecemeal post-war re-development after the ravages of WWII bombing. Overall this evidence is of low heritage value as it is substantially modern and without exceptional interest. Conversely the castle has outstanding evidential value as the remains of a medieval castle and the most important physical reminder of Swansea's history as a major settlement since the Norman period. Although the structure is ruinous it retains the circular tower to the south-west corner

³ *Conservation Principles for the sustainable management of the historic environment in Wales, March 2011*

almost complete and to the south side over the Great Hall it displays the ornate arcaded parapet evidence of the high status of the castle in the early 14th century.

5.3 **Historical Value**

A heritage asset might illustrate a particular aspect of past life or it might be associated with a notable family, person, event or movement. These illustrative or associative values of a heritage asset may be less tangible than its evidential value but will often connect past people, events and aspects of life with the present.

Castle Square has a long history as a focus of the centre of the city but it has experienced enormous change throughout the post-medieval period. The concept of a large square as seen today is modern and stems from the post-war rebuilding after bomb damage when Castle Square Gardens was created in 1950s. The square was subsequently redesigned in the 1990s to create what we see today. Overall it has relatively low historical value though it is important to recognise that it does commemorate a transformational period in Swansea's history. The buildings around the square have low historical value. Conversely the castle itself has outstanding historical value as a surviving medieval castle granted by the king. There is additional historical value in the post-medieval uses including Gaol and Town Hall. It is one of the city's principal historic assets.

5.4 **Aesthetic Value**

This derives from the way in which people draw sensory and intellectual stimulation from a heritage asset. This might include the form of a heritage asset, its external appearance and how it lies within its setting. It can be the result of conscious design or a seemingly fortuitous outcome of the way in which a heritage asset has evolved and been used over time, or it may be a combination of both. Inevitably, understanding the aesthetic value of a heritage asset will be more subjective than the study of its evidential and historical values. Much of it will involve trying to express the aesthetic qualities or the relative value of different parts of its form or design.

Castle Square has limited aesthetic value in its present form. Its character is of a somewhat harsh and dated urban landscape creating a public realm that is passed through rather than tempting to want to spend time in. The buildings around the square are of mixed aesthetic value. That to the north-east corner on Castle Bailey Street, although not listed, has definite aesthetic value in its neo-classical design and high-quality materials. The mock half-timbered buildings along Caer Street are unconvincing as

vernacular revival designs and are consequently of relatively low aesthetic value. The Leaf Boat in the upper pond is of artistic interest though its aesthetic values could be equally appreciated in a different location. By contrast the castle is of higher aesthetic value on account of the interest of its medieval fabric and especially for its arcaded parapet that in its design echoes two of the finest medieval monuments in Wales, the Bishop's Palace at St. David's and Lamphey Palace. Notwithstanding the undoubted aesthetic value of the castle it is much diminished by the encroachment of modern buildings, in particular the way the experience of the castle is overwhelmed by the scale of the BT tower immediately to the east. It is also diminished by the nature of the hard landscaping close to the castle and the condition of the masonry and the lack of interpretation. The poor condition of the monument is a reason why it is not open to the public.

5.5 Communal Value

This derives from the meanings that a heritage asset has for the people who relate to it, or for whom it figures in their collective experience or memory. It is closely linked to historical and aesthetic values but tends to have additional or specific aspects. Communal value might be commemorative or symbolic. For example, people might draw part of their identity or collective memory from a heritage asset, or have emotional links to it. Such values often change over time and they may be important for remembering both positive and uncomfortable events, attitudes or periods in history. Heritage assets can also have social value, acting as a source of social interaction, distinctiveness or coherence, and also economic value, providing a valuable source of income or employment.

Castle Square has high communal value as it is used by local people shopping or meeting for recreation in the city centre. The square and the buildings around it will all be well known to local people and with its origins as Castle Square Gardens it commemorates the wartime suffering that the community of Swansea experienced. The Castle also has high communal value given its prominence as a landmark in the city centre though its value is diminished by the fact that it is closed to the public and the area immediately around it is not an inviting area of public realm in which to spend time.

5.6 Heritage Values of other buildings within its setting

The Wind Street Conservation Area has many buildings of heritage value. Buildings such as the former banks (Lloyds, National Westminster and Barclays) display clear evidence of their commercial origins and the prosperity of the city in the Victorian / Edwardian era. These are of high

evidential and historical value and many of these buildings also display high aesthetic value in their fenestration and materials. Wind Street is also a popular thoroughfare of communal value. Overall the conservation area is an area of definite heritage values that form an important approach to Castle Square.



Figures 26 and 27 Examples of the more significant buildings on SW side of Wind Street



6.0 Description of the Proposed Works and the assessment of their heritage impact

6.1 The proposed works propose a transformation of Castle Square to make it a more pleasing and more flexible part of the city centre and to integrate it better with the Castle. The proposals would provide:

- a significant increase in the amount of greenspace with accessible lawn, diverse planting and introduction of new trees;
- two pavilions with a total of six units providing retail and food and drink;
- a flexible central space for events;
- seating terraces;
- improvement to the highway so that Caer Street in particular feels more part of the square and less dominated by cars and buses;
- new paving including designs influenced by local artist Alfred Janes
- flush jet water features;
- new lighting

To achieve this the appearance of the existing square would be considerably changed in terms of its paving, materials and lighting and in its relationship to the surrounding buildings, including the castle. The existing concrete fountain pool would be removed as would existing street furniture. The existing TV screen would be replaced.

6.2 The image below shows the more vibrant paving and the increased planting as part of the proposal to improve the aesthetic character of the square. The image also shows one of the proposed canopies to one of the pavilions. This has been reduced in its extent so as not to intrude on views towards the castle. One pavilion is proposed to be located at Square level with a roof accessible from Castle Bailey Street level. The other pavilion is proposed to be located at the junction of Oxford Street and Princess Way, at the same level as the central square.

6.3 The objective is also to better integrate the castle into the landscaping of, and activities within, the square. This is shown as being possible to achieve with careful use of materials and redesign of the road.



Figure 28 Concept design showing view from the square towards the castle © Acme



Figure 29 Concept design showing revised road layout, planting and location of proposed pavilions © Acme



Figure 30 Concept design showing view from the square towards the castle © Acme

6.4 The above image illustrates the physical presence of the castle relative to the square and emphasises how this is not taken advantage of in the square's present form. With careful design it will be better able to make the castle a stronger part of the experience of the square.

6.5 The Leaf Boat has the potential to be relocated within the city without losing its aesthetic value. An appropriate location needs to be identified if it is not to form part of the Castle Square regeneration proposals.

6.6 There remains the need to mitigate the impact of the BT tower which cannot be removed but it is acknowledged that concern has been expressed about trees being introduced close to the castle.

6.7 With regard to lighting the existing units are unsightly and flood the castle with light rather than provide more subtle enhancement through illumination as is now proposed. It is important that any new lighting does not dominate either in its lux levels or spread and nor in the appearance of its units. The impact of the proposed tall poles on which lights could be fixed needs to be carefully considered.

6.7 The artistic references in the proposed paving to the local artist Alfred Janes, together with a full redesign of street furniture will enhance the character and appearance of the square.

6.8 The evolution of this regeneration of Castle Square has considered not just the impact on views towards the castle but also of views from the castle towards the square. From higher levels of the castle there are good views of the square and these will be preserved. Whilst these views are not readily obtainable at present the regeneration of the square avoids

prejudicing future access and inter-visibility from high vantage points. Indeed it is strongly recommended that in the medium-term funding is secured to repair the castle and to enable increased public access.



Figure 31 View from the top of the tower onto Castle Square

6.9 The area to the west of the castle has been the subject of relatively recent archaeological investigation and the evidence found to be substantially post-medieval. Much of it relates to the mid-18th century works in creation of the debtors' prison. The potential for archaeological disturbance is informed by the 2011 report by Chris Smith of Archaeology Wales and more recently by Glamorgan Gwent Archaeological Trust's Desk-Based Assessment (August 2021) which provides the primary assessment of archaeological significance for this site. The GGAT report assesses the potential impact of the proposed development on a range of neighbouring sites and identifies 'None' or 'Minor/None' for all, except Castle Square itself, for which the report concludes there would be a Minor/Beneficial impact. The report also confirms the degree to which Castle Square and any archaeology that it may have had relating to the castle has been damaged through war time bombing and subsequent redevelopment. The rubble was dug out from the east side and the square reduced to a lower level though it is important to note that the GGAT report states that "it is however unclear whether there is any potential for the survival of earlier material

relating to the outer bailey of the castle and the medieval and post-medieval town towards the west side of the square.” The proposed redevelopment should therefore ensure that there is an appropriate watching brief in place when undertaking the groundworks.

6.10 It is important to note that the scheme as now presented has been through a number of iterations considering a range of six options and discounting those that had greater impact on the setting of the castle. A number of locations for the two pavilions were tested during Stage 1 of the design process. Positioning of these pavilions was assessed on a range of criteria including their visibility from key approaches versus their impact on the visibility of the castle and its setting. A range of views of the castle were assessed as existing and as proposed and these are shown in the following images.

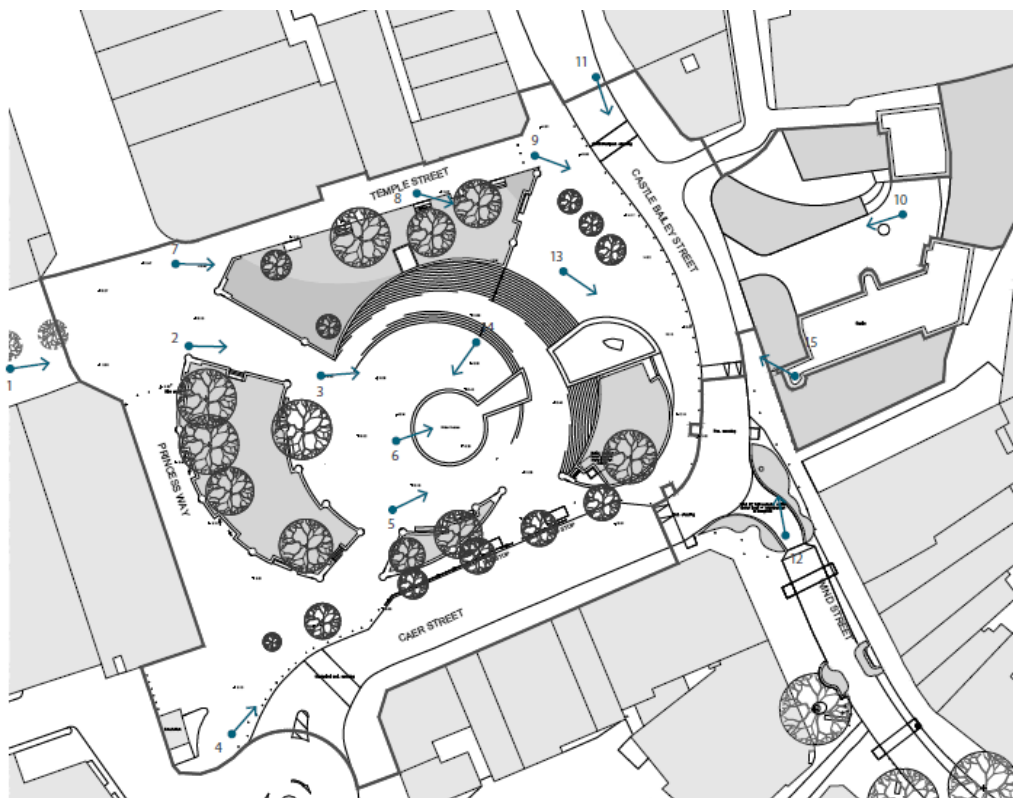


Figure 32 Direction of key views of the castle © Acme





Figure 33 Series of As Existing & As Proposed Views of the Square as setting for the Castle

7.0 Relevant Planning Policy and Guidance

7.1 Key Legislation

Castle Square lies within a conservation area but is not listed nor are any of the buildings that border it listed, other than the Castle. The castle itself is a Scheduled Ancient Monument as well as a listed building and so the Historic Environment (Wales) Act 2016 sets out how the setting of the castle should be protected. There are no proposals to alter the fabric of the castle and so the key proposals set out by Acme do not require specific Listed Building Consent or Scheduled Monument Consent. They do however require planning consent and the impact on the heritage will be an important material factor in the decision-making process.

7.2 Local Planning Policy

The City and County of Swansea's Local Development Plan (LDP) 2010-2025 was adopted in February 2019. It sets out a wide range of objectives and policies including those relating to the built environment and respecting distinctiveness. The LDP refers to Planning Policy Wales for the core guidance on listed buildings.

Policy HC 1: Historic and Cultural Environment states:

"The County's distinctive historic and cultural environment will be preserved or enhanced by:

- i) Requiring high quality design standards in all development proposals to respond positively to local character and distinctiveness;*
- ii) Identifying and safeguarding heritage assets, sites and their settings;*
- iii) Supporting heritage and cultural led regeneration schemes;*
- iv) Safeguarding and promoting use of the Welsh language."*

Under the heading of this policy, paragraph 2.6.2 is relevant to this project in that it states that the strategic policy HC 1 above seeks:

"to secure the sustainable management, preservation and enhancement of the character and appearance of the historic and cultural environment, whilst supporting appropriate heritage led regeneration proposals to realise the social and economic potential of these assets."

Paragraph 2.6.5 states:

"It is important to understand the significance of heritage assets in order to assess the acceptability of change. Heritage Impact



Assessments (HIA) are required by TAN 24 The Historic Environment (2014) for listed building consent and conservation area consent applications. It may also be necessary to adopt the HIA approach for settings of listed buildings, development in conservation areas, and undesignated heritage assets."

Policy HC 2 : Preservation or Enhancement of Buildings and Features states:

"The County's buildings and features of historic importance will be preserved or enhanced through the following measures:

- i. Proposals for alteration and/or extension to a listed building or its curtilage must ensure that the special architectural character or historic interest is preserved;*
- ii. The change of use of a listed building or its curtilage will only be permitted where this contributes towards the retention of a building or its sustainable re-use without having an adverse effect on its character, special interest or structural integrity;*
- iii. Permission will not be granted for the total or substantial demolition of a listed building, unless there is the strongest justification and convincing evidence that the proposal is necessary;*
- iv. Proposals which will have a relationship to a listed building or its curtilage must ensure that the setting is preserved;*
- v. Development within or adjacent to a conservation area will only be permitted if it would preserve or enhance the character or appearance of the conservation area or its setting. New development in such locations must also be of a high standard of design, respond to the area's special characteristics, and pay particular regard to:*
 - a. Important views, vistas, street scenes, roofscapes, trees, open spaces, gaps and other features that contribute to the character or appearance of the conservation area;*
 - b. the retention of historically significant boundaries or other elements that contribute to the established form of development;*
 - c. the relationship to existing buildings and spaces, and grain of development;*
 - d) scale, height and massing, architectural design, established architectural detailing, the use of materials, boundary treatment and public realm materials."*

7.3 National Planning Guidance

7.3.1 National Policy on the historic environment is set out in Planning Policy Wales (Edition 11, February 2021 - Chapter 6, Distinctive and Natural Places). This recognises that the historic environment is a finite resource and can only be maintained for future generations if the individual historic assets are protected and conserved.

Section 6.1.5 states that Cadw's published Conservation Principles highlights the need to base decisions on an understanding of the impact a proposal may have on the significance of an historic asset.

Section 6.1.6 sets out the Welsh Government's specific objectives for the historic environment as being to:

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

7.3.2 Technical Advice Note 24 published in May 2017 sets out general guidance on the management of the historic environment, heritage impact and setting of historic assets.

Paragraph 1.15 states that:

"Heritage impact assessment is a structured process that enables the significance of a designated asset to be taken in to account when considering proposals for change. Heritage impact assessments should be proportionate both to the significance of the historic asset and to the degree of change proposed, and should include sufficient information to enable both the significance of the asset and the impact of change to be understood. The results of the heritage impact assessment should be summarised in a heritage impact statement which must form part of any listed building consent, conservation area consent and, when requested, scheduled monument consent applications."

Paragraph 1.26:

“It is for the applicant to provide the local planning authority with sufficient information to allow the assessment of their proposals in respect of scheduled monuments, listed buildings, conservation areas, registered historic parks and gardens, World Heritage Sites, or other sites of national importance and their settings. These principles, however, are equally applicable to all historic assets, irrespective of their designation.”

Paragraph 7.4:

“It is recommended that applicants hold pre-application discussions with the local planning authority about the proposed works that require planning permission and Cadw can be invited to attend any meetings to give their advice to the applicant.”

7.4 Cadw’s Published Guidance

In May 2017 Cadw published relevant guidance documents, one on *Heritage Impact Assessment in Wales*. They explain how vital it is to understand the implications of any proposed change before development is consented. They explain why the process of Heritage Impact Assessment can help make positive changes to historic assets. The guidance underlines that “*Understanding the significance of your historic asset is the key to effective heritage impact assessment*” and that “*heritage impact assessment helps you to make changes to your historic asset that are in line with the principles of good design*”.

Managing Setting of Historic Assets in Wales (published May 2017) states that:

1. Setting is important to the way in which historic assets are understood, appreciated and experienced and contributes to their significance;
2. Setting often extends beyond the property boundary of an individual historic asset into a broader landscape context. Intangible as well as physical factors can be important to understanding the setting of a historic asset. These may include function, sensory perceptions or historical, artistic, literary and scenic associations;
3. National planning policy encourages local planning authorities to take the settings of historic assets into account when preparing development plans and when determining planning applications;
4. When change or development is proposed, it is important to identify the historic assets that might be affected, define their setting and



- understand how that setting contributes to the significance of the historic assets;
5. If a proposed change or development is likely to have an impact on a historic asset and its setting, the applicant should prepare a proportionate and objective written assessment of that impact to inform the decision-making process;
 6. Development proposals should aim to avoid any harmful impact on a historic asset and its setting;
 7. It is good practice for applicants to discuss with their local planning authorities whether a planning application should include an assessment of the impact of the proposed development on the historic asset and its setting;
 8. It is good practice to make the written report understandable to non-specialist readers. The applicant should lodge a copy of the report with the appropriate historic environment record.

8.0 Summary



This report has set out the required understanding of the historic character and significance of Castle Square and its setting. It has concluded that the core of the square as seen today has low heritage values and overall has a character that tends to detract from the setting of the castle more than it enhances it. This report has emphasised that the significance of Swansea Castle is greater than the quality of the current experience of it might suggest.

Accordingly, a redesign of the square as now proposed offers the opportunity to enhance the setting of the castle and to raise awareness of its heritage significance. The proposals would deliver considerable change to the central part of the square but the buildings around it would remain as existing as would the arrival points at the square. In terms of the Wind Street Conservation Area, the proposals have the opportunity to enhance the north end of the designated area through carefully chosen materials, greater pedestrian movement and more reasons to stop and spend time in the square. The series of existing and proposed views at figure 33 shows how that whilst considerable change is proposed, the primary heritage impact would be positive.

APPENDIX

Key Heritage Designation entries

Swansea Castle

Scheduled Monuments- Full Report		 Cadw	 <small>Llywodraeth Cymru Welsh Government</small>
Summary Description of a Scheduled Monument			
Reference Number GM012	Name Swansea Castle	Date of Designation 	Status Designated
Location			
Unitary Authority Swansea	Community Castle	Easting 265718	Northing 193085
Broad Class Defence	Site Type Castle	Period Medieval	
Description			
Summary Description and Reason for Designation			
<p>The following provides a general description of the Scheduled Ancient Monument.</p> <p>The monument consists of the remains of a castle dating to the medieval period. Swansea Castle stands on a cliff top, below which the River Tawe originally flowed, and its position was strategic: it commanded the lowest crossing of the river, the main east-west route in south Wales, and a good harbour. What is visible now is only a small part of the latest castle on the site, which in its heyday in the late 13th century stretched from Welcome Lane in the north to Caer Street in the south, and from the cliff top in the east almost to Princess Way in the west. (The first phases of castle building found to the north are scheduled under GM441).</p> <p>Swansea Castle's history was a turbulent one: it suffered in many Welsh raids, and changed hands many times. It was a Norman castle, first mentioned in 1116 as being attacked by the Welsh. It was established by Henry I's friend Henry de Beaumont, first earl of Warwick, as the seat of administration of the marcher lordship of Gower, which Henry bestowed on him in about 1106. This first castle was of motte and bailey type and nothing of it remains above ground.</p>			



The west side of its deep ditch has been excavated to the north of the present remains. It was rebuilt in stone on the same site, probably after being razed by the Welsh in 1217. Nothing remains above ground of this stage either, but the west side of the curtain wall has been found, together with a mural tower. To the south-west of this small castle, called the 'Old Castle', a large roughly rectangular outer bailey was walled in stone in the 13th century.

The 'New Castle', of which the present day remains were part, lay in its south-east corner, built on the site of an earlier graveyard. This 'New Castle' dates from the late 13th to early 14th century, by which time Edward I's pacification of Wales had deprived it of any military importance. It continued as an administrative centre but at a reduced level. Its holders, then the de Braoses, preferred to live at Oystermouth Castle, and inevitable decline set in. Stripped of their usefulness, the various gates and towers of the bailey - Harold's Gate, Donald's Tower, Bokynham Tower and Singleton Tower - were sold off in the early 14th century.



The visible remains consist of the north and south blocks, probably the work of William de Braose II and William de Braose III, connected by a short stretch of much-altered curtain wall. The curtain wall was originally continued up Castle Bailey Street on the west, and west from the north block to enclose a roughly rectangular area, with an entrance on the west side. The well preserved south block, which occupied most of the south side of the 'New Castle', is the most spectacular part, with its picturesque arcaded parapet on top of the outside walls. This was probably a slightly later addition to the main building, which was a residential block. The two large windows on the south side are the windows of the first-floor hall, and below them are the narrow windows of three barrel-vaulted chambers. In the angled wing to the east was a sub-basement with great battered walls, from which there was access to the river. On the first floor was a solar, or private chamber, reached by steps on the west side. At the west end of the block is a spectacular circular garderobe tower standing to its full height, and in the south-east angle is a small turret with an arrowslit.

The small rectangular tower to the north has been much altered in post-medieval times, but retains a few original features such as cross arrowslits. On the ground floor are three vaulted chambers, with four rooms above them inserted in the late 18th century when the block was turned into a debtors' prison. It had probably been used as a prison for a long time before.

The monument is of national importance for its potential to enhance our knowledge of medieval defensive practices. The monument is well-preserved and an important relic of the medieval landscape. It retains significant archaeological potential, with a strong probability of the presence of both structural evidence and intact associated deposits.

The scheduled area comprises the remains described and areas around them within which related evidence may be expected to survive.

Original Swansea Castle

Scheduled Monuments- Full Report	 Cadw	 Llywodraeth Cymru Welsh Government
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Summary Description of a Scheduled Monument

Reference Number	Name	Date of Designation	Status
GM441	Original Swansea Castle	14/03/1990	Designated

Location

Unitary Authority	Community	Easting	Northing
Swansea	Castle	265699	193157

Broad Class	Site Type	Period
Defence	Castle	Medieval

Description

Summary Description and Reason for Designation

The following provides a general description of the Scheduled Ancient Monument.

The monument consists of the remains of the first phases of Swansea Castle. (The later phases of the castle to the south are scheduled under GM012). The castle stands on the crest of a north-south gravel scarp, bounded on the east by the navigable River Tawe (now represented by The Strand). Its position was strategic: it commanded the lowest crossing of the river, the main east-west route in south Wales, and a good harbour.

Swansea Castle's history was a turbulent one: it suffered in many Welsh raids, and changed hands many times. It was a Norman castle, first mentioned in 1116 as being attacked by the Welsh. It was established by Henry I's friend Henry de Beaumont, first earl of Warwick, as the seat of administration of the marcher lordship of Gower, which Henry bestowed on him in about 1106. This first castle was of motte and bailey type and nothing of it remains above ground. The west side of its deep ditch has been excavated to the north of the present remains. It was rebuilt in stone on the same site, probably after being razed by the Welsh in 1217. Nothing remains above ground of this stage either, but the

west side of the curtain wall has been found, together with a mural tower. To the south-west of this small castle, called the 'Old Castle', a large roughly rectangular outer bailey was walled in stone in the 13th century.

The monument is of national importance for its potential to enhance our knowledge of medieval defensive practices. The monument is well-preserved and an important relic of the medieval landscape. It retains significant archaeological potential, with a strong probability of the presence of both structural evidence and intact associated deposits.

The scheduled area comprises the remains described and areas around them within which related evidence may be expected to survive.