

Complete Agenda

CABINET

GWYNEDD COUNCIL

DATE	Tuesday, 28th June, 2022
TIME	1.00 pm
LOCATION	Siambr Hywel Dda, Council Offices, Caernarfon, Gwynedd, LL55 1SH
CONTACT POINT	Annes Siôn 01286 679490 cabinet@gwynedd.llyw.cymru

GWYNEDD COUNCIL CABINET MEMBERS

Members	
Dyfrig Siencyn	Leader of the Council
Nia Wyn Jeffreys	Deputy Leader
Craig ab Iago	Cabinet Member for Housing
Beca Brown	Cabinet Member for Education
Berwyn Parry Jones	Cabinet Member for Highways and Municipal and YGC
Dafydd Meurig	Cabinet Member for Environment
Dilwyn Morgan	Cabinet Member for Adults, Health and Wellbeing
Elin Walker Jones	Cabinet Member for Children and Young People
Ioan Thomas	Cabinet Member for Finance
Menna Jones	Cabinet Member for Corporate Support

AGENDA

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GWYNEDD COUNCIL CABINET



Report to a meeting of Gwynedd Council Cabinet

Date of meeting: 28th June 2022
Cabinet Member: Cllr. Dafydd Meurig
Contact Officer : Gareth Jones – Assistant Head of Environment Department

Title of Item Supplementary Planning Guidance: The Slate Landscapes of Northwest Wales, World Heritage Site

THE DECISION SOUGHT

That the Cabinet:

- 1) Approve the changes that are included in the Consultation Report; and
- 2) Formally adopt the Slate Landscapes of Northwest Wales World Heritage Sites SPG to be used as material planning consideration with the Gwynedd Council Local Planning Authority Area
- 3) Delegate the right for the Assistant Head of Department (Environment Department) to make any non-material modifications, which may be required to the draft SPG before it is published on the website.

THE REASON FOR THE NEED FOR A DECISION

The Slate Landscapes of Northwest Wales World Heritage Sites SPG needs to be formally adopted so that it can be used as a material planning consideration in decision making within the Gwynedd Council Local Planning Authority Area.

1. Introduction

- 1.1 Both Gwynedd Council and the Snowdonia National Park Authority are committed to preparing a range of Supplementary Planning Guidance to support their respective Local Development Plans, which contain strategic and development policies as a basis for deciding planning applications. Supplementary Planning Guidance documents (SPGs) provide further detailed information, in support of the Local Development Plan policies. SPGs should expand and interpret planning policies and not in themselves, form new areas of policy. The aim and purpose of this presenting this report to the Cabinet is to agree upon the current content of the SPG, for it to be adopted. Once adopted it will be a material planning consideration in determining planning applications.

2. Purpose

2.1 The Purpose of this Guidance is to:

- assist the public and their agents in preparing planning applications and in guiding them in discussions with officers before submitting planning applications,
- assist officers to assess planning applications, and officers and councillors to make decisions about planning applications within the Gwynedd Council Local Planning Authority area and Snowdonia National Park Authority area, and
- help Planning Inspectors make decisions on appeals and,
- give specific advice on planning issues relating to the Slate Landscape of Northwest Wales World Heritage Site (WHS).

2.2 The general aim is to improve the quality of new developments and facilitate a consistent and transparent way of making decisions.

3. Public Consultation

3.1 A draft version of this SPG was approved for public consultation during a meeting of the Gwynedd Council Cabinet on October 12th 2021 and by the SNPA's Planning and Access Committee on October 20th 2021.

3.2 The approved draft of this SPG was the subject of an 8 week public consultation between the 15th December 2021, and the 9th February 2022.

3.3 Appendix 1 of this report contains a Consultation Report containing details of the public consultation, and a summary of the comments received together with a joint officer response including any proposed changes to the SPG

3.4 A total of 23 comments were received from 8 organisations/members of the public resulting in 7 changes.

3.5 The main messages of the comments are set out below:

- Support the principle of Supplementary Planning Guidance
- Propose an amendment to reflect changes in national guidance
- Propose a minor amendment to correct grammatical errors
- Include information on the Environmental Impact Assessment process
- Not clear how the planning authorities would take steps to ensure that the Welsh language is taken into account in all proposed developments within the World Heritage Site.

3.6 Appendix 1 of this Report sets out an officer's response to the representations received with proposed changes if appropriate. The officer's response sets out a rationale where no change are proposed following a comment.

3.7 The changes to the SPG are set out in Appendix 1. The main changes are set out briefly below.

- Correct grammatical errors
- Include a reference to Future Wales
- Amend text to reflect Edition 11 of Planning Policy Wales
- Include text about the EIA process
- Include text referring to the Supplementary Planning Guidance which provide guidance on how the Welsh language should be taken into account when preparing and determining planning applications.
- Include Maps of the boundaries of the component parts

- 3.8 The Supplementary Planning Guidance document has now been updated to consider the representations received. The amendments can be seen as track changes (see Appendix 2).

OPINION OF THE STATUTORY OFFICERS

Monitoring Officer:

As part of the joint arrangements with Anglesey Council Supplementary Planning Guidance, which relates only to Gwynedd will be considered and adopted by the Cabinet as opposed to the Joint Local Development Plan Joint Committee. The results of the consultation have been set out in the report in detail together with the recommended response. The Cabinet should have regard to these matters in coming to a decision whether to adopt the Supplementary Guidance.

Chief Finance Officer:

Nothing to add from the perspective of financial propriety.

APPENDICIES

Appendix 1: Consultation Report

Appendix 2: Slate Landscapes of Northwest Wales, World Heritage Site Supplementary Planning Guidance

**CYNGOR GWYNEDD COUNCIL
SNOWDONIA NATIONAL PARK AUTHORITY**

**CONSULTATION REPORT:
SUPPLEMENTARY PLANNING GUIDANCE:
THE SLATE LANDSCAPE OF NORTHWEST WALES
WORLD HERITAGE SITE**

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[APPENDIX 1: Summary of Comments received and the responses](#)

1 BACKGROUND

The Policy Context

- 1.1 The SNPA adopted the Eryri Local Development Plan (ELDP) 2016-2031 on the 6th February 2019. The ELDP 2016-2031 contains Strategic Policies and Development Policies as a basis for deciding planning applications. The Gwynedd and Anglesey Joint Local Development Plan was adopted on 31 July 2017. It relates to the Gwynedd and Anglesey Planning Authority areas. The Plan provides wide-ranging policies along with allocations. Supplementary Planning Guidance documents (SPGs) provide further detailed information, in support of LDP policies.
- 1.2 SPGs will be a material planning consideration during the process of assessing and determining planning applications. Welsh Government and the Planning Inspectorate will place considerable weight on supplementary planning guidance that stem from, and are consistent with the LDPs. SPGs should expand and interpret planning policies and not in themselves, form new areas of policy.

The need for a Supplement Planning Guidance

- 1.3 The Slate Landscape of Northwest Wales which comprises of six Component Parts was added to the UNESCO World Heritage Sites in July 2021. The World Heritage Site (WHS) is considered to represent an exceptional example of an industrial cultural landscape that was profoundly shaped by large-scale slate quarrying and underground mining, and by the working and transport of slate for national and international markets. This industry transformed both the environment and the way of life of those who lived and worked in the mountains of Snowdonia and Gwynedd.
- 1.4 The six Component Parts are as follows:
 - ❖ Component Part 1: Penrhyn Slate Quarry and Bethesda, and the Ogwen Valley to Port Penrhyn
 - ❖ Component Part 2: Dinorwig Slate Quarry Mountain Landscape
 - ❖ Component Part 3: Nantlle Valley Slate Quarry Landscape
 - ❖ Component Part 4: Gorseddau and Prince of Wales Slate Quarries, Railway and Mill
 - ❖ Component Part 5: Ffestiniog: its Slate Mines and Quarries, 'city of slates' and railway to Porthmadog
 - ❖ Component Part 6: Bryneglwys Slate Quarry, Abergynolwyn Village and the Talyllyn Railway
- 1.5 The majority of the World Heritage Site is primarily located within the county of Gwynedd, with some of the areas also sitting within and adjacent to the Snowdonia National Park boundary.
- 1.6 For over a decade, with Gwynedd Council leading on the project to secure the North West Wales Slate Landscape 'World Heritage Site' status to protect and promote the

special qualities of these areas for future generations. As the process evolved it became clear that a policy would be required within both the Gwynedd and Anglesey Joint Local Development Plan and the Eryri Local Development Plan to protect the slate landscape while the work to secure WHS status continued. As a result of this policies were included to protect and enhance the then 'Candidate World Heritage Site' within their historic environment policies. Since its inscription as a WHS, the protection and enhancement of the designated landscapes continues to be protected by policies within the LDPs. The SPG provides further detailed information, in support of these Local Development Plan policies.

- 1.7 Gwynedd Council Policy Officers, and National Park Authority Policy Officers have been working together to prepare the SPG since the summer of 2019 and have received extensive input from key stakeholders. These include the Historic Environment Services, Land and Business Owners.

2 PUBLIC CONSULTATION

- 2.1 A draft version of this SPG was approved for public consultation during a meeting of the Gwynedd Council Cabinet on October 12th 2021 and by the SNPA's Planning and Access Committee on October 20th 2021.
- 2.2 The approved draft of this SPG was the subject of a 8 week public consultation between the 15th December 2021, and the 9th February 2022.
- 2.3 Details of the public consultation were available on both Gwynedd Council's and SNPA websites. Paper copies were also available for inspection in Siop Gwynedd (Caernarfon, Pwllheli and Dolgellau), as well as the local libraries located in Gwynedd and the Snowdonia National Park. Emails/letters were also sent to all Councillors, Community Councils, and those on the Authorities Contact Databases.
- 2.4 Interested parties were informed to respond to the consultation through submitting comments by emailing polisicynllunio@gwynedd.llyw.cymru or by post.
- 2.5 A total of 23 comments were received, resulting in 7 amendments.
- 2.6 Appendix A of this report, summarises the comments received, the Authorities Joint response to the comments and, where appropriate, any changes required to the SPG.

APPENDIX 1 - SUMMARY OF REPRESENTATIONS RECEIVED AND OFFICER RECOMMENDATIONS

Resp ID	Rep ID	First Name	Surname	Organisation	Chapter	Paragraph number	Officer Summary	Officer Response	Changes Proposed
SNPA001	001	Grace	Lewis	Network Rail	4	4.23	Consideration should be given to the impact on the existing nearby Network Rail capacity and facilities in assessing development proposals. This should be done in consultation with Network Rail where relevant. Network Rail is a statutory consultee for any planning applications near relevant railway land and Network Rail. Therefore, appreciate the Council providing Network Rail with an opportunity to comments on any future pre-application or planning applications should they be submitted for sites adjoining the railway or within close proximity to the railway as we may have more specific comments to make.	Network Rail is a statutory consultee where applications affect the railway. Where necessary Network Rail will be consulted. Therefore, no changes are proposed to this specific SPG as this is general practice for all relevant planning applications, not just those specific to the World Heritage Site.	No changes proposed.
SNPA002	001			Woodland Trust	General		Should clarify within the SPG that the premature removal of any mature tree or shrub may adversely affect the health and welfare of residents, and cause biodiversity loss and environmental degradation. This cannot be fully or quickly mitigated by new planting. Where development intersects with Woodland Trust land, and all woods open to public access, consultation is required. It is expected for an environmental assessment to be submitted that considers the potential impact of construction and subsequent use, in particular any impact on ancient woodlands or ancient trees, the loss of mature street trees, fragmentation and disturbance of native habitats, and the introduction of street lighting into areas of native habitat. Proposes to include the following overarching principles to establish and	No change. The overarching principles proposed are relevant to all planning applications not only those which will be considered within the designated World Heritage Site Component Areas. Therefore, no changes are proposed to this specific SPG as these are principles which should be considered for all relevant planning applications, not just those specific to the World Heritage Site.	No changes proposed.

Resp ID	Rep ID	First Name	Surname	Organisation	Chapter	Paragraph number	Officer Summary	Officer Response	Changes Proposed	
Page 12							<p>highlight within the SPG:</p> <ul style="list-style-type: none"> • That active travel networks are co-designed with green infrastructure networks and nature recovery networks. • That hard-surfaced active travel tracks are not routed through sensitive and irreplaceable habitats including ancient woodland. • That route selection and design processes ensures that routes retain wildlife habitat and street-side green infrastructure and enhance existing road space with new planting. • That opportunities are sought to work with communities to identify sites along active travel routes for additional tree and shrub planting and carry out that planting. • That appropriate ecological expertise is available in teams responsible for the delivery of Active Travel Plans. 			
	SNPA003	001	Ben	Lewis	Barton Willmore LLP	1	1.8	Propose minor amendment for accuracy: under 'SECTION 2' – 'Part' should be 'Parts'	Agree to amend grammatical error for accuracy (English only)	SECTION 2 - The World Heritage Site - defines WHS in Northwest Wales. It states that the area comprises six separate Component Parts or areas and these are shown on maps in Appendix 1 together with further information on the history, Outstanding Universal Value and physical and social attributes of the WHS.
	SNPA003	002	Ben	Lewis	Barton Willmore LLP	2	2.7	Propose minor amendment for accuracy: last sentence of paragraph should be '...seven well-being goals', rather than '...seen well-being goals'.	Agree to amend grammatical error for accuracy (English only)	These themes consider the needs of residents and businesses in the region and identify opportunities to support the goals of the Well-being of future generations (Wales) Act 2015. The Themes set out in the management plan contribute to the seven well-being goals.
	SNPA003	003	Ben	Lewis	Barton Willmore LLP	2	2.14	Propose to include the following within para 2.14:	As this SPG does not include Anglesey or the relevant areas in	No changes proposed.

Resp ID	Rep ID	First Name	Surname	Organisation	Chapter	Paragraph number	Officer Summary	Officer Response	Changes Proposed
							“Large scale renewable and low carbon energy schemes provide economic benefit through direct employment and tourism as in the case at Dinorwig Power Station. Both Local Development Plans contain policies to support the development of appropriate renewable and low carbon energy developments”.	Snowdonia, the inclusion of "and low carbon energy" is not considered appropriate.	
SNPA003	004	Ben	Lewis	Barton Willmore LLP	3	3.4	Propose reference to be made to 'Future Wales: the National Plan to 2040' as this is the highest tier of the development hierarchy in Wales and is the principal policy against which energy projects of 10 – 250MW (as Developments of National Significance) are determined.	Agree, reference should be made to Future Wales in para 3.4. Future Wales outlines that managing the North's outstanding historic and natural resources is a priority for the region. The region's distinctive heritage should be preserved and enhanced by high quality development. The Local Development Plans policies will be considered if any development of national significance is proposed and therefore it is not considered appropriate to include specific reference to Developments of National Significance within this SPG.	3.4 In this section the most relevant and useful national policies in relation to WHS are discussed, which are material planning consideration when determining planning application. Future Wales (p.121) states that “managing the North's outstanding historic and natural resources is a priority for the region”, and “the region's distinctive heritage should be preserved and enhanced by high quality development”.. They are contained in Planning Policy Wales (PPW) and are a material planning consideration when determining planning applications. Local planning policies, although more locally specific are based on the national planning policy framework.
SNPA003	005	Ben	Lewis	Barton Willmore LLP	3	3.16	Propose to include the following within para 3.16: “Local Development Plans are required to be in accordance with 'Future Wales: the national plan to 2040' which is the highest tier of the development plan hierarchy”.	This is not considered to be a necessary change as Future Wales is part of the suite of National Policies and any specific reference to Future Wales would	No changes proposed.

Resp ID	Rep ID	First Name	Surname	Organisation	Chapter	Paragraph number	Officer Summary	Officer Response	Changes Proposed
								omit and exclude any other future policies.	
SN A003	006	Ben	Lewis	Barton Willmore LLP	4	4.9 (now para 4.12)	<p>Propose to include the following to reflect the revised PPW Edition 11:</p> <p>“Design is not just about the architecture of a building but the relationship between all elements of the natural and built environment and between people and places. To achieve sustainable development, design must go beyond aesthetics and include the social, economic, environmental, cultural aspects of the development, including how space is used, how buildings and the public realm support this use, as well as its construction, operation, management, and its relationship with the surrounding area.”</p>	<p>Agree to reflect updated PPW Edition 11</p>	<p>In PPW design is defined as:- “the relationship between all elements of the natural and built environment. To create sustainable development, design must go beyond aesthetics and include the social, environmental, and economic aspects of the development, including its construction, operation and management, and its relationship to its surroundings”</p> <p>“Design is not just about the architecture of a building but the relationship between all elements of the natural and built environment and between people and places. To achieve sustainable development, design must go beyond aesthetics and include the social, economic, environmental, cultural aspects of the development, including how space is used, how buildings and the public realm support this use, as well as its construction, operation, management, and its relationship with the surrounding area.”</p>

Resp ID	Rep ID	First Name	Surname	Organisation	Chapter	Paragraph number	Officer Summary	Officer Response	Changes Proposed
SNPA004	001	Nick	Horsley	Mineral Products Association Wales	Foreword		Propose to include the following within the foreword: '...slate from the area is still of global importance contributing to the export market.'	No change. The foreword introduces the World Heritage Site and the history of the designated area and recognised the contribution the slate industry continues to make to the economy, local and global. Therefore, this is not considered to be a necessary change.	No changes proposed.
SNPA004	002	Nick	Horsley	Mineral Products Association Wales	1	1.1	Supporting the principle of the SPG	Noted.	No changes proposed.
SNPA004	003	Nick	Horsley	Mineral Products Association Wales	1	1.3	Propose to include reference to PPW, Future Wales: The National Plan 2040 and other developing regional plans in para 1.3	No change. This is covered in Section 3, specifically para 3.4 and 3.5, with para 1.3 referring specifically to the Local Planning Policy context.	No changes proposed.
SNPA004	004	Nick	Horsley	Mineral Products Association Wales	2	2.5	Support	Noted.	No changes proposed.
SNPA004	005	Nick	Horsley	Mineral Products Association Wales	2	2.8	Support	Noted.	No changes proposed.
SNPA004	006	Nick	Horsley	Mineral Products Association Wales	2	2.13	Support	Noted.	No changes proposed.
SNPA004	007	Nick	Horsley	Mineral Products Association Wales	4		Propose to include information on the EIA process, particularly the screening and scoping of projects and how these dovetail with the Pre-application enquiry process.	Agree to include guidance on the EIA process	Include as new paras 4.5 and 4.6 in SPG 4.5 Proposals for development will need to take into account any potential

Resp ID	Rep ID	First Name	Surname	Organisation	Chapter	Paragraph number	Officer Summary	Officer Response	Changes Proposed
									<p>effect on the Slate Landscape of Northwest Wales World Heritage Site Designation. An Environmental Impact Assessment (EIA) may be required for developments that are located in, or partly within a 'sensitive area' or fall within Schedule 2 of the Regulations 3 and exceed the relevant thresholds. The effect on the visual landscape is a consideration in this respect and therefore proposals close to or within the World Heritage Site may be considered to require EIA as a result of the EIA screening process, and the EIA would need to have regard to the designation. Large or significant proposals which have received confirmation that EIA is not required would need consider landscape designations by way of a Landscape and Visual Impact Assessment (LVIA) undertaken by a landscape professional. Smaller proposals may require a Landscape Statement. This would entail a short report with a description of the site, its landscape characteristics, natural and built heritage features, night-time character and the location and nature of public/residential views of the site. Photographs, an annotated site layout plan, and sketch illustrations are helpful to explain the existing site and the development proposal. The report would need to demonstrate how the planning proposal positively addresses the landscape and visual issues.</p>

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									4.6 Developers are encouraged to engage with the Local Planning Authority via the pre-application advice service at the earliest opportunity, in order that the requirements for EIA screening and/or a LVIA or Landscape Statement can be advised accordingly. LVIA should be undertaken in accordance with the Guidelines for Landscape and Visual Impact Assessment, 3rd Edition (Landscape Institute and Institute of Environmental Management and Assessment (2013) or any subsequent updates and be undertaken by a landscape professional.
SNPA005	001	Zoe	Pritchard	Cyngor Tref Ffestiniog	2	2.5	Recommend rewording part of paragraph 2.5 to avoid misunderstanding regarding the capacity of the Ffestiniog slate quarries to continue to excavate in future, as well as not adequately explaining that the existing Bro Ffestiniog quarries were outside the designated boundary, and therefore not affected.	No change. This extract is from the approved Property Management Plan for the Slate Landscape of Northwest Wales World Heritage Site and therefore can not be amended.	No changes proposed.
SNPA005	002	Zoe	Pritchard	Cyngor Tref Ffestiniog	2	2.8	Recommend rewording 'Objective 7' of paragraph 2.8 to avoid misunderstanding regarding the capacity of the Ffestiniog slate quarries to continue to excavate in future, as well as not adequately explaining that the existing Bro Ffestiniog quarries were outside the designated boundary, and therefore not affected.	No change. This extract is from the approved Property Management Plan for the Slate Landscape of Northwest Wales World Heritage Site and therefore can not be amended.	No changes proposed.

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SNPA005	003	Zoe	Pritchard	Cyngor Tref Ffestiniog	2	2.13	Recommend rewording part of paragraph 2.13 to avoid misunderstanding regarding the capacity of the Ffestiniog slate quarries to continue to excavate in future, as well as not adequately explaining that the existing Bro Ffestiniog quarries were outside the designated boundary, and therefore not affected.	It is considered that para 2.13 reflects the existing mineral workings both within and outside the boundary. The World Heritage Site boundary for each component part are included within Appendix 1. However, for clarification purposes, the maps will be replaced with maps which clearly show the areas within and outside the World Heritage Site.	See appendix (i) for the replacement maps.
Page 18									
SNPA005	004	Zoe	Pritchard	Cyngor Tref Ffestiniog	General		The guidance should not hinder the future development of the slate quarrying industry, especially in an area such as Bro Ffestiniog.	No change. As is set out in para 1.1 of the SPG, the purpose of this Guidance is to: <ul style="list-style-type: none"> • assist the public and their agents in preparing planning applications and in guiding them in discussions with officers before submitting planning applications, • assist officers to assess planning applications, and officers and councillors to make decisions about planning applications within the Gwynedd Council Local Planning Authority area and Snowdonia National Park Authority area, and • help Planning Inspectors make decisions on appeals 	No changes proposed.

Resp ID	Rep ID	First Name	Surname	Organisation	Chapter	Paragraph number	Officer Summary	Officer Response	Changes Proposed
								and, <ul style="list-style-type: none"> • give specific advice on planning issues relating to the Slate Landscape of Northwest Wales World Heritage Site (WHS). <p>The general aim is to improve the quality of new developments and facilitate a consistent and transparent way of making decisions. The purpose of the guidance is therefore not to hinder development.</p>	
SNP005	005	Zoe	Pritchard	Cyngor Tref Ffestiniog	General		Support	Noted.	No changes proposed.
GWY006	001	Michael	Hartill		General		<p>Concern in relation to new build houses or changing/developing existing houses in Abergynolwyn for residents.</p> <ol style="list-style-type: none"> 1. What specifically does this area of the document mean? 2. Are there going to be further restrictions or conditions if people wish to apply for planning to amend or alter their houses? 3. Is Abergynolwyn village now going to have more restrictions than the rest of Gwynedd? <p>The document needs to provide some detail so as an informed decision can be made</p>	<p>No change. As is set out in para 1.1 of the SPG, the purpose of this Guidance is to:</p> <ul style="list-style-type: none"> • assist the public and their agents in preparing planning applications and in guiding them in discussions with officers before submitting planning applications, • assist officers to assess planning applications, and officers and councillors to make decisions about planning applications within the Gwynedd Council Local Planning Authority area and Snowdonia National Park Authority area, and 	No changes proposed.

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GWY007	001	Shaun	Denny	Breedon Group	General			<ul style="list-style-type: none"> • help Planning Inspectors make decisions on appeals and, • give specific advice on planning issues relating to the Slate Landscape of Northwest Wales World Heritage Site (WHS). <p>The general aim is to improve the quality of new developments and facilitate a consistent and transparent way of making decisions. The purpose of the guidance is therefore not to hinder development. Decisions on any developments will be made in accordance with the relevant LDP policies and the SPG. The SPG does not introduce new policy, it only provides further guidance to existing policy.</p>	
							<p>Recognises and welcomes the Guidance's acknowledgment that the slate industry in Gwynedd remains a vibrant and dynamic industry with a strong future as well as an unrivalled history. Indeed, Welsh Slate continue to make a premium roofing product used not only throughout the UK and exported globally, giving Gwynedd a global profile. It is important to the Company's future, however, that the Guidance is unequivocal in seeing the desired</p>	<p>No change. The SPG recognises the importance of tourism, and this is reflected in paras 2.11, 2.12, 2.15 and 2.16. This is in accordance with the Property Management Plan and both Local Development Plans expanding on adopted Policy and Guidance.</p>	<p>No changes proposed.</p>

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							development of tourism as being on a par with the extant slate industry in terms of its economic and cultural contribution. A statement to this effect within the adopted version of the Guidance would be most welcome.		
GW008	001	Cerian	Davies	Comisiynydd y Gymraeg	4		<p>The Guidance refers to the vision published in the Management Plan, which includes "strengthening the Welsh language". We support this aim and contribute to the consultation with a view to strengthening the Guidance itself in this context.</p> <p>The importance of the Welsh language is mentioned several times throughout the document. However, it is unclear how the Planning Authorities would take action to ensure that the Welsh language is considered in all proposed developments within the World Heritage Site. For example, are applicants for planning permission required to answer the Question for consideration which refers to the Welsh language? Do the Authorities provide advice on how to consider the Welsh language appropriately? Do they have criteria for deciding whether Welsh was considered appropriate? It would be helpful for the Authorities to issue such advice and criteria.</p>	Noted. Both Local Planning Authorities have adopted Policies and SPGs specifically relating to development and the Welsh Language. The SPGs provide detailed guidance on how the Welsh Language should be considered when assessing planning applications. It is not appropriate to repeat this guidance in its entirety within this specific SPG, however to ensure that those using this SPG are aware of the guidance and requirements in relation to Welsh Language, reference will be made in the SPG to both LPAs Policies and SPGs.	Include as new para 4.7 in the SPG 4.7 The Welsh Language must be considered when preparing and determining planning applications. Further guidance is available within Maintaining and Creating Distinctive and Sustainable Communities SPG (Gwynedd Council) and Planning and the Welsh Language SPG (SNPA).

The Slate Landscape of Northwest Wales World Heritage Site
Draft Supplementary Planning Guidance

December 2021

Foreword

Gwynedd Council is extremely proud to be the lead body for The Slate Landscape of Northwest Wales World Heritage. For over a decade now, we have been working with several partners across the region on this exciting project.

The slate industry of this area was a hugely important part of the global economy in the eighteenth, nineteenth and twentieth centuries, with the hard efforts of local workers being exported globally and whose labour is still visible on palace and terrace roofs across the world.

Today, the industry continues to make an important contribution to Gwynedd's economy, with quarries at work and secondary processing taking place adjacent to the UNESCO World Heritage Site, and continuing to supply the world with the best quality products. They continue an important tradition and positively contribute to our understanding of the past.

Here in Gwynedd, the legacy of the quarries remains extremely evident around us, from the striking landscape, the industrial buildings and steam railways to our villages and towns. This is a living legacy where people can experience and learn about our story through museums, archives, interpretative tours, long-distance paths, volunteering, archaeology and adrenalin-fuelled activities such as zip-wires and down-hill biking. Not only is the influence of the quarrying industry visible, but its heritage is still heard strongly in the language, traditions and rich histories of these areas.

Our aim is to celebrate this heritage and landscape and recognise their historic and industrial importance in the world. By celebrating our history, we want to regenerate our communities and create exciting opportunities for the benefit of our citizens.

This Supplementary Planning Guidance (SPG) outlines how Gwynedd Council and its partners will manage the World Heritage Site in the future, by protecting our heritage and by ensuring high-quality and appropriate development within the compelling landscape that we have inherited.

By implementing projects such as LleCHI we have engaged with communities and supported cultural events, renewing and reviving interest in our children, young people and adults for our outstanding local and international story.

With enthusiastic collaboration between local government, the Welsh Government, partners, stakeholders, quarry-operators, landowners and communities, we will be able to fulfil the ambitious but realistic aims and policies set out in this SPG and the World Heritage Site Management Plan.

As part of fulfilling the objectives of the Management Plan this Supplementary Planning Guidance has been produced in partnership with Gwynedd Council and Snowdonia National Park, which outlines the important features of the WHS which will need to be considered when preparing and determining planning applications. It offers useful guidance for both applicants and officers on the type of information which will need to be submitted alongside applications.

Furthermore it provides the link between the objectives of the management plan and the objectives of both the Anglesey and Gwynedd Joint Local Development Plan and the Eryri Local Development Plan.

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This Supplementary Planning Guidance is funded by the European Agricultural Fund for Rural Development through the Welsh Government



SECTION 1 – PURPOSE

1.1 The Purpose of this Guidance is to:

- assist the public and their agents in preparing planning applications and in guiding them in discussions with officers before submitting planning applications,
- assist officers to assess planning applications, and officers and councillors to make decisions about planning applications within the Gwynedd Council Local Planning Authority area and Snowdonia National Park Authority area, and
- help Planning Inspectors make decisions on appeals and,
- give specific advice on planning issues relating to the Slate Landscape of Northwest Wales World Heritage Site (WHS).

1.2 The general aim is to improve the quality of new developments and facilitate a consistent and transparent way of making decisions.

The Policy Context

1.3 Under planning legislation, the planning policies for every area are contained within the 'development plan'. The Anglesey and Gwynedd Joint Local Development Plan was adopted on 31 July 2017. It relates to the Gwynedd and Anglesey Planning Authority area. The Eryri Local Development Plan 2016 – 2031 was adopted on the 6th February 2019 and applies to the Snowdonia National Park Authority area.

1.4 Both plans provide wide-ranging policies along with allocations for the main land uses, such as housing, employment and retail. These will help shape the physical and environmental future of the areas, and will encourage a positive impact on their economy, and on their cultural and social attributes. The Plans, therefore, attempt to:

- guide the Local Planning Authorities (LPA's) to make rational and consistent decisions on planning applications by providing a policy framework that is consistent with national policy; and
- guide developments to suitable areas during the relevant plan period.

The need for Supplementary Planning Guidance

1.5 Although both Plans contain policies that enable the Local Planning Authorities to make consistent and transparent decisions on development applications, they cannot provide all the detailed advice required by officers and prospective applicants to steer proposals locally. In order to provide this detailed advice, the Planning Authorities are preparing a range of Supplementary Planning Guidance to support the Plans that will provide more detailed guidance on a variety of topics and matters to help interpret and implement the Plan policies and proposals.

The Status of Supplementary Planning Guidance

- 1.6 Supplementary Planning Guidance (SPG) is a material planning consideration during the process of assessing and determining planning applications. Welsh Government and the Planning Inspectorate will place considerable weight on supplementary planning guidance that stem from, and are consistent with, a development plan. The SPGs do not introduce any new planning policies. It has been jointly prepared by Gwynedd Council and the Snowdonia National Park Authority.
- 1.7 In accordance with Welsh Government advice, the SPG has been the subject of a public consultation and a resolution to adopt by the relevant authorities. A draft version of this SPG was approved for public consultation on *[date by Committee name]*. The Supplementary Planning Guidance was the subject of a public consultation exercise between *[date]*. The *[x]* observations presented to the Authorities were considered and, where appropriate, appropriate changes have been included in the final draft approved by the *[relevant committee on date]* to be used as a material consideration when assessing and determining planning applications and appeals. A summary of the observations and the Councils' response are given in *[include within appendix or reference to the relevant Committee report]*.

Using this Guidance

- 1.8 This guidance is split into four main sections. They are:-

SECTION 1 - Purpose - explains why the SPG has been produced and how it supports the Local Development Plans.

SECTION 2 - The World Heritage Site - defines WHS in Northwest Wales. It states that the area comprises six separate Component Parts or areas and these are shown on maps in Appendix 1 together with further information on the history, Outstanding Universal Value and physical and social attributes of the WHS.

SECTION 3 - National and Local Planning Policies – introduces the planning policy background which is relevant to guiding new development within the WHS or its essential setting. The relevant local planning policies are shown in Appendix 2.

SECTION 4 – Submitting Development Proposals – gives guidance on which issues are important when developing new proposals and how the information should be submitted to the Local Planning Authority. Appendix 3 refers to specific types of development proposals that may come forward.

SECTION 2 – THE WORLD HERITAGE SITE

- 2.1 The United Nations Educational, Scientific and Cultural Organization (UNESCO) is responsible for designating World Heritage Sites. UNESCO’s mission is to build peace through international cooperation in Education, the Sciences and Culture. It defines World Heritage Sites as “**places of Outstanding Universal Value to the whole of humanity. This means that their cultural and/or natural significance is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity**”.
- 2.2 The Slate Landscape of Northwest Wales WHS, comprises of six Component Parts, located in Gwynedd. It represents an exceptional example of an industrial cultural landscape that was profoundly shaped by large-scale slate quarrying and underground mining, and by the working and transport of slate for national and international markets. This industry, particularly in the period from 1780 to 1940, dominated the world production of roofing slates, opened up new slate quarries and mines across the world through the cultural transfer of technology and skills, and transformed both the environment and the way of life of those who lived and worked in the mountains of Snowdonia.



'Australia' Gallery Mill Saw Tables, Dinorwig Slate Quarry (Component Part 2)
© Gwynedd Archaeological Trust



Ynyspandy Slate Slab Mill (Component Part 4)
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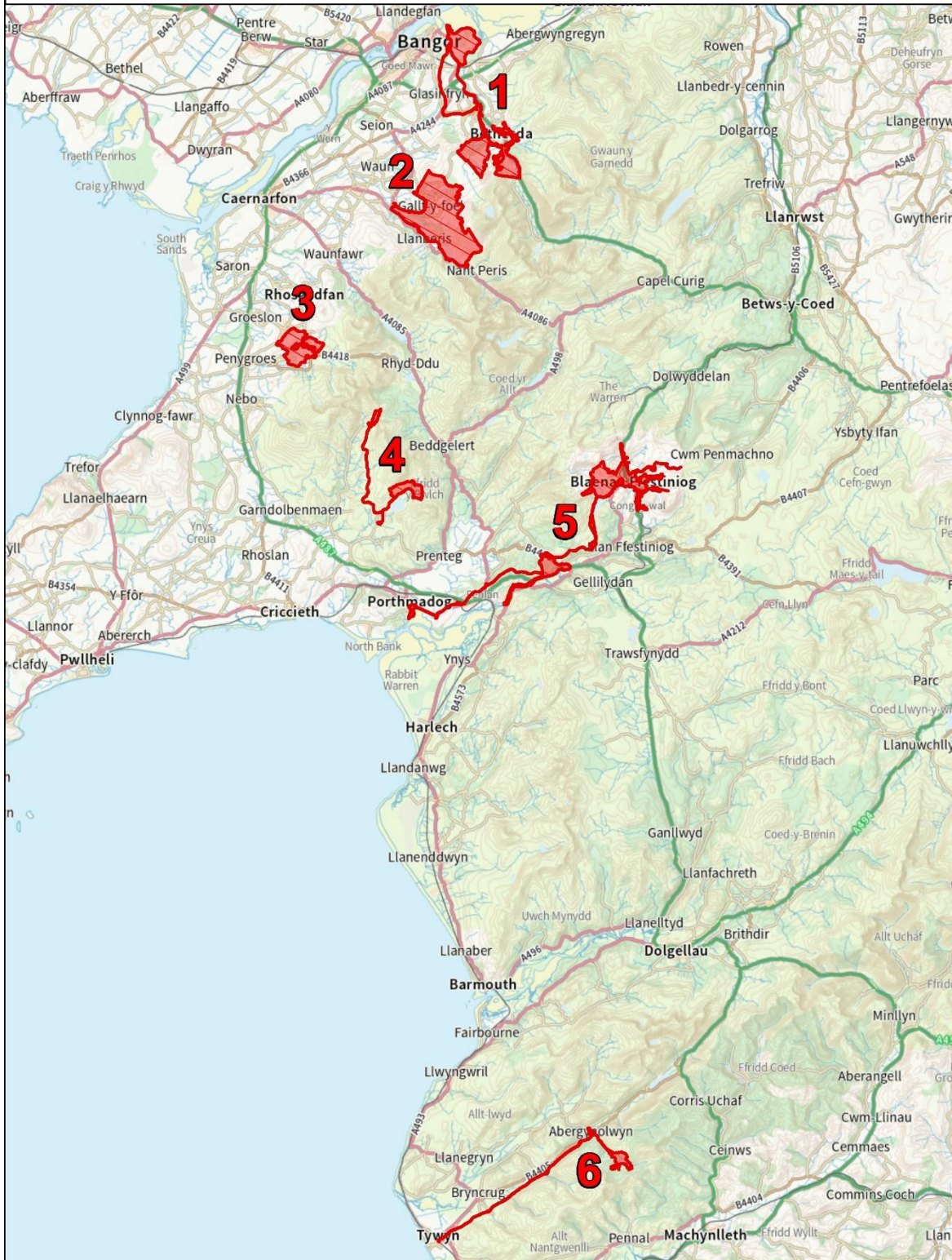
Location

- 2.3 The World Heritage Site is located within the county of Gwynedd and the Snowdonia National Park, historically the heartland of the Welsh slate industry, and comprises six separate Component Parts, chosen to reflect the full nature of this cultural landscape, in which quarrying once flourished in valley communities. The six Component Parts are as follows:-

- Component Part 1: Penrhyn Slate Quarry and Bethesda, and the Ogwen Valley to Port Penrhyn
- Component Part 2: Dinorwig Slate Quarry Mountain Landscape
- Component Part 3: Nantlle Valley Slate Quarry Landscape

- Component Part 4: Gorseddau and Prince of Wales Slate Quarries, Railway and Mill
 - Component Part 5: Ffestiniog: its Slate Mines and Quarries, ‘city of slates’ and railway to Porthmadog
 - Component Part 6: Bryneglwys Slate Quarry, Abergynolwyn Village and the Talyllyn Railway
- 2.4 Within each Component Part, physical features which embody the attributes of Outstanding Universal Value have been identified. Each Component Part has its own unique character. They have been chosen for their scale (all of the largest relic quarries and quarrying areas are represented), for their significant landscape impact, for their integrity, and for the way in which they exemplify technology transfer and the transformation of a minority rural culture into a modern industrial society.

Safle Treftadaeth y Byd Tirwedd Llechi Gogledd-orllewin Cymru The Slate Landscape Of Northwest Wales World Heritage Site



Map: World Heritage Site and Component Parts

Property Management Plan

2.5 There is a Property Management Plan for the Slate Landscape of Northwest Wales World Heritage Site, the management plan sets out the Partnership’s vision:

To protect, conserve, enhance and transmit the Outstanding Universal Value of The Slate Landscape of Northwest Wales to reinforce cultural distinctiveness and strengthen the Welsh language, and become a significant driver for economic regeneration and social inclusion.

- A thriving regional economy with high quality skilled all-year employment opportunities across all sectors, including the tourism sector, and within that acknowledging the critical importance of heritage and adventure tourism.
- Harnessing the heritage of slate to create skilled jobs.
- The continuation of the slate extraction industry and associated activities as a significant contributor to the economy of Northwest Wales, and ensuring the continued supply of slate materials for the future.
- Ensuring a sustainable, evolving landscape which will support the economic development of the area.
- Ensuring that the communities within and around The Slate Landscape of Northwest Wales remain viable and vibrant places to live, both now and in the future.
- Celebrating the heritage of slate and its role in the development of the landscapes, towns and communities of today.
- Utilising existing legislation and planning policy to form the foundations of the Designation.
- Promoting the cultural heritage of The Slate Landscape of Northwest Wales to the world.
- Linking individuals and communities to their past.
- Conserving and enhancing the physical heritage of the landscape by adhering to the vision and objectives of the Management Plan and any thematic or Local Management Plans.

2.6 The Management Plan outlines that, the Slate landscapes of Northwest Wales are cultural landscapes subject to the processes of evolution, growth, decline and regeneration which are common to all living places. It is an evolving landscape. In moving forward the principles of sustainable development will be applied to meet the needs of the slate communities today and in the future.

2.7 The Management Plan sets out 5 themes for the management of the World Heritage Site. Theme 2 and 3 are most relevant to this document.

Theme 2. Caring for The Slate Landscape of Northwest Wales to ensure that the Outstanding Universal Value of the World Heritage Site is effectively protected, conserved and managed.

Theme 3. Supporting the Sustainable Development of The Slate Landscape of Northwest Wales to ensure that the designation helps to sustain a living, thriving landscape.

These themes consider the needs of residents and businesses in the region and identify opportunities to support the goals of the *Well-being of future generations (Wales) Act 2015*. The Themes set out in the management plan contribute to the seven well-being goals.

2.8 In addition to the vision, the management plan outlines a number of objectives for the World Heritage site in the future. The most relevant Objectives to the SPG are as follows:

Objective 6: Protect and enhance the Outstanding Universal Value of the World Heritage Site by sustaining a living landscape and thriving communities.

A principle outlined to support this objective is that slate heritage will be a priority within the Gwynedd Council strategic plan for economic regeneration. An action outlines that, the slate landscape of North West Wales will continue to be identified as a priority within the economic regeneration priorities of the Gwynedd Council Strategic Plan.

Objective 7: Maintaining a sustainable mineral industry.

While primary mineral extraction does not take place within the boundary of the World Heritage Site or within the Boundary of the Snowdonia National Park Authority, primary mineral extraction and secondary working outside the World Heritage Site will be managed through the existing mineral planning process.

Objective 8 - Ensure renewable energy ambitions are developed in harmony with the Outstanding Universal Value of the World Heritage Site.

The principles outlined under this objective state that proposals that make use of natural resources without impacting on Outstanding Universal Value will be supported subject to the requirements of the Eryri Local Development Plan 2016-2031: Development Policy 3 and where relevant, Strategic Policy B (February 2019), and the Anglesey and Gwynedd Joint Local Development Plan.

Objective 9: The Partnership Steering Group will promote The Slate Landscapes of Northwest Wales to support economic diversity and heritage-led regeneration.

The principles which support this objective outline that regeneration opportunities that complement or enhance the world heritage site and comply with the policies of the Local Development Plans will be encouraged.

Objective 10 - Sustainable communities.

The principles outlined under this objective are to ensure that all new housing within of adjacent to the World heritage site will need to take account of the need to protect and enhance the outstanding universal value.

Both the Anglesey and Gwynedd Joint Local Development Plan and the Eryri Local Development Plan aim to create sustainable mixed communities. Both contain policies which encourage the appropriate types of housing and also support the appropriate re-use of redundant historic buildings, including places of worship.

Objective 11: Sustainable agriculture and forestry.

The principles outlined under this objective state that agricultural diversification will be welcomed.



*Ffestiniog Railway 9 (Component Part 5)
© Ffestiniog & Welsh Highland Railway*



*Tallylyn Railway crossing Dolgoch viaduct
(Component Part 6)
© Rheilffordd Tallylyn Railway*

2.9 In order to provide further information for applicants and decision makers extracts from the Property Management Plan for the WHS¹ are included in Appendix 1 and include

- A description of the six component parts with location maps
- The statement of Outstanding Universal Value
- Individual attributes
- Information on the setting

2.10 Before submitting any development proposals, it is important to read Appendix 1 in order to gain an understanding and empathy with the “universal value” of the WHS and its individual attributes.

Sustainable Economic Development

2.11 Sustainable development meets the needs of the present without compromising the aspirations of future generations. It is at the core of the planning system in Wales and is implemented by both Gwynedd Council and Snowdonia National Park Authority. Policies contained within the LDPs enable the Outstanding Universal Value to be balanced with the

¹ [The Slate Landscape of Northwest Wales Property Management Plan 2020-2030](#)

need to sustain communities, now and in the future. As outlined within the Property Management Plan for the World Heritage Site *‘Development that is sensitive to the slate landscape and to the local character of our settlements will be encouraged, as will proposals that respect and enhance the values of the World Heritage Site.*

The fundamental ambition of Gwynedd Council and its partners is the development of sustainable and viable communities that provide housing and employment as foundations to safeguard a thriving and living Welsh language and culture’

- 2.12 As has been outlined previously the WHS and the surrounding areas are an evolving, living landscape. Outlined below are the current activities that are taking place within the WHS today.

Mineral Workings

- 2.13 While no mineral working takes place within the boundary of the World Heritage Site, the active mineral extraction, tipping processing and secondary re working that takes place outside the boundary and are managed under existing mineral planning legislation and do not impact on the attributes of Outstanding Universal Value. They contribute positively to the local economy by providing continued employment to local people and sustain an existing mineral industry that meets the priority of Planning Policy Wales Edition 11 and Mineral Technical Advice Note 1 (MTAN 1) which note the importance of the secondary aggregates sector as a source of materials for the construction industry. The Mineral Industry will continue to be supported and managed through application of the policies of the Local Development Plans (relevant policies are contained within appendix 2)

Renewable Energy

- 2.14 UNESCO’s Sustainable Development Goals, specifically Goal 7, Affordable Clean Energy, highlight the importance of renewables in achieving a sustainable future. Large scale renewable energy schemes provide economic benefit through direct employment and tourism as in the case at Dinorwig Power Station. Both Local Development Plans contain policies to support the development of appropriate renewable energy developments.

Sustainable Tourism

- 2.15 Gwynedd Council will be producing a Destination Management Plan and this plan will take account of the United Nations World Tourism Organisations aim of seeing tourism as a driver for economic growth, inclusive development and environmental sustainability. The redevelopment or construction of new buildings for commercial uses to support these economic activities will be supported where they conform to the relevant planning policies set out in the Local Development Plans.

Adventure Tourism

- 2.16 Adventure tourism is a growing market which is leading to an increased number of visitors to the area. Parts of the World Heritage site have benefitted from the introduction of adventure tourism facilities including mountain biking, underground exploration and zip wires. Such activities have had minimal impact on the Outstanding Universal Value of the

World Heritage Site. The redevelopment and construction of new buildings to support these tourism facilities have been supported by policies in the local development plans.

Further development to support new and existing tourism facilities will be supported where they conform to relevant policies within the Local Development Plans.

Agricultural Diversification

2.17 Diversification has already led to farmhouses and outbuildings being used for bed- and-breakfast or converted into self-catering accommodation, and farmers increasingly embrace tourism-related and other commercial activities. Both the Anglesey and Gwynedd Joint Local Development Plan and the Eryri Local Development Plan contain policies which support agricultural diversification to benefit the rural economy.

SECTION 3 – NATIONAL AND LOCAL PLANNING POLICIES

The role of the Planning System

- 3.1 The planning system seeks to manage change in the environment in a sustainable, consistent, and fair manner. Today’s environment is the result of the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and deliberately planted or managed. Managing change must respect the past but also look at the social and economic well-being of future generations. Conservation is the careful management of change. This is encompassed in the overall vision of the WHS contained in its Management Plan which is **“To protect, conserve, enhance and transmit the Outstanding Universal Value of the Slate landscape of Northwest Wales to reinforce cultural distinctiveness and strengthen the Welsh language, and become a significant driver for economic regeneration and social inclusion”**
- 3.2 The role of the planning system, in this context, is to balance protection and conservation against allowing development without adversely impacting the overall inherent values and attributes of the WHS which have been identified in Appendix 1. The two need not be incompatible. It is succinctly put in Planning Policy Wales (PPW)² regarding the historic environment - **“It is central to Wales’s culture and its character, whilst contributing to our sense of place and identity. It enhances our quality of life, adds to regional and local distinctiveness and is an important economic and social asset”**
- 3.3 There is a recognition within national planning policy that historic assets do contribute to economic and social life and that the overall vision for the WHS is fundamentally sound and compatible with planning policy. Furthermore, detailed information on how national and local policies should be applied in the WHS is expanded in the following paragraphs.

National Planning Policy

- 3.4 In this section the most relevant and useful national policies in relation to WHS are discussed, which are material planning consideration when determining planning application. Future Wales (p.121) states that **“managing the North's outstanding historic and natural resources is a priority for the region”**, and **“the region's distinctive heritage should be preserved and enhanced by high quality development”**. Local planning policies, although more locally specific are based on the national planning policy framework. In paragraph 6.0.2 of PPW it states that **“special and unique characteristics and intrinsic qualities of the natural and built environment must be protected in their own right, for historic, scenic, aesthetic and nature conservation reasons”**. Examples of historic assets include World Heritage Sites, listed buildings, conservation areas, historic parks and gardens, townscapes, historic landscapes and archaeological remains. These are

² [Planning Policy Wales \(Edition 11\)](#)

physical tangible attributes, and many have been identified as specific elements within the Component Areas in Appendix 1.

Intangible attributes such as the Welsh language or social values and emotional attachments also contribute to the sense of place and character and are strongly identified with the WHS.

3.5 The overall objectives of the Welsh Government for the historic environment are to:-

- Protect the Outstanding Universal Value of 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
- Protect areas on the register of historic landscapes in Wales.

Technical Advice Note (TAN 24)³ Historic Environment

3.6 TAN 24 explains and interprets national policies in more practical detail. It states that significant weight should be given to protect WHSs for the benefit of future generations and this should be reflected in local planning policies. Local Planning Authorities should also adhere to specific Management Plans for a WHS. It refers to a WHS as a “sensitive area” for the purposes of the Environmental Impact Assessment Regulations⁴ Schedule 3(2) (viii). This means that certain developments within the WHS may require an Environmental Impact Assessment to accompany a planning application. It mentions the importance of assessing the impact of development within the immediate setting of the WHS and on important views.

Managing Change in World Heritage Sites in Wales⁵

3.7 *Managing Change in World Heritage Sites* is a best practice guide, produced by Cadw on behalf of the Welsh Government. It states that the government’s approach to the sustainable management of WHSs are based on three principles which are:

- The statutory designation of specific historic assets
- The implementation of Management Plans
- The use of the spatial planning system to guide appropriate development.

3.8 It states that change is inevitable and should not be prevented but be managed to allow the sustainable use of the landscape, while retaining what is important from the past. The

³ [Technical Advice Note 24 Historic Environment](#)

⁴ [The Town and Country Planning \(Environmental Impact Assessment\) \(Wales\) Regulations 2017](#)

⁵ [Managing Change in World Heritage Sites, Cadw 2017](#)

WHS has preserved many of its key physical elements due to the slowdown of the economic activity in the twentieth century. The cultural landscape has also remained relatively intact which adds to the integrity and authenticity of the designation (see pages 10, 11 of Appendix 1)

- 3.9 The Cadw guidance further expands on some of the procedures required for applications for scheduled monument, listed building, conservation area consent and planning applications. The impact of development on a WHS is a material planning consideration including its setting and buffer zones. In the case of this WHS there are no defined buffer zones. The setting of the World Heritage Site within the wider cultural landscape of Gwynedd and the wider protected area provides the context to its Outstanding Universal Value. Appropriate modern design that respects its location and contributes positively should be allowed. Planning Authorities will need to consult Cadw (acting on behalf of the Welsh Ministers) on planning applications which are likely to have an impact on the WHS.

Heritage Impact Assessments

- 3.10 Heritage Impact Assessments set out the general principles to consider when planning changes to historic assets and applying for listed building, conservation area consent and scheduled monument consent. Heritage Impact Assessments (HIA's) are not required when applying for planning permission in a WHS. However, it is good practice to adopt the principles of the HIA process to help identify the most appropriate way to accommodate change in any new development proposal within the WHS. Cadw has produced a best practice guidance⁶ on how to prepare HIA and for which types of development.
- 3.11 Although a HIA may not be required for a specific planning application within the WHS they can be incorporated within a Design and Access Statement⁷ which may be a requirement.
- 3.12 The process of preparing an assessment should follow five stages and is explained in more detail in the Cadw guidance. The five basic stages which should be followed are:-
- Explanation of the objective and why changes are desirable or necessary
 - Understanding the significance of the historic asset
 - Identifying the proposed changes
 - Assessing the impact of the proposals
 - Setting out reasoning behind the preferred design
- 3.13 The overall impact on an individual historic asset or, the WHS, may have the following consequences.

Positive – repair of damage to a building or bringing a building back to beneficial use. Possible erection of a new building sympathetically designed and located.

⁶ [Heritage Impact Assessments in Wales, Cadw 2017](#)

⁷ [Design and Access Statements in Wales 2017 Welsh Government](#)

Neutral – small changes to a building which are less sensitive or possibly new build in a less sensitive part of the WHS.

Negative – an important physical fabric is removed, or design altered of a historic building or structure which impacts on the building and possibly on the integrity of the WHS.

- 3.14 A minor proposal is likely to have a minimal impact and therefore an assessment will be relatively short and focus on part of the historic asset which is changing. On larger proposals a more detailed analysis will be required on how the integrity and attributes of individual historic assets or the WHS may be compromised and how they can be overcome.
- 3.15 A formal Heritage Impact Assessment (HIA), following the ICOMOS guidance⁸, will be required for larger-scale development within the World Heritage Site and its setting, and/or where there is the potential for significant impacts on the Site's Outstanding Universal Value (OUV).

Local Planning Policies

- 3.16 Local planning policies reflect national policies at a local level in adopted local development plans and supplementary planning guidance. The WHS straddles the local planning areas of Gwynedd Council and the Snowdonia National Park Authority – both have adopted development plans⁹ with specific policies relating to the WHS. For the purposes of this document the most relevant policies discussed are included in Appendix 2. However, in determining planning applications the Local Planning Authorities will read their plans as a whole and apply other policies to specific forms of development such as industrial or mining proposals.
- 3.17 Both Local Development Plans contain strategic objectives which support economic development within the Local Planning Authority areas. The Strategic objectives which are most relevant to economic development are set out below.

Anglesey and Gwynedd Joint Local Development Plan 2011-2026

SO12 – Diversify the Plans area's rural economy, building on opportunities, offering local employment opportunities with good quality jobs that are suitable for the local community and respects environmental interests

SO14 – Manage the area and an alternative and sustainable destination for tourists by providing facilities of a high standard that meet modern day needs and offer benefits throughout the year.

Eryri Local Development Plan 2017-2031

⁸ [Guidance on Heritage Impact Assessments for Cultural World Heritage Properties](#)

⁹ [Anglesey and Gwynedd Joint Local Development Plan 2011-2026](#)
[Eryri Local Development Plan 2016-2031](#)

Encourage sustainable economic growth by supporting a rural economy that provides employment opportunities and maintains thriving communities.

Support tourism and outdoor recreation which maximise local economic benefits, minimise environmental impact and are in sympathy with the ‘Special Qualities’ of the National Park.

- 3.18 In the Anglesey and Gwynedd Joint Local Development Plan **Policy PS 20: Preserving and Where Appropriate Enhancing Heritage Assets**, the emphasis is on enhancing and preserving historic assets, including candidate world heritage sites, their setting and significant views. It is also implied in the policy that managing change in these areas is part of a wider economic and social initiative. More detail is provided in **Policy AT 1: Conservation Areas, World Heritage Sites and Registered Historic Landscapes, Parks and Gardens** where regard must be given to World Heritage Site Management Plans. Reference is also made to Parks and Gardens of Special Historic Interest in Wales¹⁰ which are designated in areas immediately outside the WHS. There is reference to the need for Heritage Impact Assessments in paragraph 6.5.38 and to provide sufficient information proportionate to the significance of the heritage asset.
- 3.19 Three of the more remote component areas 4, 5 (part) and 6 are located within the Snowdonia National Park. Similar planning policies to those in Gwynedd apply in the National Park although with an overall emphasis on national park purposes and sustainable development. These principles are included in **Strategic Policy A : National Park Purposes and Sustainable Development** The emphasis is on giving the highest priority to the protection and enhancement of the natural beauty, wildlife and cultural heritage whilst affording the opportunities for the understanding and enjoyment of the “special qualities” of the area. Furthermore there is a duty to foster the economic and social well-being of local communities which is reflected in criterion (iii) to the policy **Strategic Policy Ff: Historic Environment** refers to candidate and designated WHSs and the need to avoid the impact of adverse development affecting the designation, their setting or significant views. The emphasis is on conservation and enhancement as heritage and cultural aspects are part of the Park’s “special qualities”.

¹⁰ [Registered Historic Parks and Gardens, Cadw](#)

SECTION 4 – SUBMITTING DEVELOPMENT PROPOSALS

Introduction

- 4.1 As well as applying the relevant national and local planning policies, the local planning authorities (LPA's) will look at the overall impact of the proposal and require sufficient information to reach an informed decision. The amount of information required, either for a pre-application enquiry or planning application, will depend on the scale and location of the proposal. LPA's can assist applicants in progressing their proposals by providing advice through the statutory pre-application process and developers are encouraged to make use of this system prior to submitting a planning application .
- 4.2 This guidance is primarily aimed at new proposals which require planning permission. In some cases, scheduled ancient monument consent (a list of designated historic assets can be found on the [Cadw](#) website) listed building consent or conservation area consent may be required. The pre-application process will assist in determining what consents are necessary.
- 4.3 Certain types of work can be undertaken without the requirement to apply for planning permission. These are called "permitted development rights". Work classified as permitted development undertaken within the World Heritage Site and its setting should be mindful of preserving and enhancing the local historic character. Further guidance on design principles can be found in The Slate Landscape of Northwest Wales Community Design Guide¹¹.
- 4.4 Small scale proposals are more likely to have a minimal impact on the WHS or individual historic assets therefore less information is likely to be required by the LPA's. Some component areas such as **Component Part 4 Gorseddau and Prince of Wales Slate Quarries, Railways and Mill** are in more remote rural areas where new development proposals are less likely, but their impact could be significant within the wider landscape. Proposals may also have a limiting impact depending on their location – they could be within the WHS, the essential setting or affect significant views. If a proposal is more extensive and in a sensitive location the impact will be more significant, and a more detailed assessment will need to be carried out in any pre-application enquiry or in the submission of a planning application.
- 4.5 Proposals for development will need to take into account any potential effect on the Slate Landscape of Northwest Wales World Heritage Site Designation. An Environmental Impact Assessment (EIA) may be required for developments that are located in, or partly within a 'sensitive area' or fall within Schedule 2 of the Regulations 3 and exceed the relevant thresholds. The effect on the visual landscape is a consideration in this respect and therefore proposals close to or within the World Heritage Site may be considered to require EIA as a result of the EIA screening process, and the EIA would need to have regard to the designation. Large or significant proposals which have received confirmation that

¹¹ [Insert link to the document after it's been prepared]

EIA is not required would need consider landscape designations by way of a Landscape and Visual Impact Assessment (LVIA) undertaken by a landscape professional. Smaller proposals may require a Landscape Statement. This would entail a short report with a description of the site, its landscape characteristics, natural and built heritage features, night-time character and the location and nature of public/residential views of the site. Photographs, an annotated site layout plan, and sketch illustrations are helpful to explain the existing site and the development proposal. The report would need to demonstrate how the planning proposal positively addresses the landscape and visual issues.

- 4.6 Developers are encouraged to engage with the Local Planning Authority via the pre-application advice service at the earliest opportunity, in order that the requirements for EIA screening and/or a LVIA or Landscape Statement can be advised accordingly. LVIA should be undertaken in accordance with the Guidelines for Landscape and Visual Impact Assessment, 3rd Edition (Landscape Institute and Institute of Environmental Management and Assessment (2013) or any subsequent updates and be undertaken by a landscape professional.
- 4.7 The Welsh Language must be considered when preparing and determining planning applications. Further guidance is available within Maintaining and Creating Distinctive and Sustainable Communities SPG (Gwynedd Council) and Planning and the Welsh Language SPG (SNPA).
- 4.8 For development within conservation areas and the WHS a Design and Access Statement¹² (DAS) will be required with a planning application for one or more dwellings or the creation of 100m² (gross) or more of floorspace. The guidance provided on the preparation of a DAS should be followed to ensure adequate information is provided within a formal structure. For smaller proposals within the WHS and within its essential setting there will be no need for a DAS (see Appendix 3 table 1). The LPA's will however require sufficient information to process either a pre-application enquiry or a planning application and there is guidance on this on their respective websites.
- 4.9 In planning and developing a new proposal an applicant should consider the following factors which will assist in identifying key issues and impacts. This may lead to possible alternative options and designs to overcome or mitigate and harmful impacts and give a better chance for obtaining the necessary consents. The information and plans developed during this process can eventually form part of a pre-application enquiry for discussion with the LPA or a formal planning application.

Factors to Consider in developing New Proposals

Site Context and Analysis

- 4.10 This element should look at what currently exists on the site rather than what is proposed. This will be particularly important if the site includes an ancient monument or listed building. It may also identify ecological or landscape constraints or possible impacts on the

¹² [Design and Access Statements in Wales – Welsh Government 2017](#)

community and culture of the area. It should identify if there is a need for further information on for example ecological or historical issues and whether consultation with neighbours or the wider community would be desirable or in some cases statutory¹³.

- 4.11 Clearly identifying the proposal and its location is a fundamental requirement. For smaller projects such as house extensions this will be relatively straightforward. For more complex projects a brief may be developed with an overall vision for the proposal. Whatever the project it should be clearly defined and explained with sketch plans and drawings and more detailed plans when submitting a planning application. There should be an understanding of the WHSs key attributes and universal value and how this has shaped and influenced the project. This may conclude at the outset that the proposal should be moved to a less sensitive area. Some types of development i.e. mineral working are restricted to a specific location and therefore are not able to move to a less sensitive area. Development proposals relating to mineral workings (for example) will need to give due consideration to any potential impact on the WHS.

Questions to Consider

1. **Has the proposal been properly defined and explained?**
2. **Is the site suitable or is there a better alternative site available?**
3. **Has the potential impact on the WHS been assessed?**
4. **Is the scale of the proposal proportionate to the site and its surroundings?**
5. **Is there a need for further studies on specific issues?**
6. **Is statutory public consultation required?**

Design and Character

- 4.12 Attention to design details will assist in enhancing the value of the WHS. On the other hand, the cumulative impact of poor design or the lack of attention to detail can erode distinctiveness and quickly cause harm to individual attributes and ultimately the overall universal value of the WHS. Good quality design does not need to be elaborate or expensive, - usually the best design solutions are those simply conceived and executed. They are respectful of their immediate surroundings and the setting in which they are placed be that in the open countryside or amongst other buildings. The guidance on Managing Change in World Heritage Sites states that modern good design can be appropriate and the juxtaposition of old and new can work in the most sensitive sites if undertaken sympathetically. For example, many castle sites in Wales have new modern interpretation centres or cafés. Indeed, such examples are found in the National Slate Museum in Component Area 2. In PPW design is defined as:-

“Design is not just about the architecture of a building but the relationship between all elements of the natural and built environment and between people and places. To achieve sustainable development, design must go beyond aesthetics and include the social, economic, environmental, cultural aspects of the development, including how

¹³ [Pre-application Community Consultation :Best Practice Guidance for Developers – Welsh Government](#)

space is used, how buildings and the public realm support this use, as well as its construction, operation, management, and its relationship with the surrounding area."

- 4.13 To sustain or enhance local character a proposal would need to take into account historic street patterns, listed building features, archaeological features and historic monuments, prevalent materials, architectural quality and features, distinctive views (in and out of the site), skylines and vistas, prevailing land uses and locally distinctive features and traditions. Appendix 1 lists the attributes of the WHS and individual physical features. These are an obvious starting point to see how these features create a sense of place and how the proposal might add to this and the quality of life of those interacting with the development. Equally important are the intangible attributes including the Welsh language, traditions, spirit, social values and feeling, all of which contribute to the character of a place.
- 4.14 With even smaller proposals the LPA's will want to ensure that small extensions to traditional cottages are in scale and in keeping with the existing architectural design and materials and do not adversely impact on the amenity of neighbouring properties.
- 4.15 Further information on design issues is included in Technical Advice Note 12 Design¹⁴ produced by the Welsh Government along with *The Slate Landscapes of North West Wales – Community Design Guide*¹⁵ along with the *Caring for Slate Landscapes*¹⁶ document.

Questions to consider

7. **Is the design enhancing the value of the WHS and has due consideration been given to the Outstanding Universal Value (OUV)?**
8. **Does the design consider existing architectural features and materials?**
9. **Can a more modern design approach be sympathetically achieved and justified?**
10. **Does the proposal impact on surrounding land or neighbours?**
11. **Does the proposal include suitable material – type and colour?**
12. **Has due consideration been given to intangible factor such as the Welsh language and cultural activities?**

Environmental Sustainability

- 4.16 This element should consider site assets and resources such as development form, soils slope drainage, landscape context biodiversity and natural habitats. This would possibly include opportunities for renewable energy to lessen effects relating to climate change and to find environmentally resilient sustainable solutions. Opportunities to achieve for the efficient use of natural resources and enhancing biodiversity will have to demonstrate compatibility with sustaining and enhancing the special qualities of the area. This could

¹⁴ [Technical Advice Note 12 – Design \(Welsh Government\)](#)

¹⁵ [Insert link to the document after it's been prepared]

¹⁶ [Insert link to the document after it's been prepared]

include sustainable forms of drainage and the re-use of materials and resources on the site.

- 4.17 There may be opportunities to improve existing landscape and biodiversity quality and how these will be managed. The initial assessment of the site will have indicated whether ecological surveys are required and as a result how the proposal can accommodate any protected species and other biodiversity interests.

Questions to consider

- 13. Is the site making the best sustainable use of its location?**
14. Are natural resources and biodiversity interests enhanced and maintained?
15. Is the proposal resilient to climate change?

Landscape and Setting

- 4.18 All the component parts of the WHS are located within attractive rural settings with surrounding spectacular panoramic views. Larger proposals which have a visual impact will need to be assessed within their overall landscape context and setting (setting is explained in more detail starting on page 14 of Appendix1). As a starting point, is the proposal within the WHS, its essential setting or affecting significant views. It has not been possible to physically define the essential setting areas on a map or those comprising of significant views. In some cases, the LPA's will need to discuss with applicants on whether individual proposals fall into these areas and as a result whether additional landscape appraisals will be required. Appendix 1 also includes the term "sense of arrival" and again these areas are not defined on a map.

They describe the approaches to the component areas on public roads and comprise part of the overall setting, giving an immediate impression of opening vistas upon arrival.

- 4.19 Both Gwynedd Council and Snowdonia National Park have identified local landscape character areas - these are included in their respective landscape strategies.¹⁷ In these documents, The WHS and surrounding areas have been identified within specific local character areas and what contributes to this character within different landscape types. They describe in some detail the inter-relationship between natural and built landforms and give some information on habitats and historic landscapes. An understanding of individual character areas will assist an applicant in assessing whether there is any impact from a proposal and whether this could be mitigated in some way whilst some proposals will have very limited landscape implications others may have significant impact on views

¹⁷ [Landscapes and Seascapes of Eryri – SNPA](#)
[Landscape Sensitivity and Capacity Assessment – SNPA](#)
[Landscape Sensitivity and Capacity Study, Gwynedd Council](#)
[Special Landscape Areas Review Anglesey and Gwynedd](#)
[Gwynedd Landscape Strategy \(Update\) 2012](#)

possibly from surrounding higher ground and therefore a more detailed visual assessment will be required.

- 4.120 The Historic Landscapes Register provides a national overview of the historic content of the Welsh landscape. On a local level, information provided within the Historic Landscape Character Area¹⁸ provides further guidance and detailed information about the character of the historic landscape along with guidance in relation to conservation and management.
- 4.21 Any new development should be assessed against its immediate environment and within its wider landscape setting. This is especially true in a protected landscape¹⁹ where long distance views are important and need to be protected. Higher ground opens wider vistas over the surrounding countryside allowing the eye to scan greater distances. Very often the visibility of development from greater distances is overlooked and although scale is diminished by distance, from certain viewpoints, development can look out of place and prominent. The same can apply when looking up at higher ground which is visible from valley bottoms.
- 4.22 Care should therefore be taken to steer development away from the skyline, open elevated ground or sites overlooked from higher ground. The visible impact of new development will be minimised if sited in more enclosed landscapes, hidden by existing landforms and a screen of hedgerows, trees and woodland. Development should work with the contours/flow of the landform and prevailing patterns of landcover to minimise disturbance. Whilst elements of the landscape may be locally changed to accommodate development, the prevailing character of the landscape should remain intact. Visual prominence is when development forms a new focal point in the landscape which detracts from the general scene, visual focus, and sense of place.

Questions to consider

- 16. Is the proposal within the WHS, its essential setting, affecting significant views or immediately adjacent?**
- 17. Is the proposal visually intrusive in the landscape from near and distant views?**
- 18. Is the proposal located on the skyline or highly visible from surrounding higher ground?**
- 19. Could the proposal be relocated to a less visible position?**
- 20. Is the overall setting of the WHS compromised?**

Sustainable Employment

¹⁸ <http://www.heneb.co.uk/hlc/hlc.html>

¹⁹ Protected landscapes are defined as areas which are designated on an International, National, regional and local level as a means of ensuring the conservation and enhancement of their natural beauty for future generations..

- 4.23 Economic Development is an important pillar of sustainable development. An important part of the vision for the World Heritage Site is the creation of sustainable employment, providing high quality skilled all-year round employment. This vision is one that is shared by the objectives outlined in both Local Development Plans.
- 4.24 A thriving regional economy is an important theme for management of the WHS and there are already examples within the component parts of successful developments which have provided sustainable employment for the local area. The adventure tourism developments of recent years are a good example, alongside the longstanding businesses which provide local employment opportunities.

Questions to consider

- 21. Will the development offer employment opportunities that have not been available in the area before?**
- 22. How will the development ensure opportunities for local people to stay in their communities?**
- 23. How many full and/ or part time jobs will be created?**
- 24. Will high quality all-year round employment opportunities be provided?**

Access and Movement

- 4.25 A proposal should ensure ease of access for all into the development and within the site. Access arrangements should make reasonable provision to ensure all users will have equal convenient access. Circulation between buildings should be considered, together within gradients and types of materials used to create routes. The use of new buildings or facilities which will be open to the public will need more careful consideration and possibly management solutions if access is restricted
- 4.26 Movement to the site will need to consider how people will get to and from the site and movement within it. The principles of sustainable development that promote walking, cycling and the use of public transport and less reliance on the private car should be reflected in the proposal. Vehicular access arrangements will need to be safe and adequate for the likely volume and size of vehicles that will use the site, together with approach roads.

Questions to consider

- 25. Are access arrangements easily available for all users?**
- 26. Does the proposal incorporate sustainable transport considerations?**
- 27. Is the site access and approach roads adequate for the purpose proposed?**

Archaeology

- 4.27 Most archaeological sites are not formally designated (as scheduled monuments, listed buildings, conservation areas or registered historic parks and gardens) but can still be of regional or national importance. In addition to remains associated with the slate industry, the WHS contains archaeological remains of other periods, which are of value in their own right as well as contributing to the historical context of the WHS. Especially in rural areas, there may also be archaeological sites that have not yet been discovered. These remains may be affected by development whether or not there is an impact on components of the WHS or its essential setting.
- 4.28 Proposals will need to consider whether there will be an impact on archaeological remains and whether any such impact affects the OUV. Impacts can be direct - by demolition or disturbance of buried remains - or indirect - for example where a change in use or management increases the vulnerability of a site to decay or erosion. Measures aimed at offsetting other factors, for example sustainability measures or landscaping enhancements, can also sometimes impact upon archaeology.
- 4.29 The first step is to identify any archaeology at the site and to understand what is important about it. Information about recorded archaeology in the vicinity of a proposal can be obtained from the regional Historic Environment Record (HER), maintained on behalf of the Welsh Ministers by Gwynedd Archaeological Trust. Specialist advice should be sought on interpretation of the information for development purposes and in some cases, a professional archaeological assessment or survey may be needed. The level of assessment will generally reflect the scale of proposals, combined with the archaeological sensitivity of the site. Where required, archaeological assessment and survey can inform other specialist assessments, e.g. HIAs.
- 4.30 The archaeological advisors to the local planning authority and Snowdonia National Park are able to advise applicants on possible archaeological concerns and developers are encouraged to seek advice early in the process. For smaller proposals, it may be that a brief discussion with the archaeological advisor is all that is needed. In other cases, the advisors will be able to advise on any pre-application work that may be required and can discuss possible mitigation options.
- 4.31 The guiding principle should be to avoid adverse impact on archaeological remains where possible and to ensure that the contribution made to the WHS is maintained or enhanced. Where appropriate, developers are encouraged to discuss opportunities to increase the public benefits of a development - for example by increasing access to or interpretation of a site, or by undertaking practical conservation work.

- 28. Is the character and significance of archaeology at the site sufficiently understood?**
- 29. Are conservation values maintained?**
- 30. Can impact be avoided or lessened?**
- 31. Are there opportunities to enhance the archaeological value of the site?**
- 32. Are there opportunities for educational benefit?**

Other considerations

4.32 The Local Planning Authority may also take other factors into consideration such as noise, light pollution (also refer to Obtrusive Lighting SPG²⁰ (SNP)), and general impact on residential amenity, depending on the nature of the development. Advice and guidance will also be taken from consultees during the planning process. Wider community impacts such as the creation of new employment opportunities and the possible implications on the Welsh language can also influence the decision-making process.

Submitting proposals to the Local Planning Authority

4.33 A developer should now be able to engage with the local planning authority. Depending on the scale and type of the development, it is advisable before submitting a formal planning application to engage in the statutory pre-application enquiry process.

Pre- application enquiry

4.34 This is a statutory process with a fee attached. Both Gwynedd Council²¹ and Snowdonia National Park Authority²² have pre-application advice guidance notes on their websites with submission forms. Information on what is being proposed with a location plan, sketch details, drawings and photographs should be included. It is likely that more information may be required with larger scale proposals as indicated on page 10 of this guidance, and it is advisable to fully appraise the proposal and prepare a Draft Design and Access Statement.

4.35 In response relevant officers will identify any issues that might arise from the application at an early stage and provide advice on how to resolve these issues. This will assist in making changes to the proposal, identifying further investigation or in establishing which other consents may be necessary such as listed building consent. Planning officers will also give an informal view on the merits of the proposal and whether there is the possibility of obtaining planning permission or any other necessary consents. Any advice given however will be entirely without prejudice to any future decision on a planning application which will be subjected to the normal democratic process. Developers proposing projects comprising "major development" will need to undertake statutory pre-application consultation.

Planning Application

²⁰ [Obtrusive Lighting – Supplementary Planning Guidance \(Snowdonia National Park Authority, 2016\)](#)

²¹ [Gwynedd Pre-application Advice Service](#)

²² [Snowdonia National Park Authority](#)

4.36 For larger scale proposals it is strongly advised that pre application advice is sought and even for smaller developments it will be beneficial as it could save time and money on abortive work. The information requirements to be submitted with a planning application will vary and for developments affecting listed buildings and scheduled ancient monuments additional assessments and consents will be required. If pre-application advice has already been sought some of the background information and context will have already been gathered and any additional studies identified. Table 1 in Appendix 3 seeks to list types of development and some of the information and planning considerations required in reaching a planning decision.

APPENDIX 1

Extracts from the World Heritage Site Property Management Plan 2020 - 2030

2.2 Statement of Outstanding Universal Value

The following is the Statement of Outstanding Universal Value for the site. UNESCO assesses the Statement of Outstanding Universal Value against set criteria, and a World Heritage site must meet at least one of these. The Slate Landscape of Northwest Wales has is designated against two criteria.

Brief synthesis

The Slate Landscape of Northwest Wales is located in the United Kingdom, in the mountains of Snowdon massif. Six areas together represent an exceptional example of an industrial landscape which was profoundly shaped by quarrying and mining slate, and transporting it for national and international markets. From 1780 to 1940 this industry dominated world production of roofing slates, transforming both the environment and the communities who lived and worked here. The quarries and mines are monumental in scale, comprising stepped hillside workings, deep pits and cavernous underground chambers, massive cascading tips, ingenious water systems, and a range of industrial buildings. Outstanding technical equipment and major engineering features survive. Innovative transport systems linked quarries and processing sites with purpose-built coastal export harbours and with main-line railways. Grand country houses and estates built by leading industrialists contrast with workers' vernacular settlements, with their characteristic chapels and churches, band-rooms, schools, libraries and meeting-places which retain multiple examples of their traditional way of life and strong minority language.

By the late 19th century, the region produced about a third of the world output of roofing slates and architectural slabs. Its use in terraced houses, factories, warehouses and elite architecture contributed to rapid global urbanization. It influenced building styles, encouraging the shallow-pitched roofs of the Georgian order. Technologies that were innovated, adopted and adapted in the property include the ingenious application of waterpower, the development of bulk handling systems and the first known application of the circular saw for cutting stone. These were diffused by specialists and by emigration of skilled Welsh quarrymen to the developing slate industries of the United States, continental Europe and Ireland. The Snowdon massif's narrow-gauge railway systems gained global influence and were adopted from Asia and America to Africa and Australasia.

Justification for Criteria

Criterion (ii) definition: exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design. The Slate Landscape of Northwest Wales exhibits an important interchange, particularly in the period from 1780 to 1940, on developments in architecture and technology.

Slate has been quarried in the mountains of Northwest Wales since Roman times, but sustained large-scale production from the late 18th to the early 20th centuries dominated the global market as a roofing element. This led to major transcontinental developments in building and architecture. Technology, skilled workers and knowledge transfer from this cultural landscape was fundamental to the development of the slate industry of continental Europe and the United States. Moreover, its narrow-gauge railways – which remain in operation under steam today – served as the model for successive systems which contributed substantially to the social and economic development of regions in many other parts of the world.

Criterion (iv) definition: be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.

The Slate Landscape of Northwest Wales is an outstanding example of a stone quarrying and mining landscape which illustrates the extent of transformation of an agricultural environment during the Industrial Revolution. Massive deposits of high-quality slate defined the principal geological resource of the challenging mountainous terrain of the Snowdon massif. Their dispersed locations represent concentrated nodes of exploitation and settlement, of sustainable power generated by prolific volumes of water that was harnessed in ingenious ways, and brought into being several innovative and technically advanced railways that made their way to new coastal ports built to serve this transcontinental export trade. The property comprises the most exceptional distinct landscapes that, together, illustrate the diverse heritage of a much wider landscape that was created during the era of British industrialisation.

Statement of Integrity

The property contains all of the essential elements that convey attributes of Outstanding Universal Value. Its boundaries capture the principal non-active slate-producing areas in Northwest Wales, together with their associated industrial heritage that includes the most significant processing facilities, settlements and transport routes. The protective mechanisms in place should be consistently used to strengthen the integrity of the property and its setting.

Statement of Authenticity

The well-preserved cultural landscape retains a high level of authenticity, and has experienced little intervention since the main period of industrial operation. Attributes of Outstanding Universal Value are conveyed by physical elements that are clearly identified and understood in terms of date, spatial distribution, use and function (including living communities and operational railways), form and design, materials and substance, and their interrelationships including connectivity and overall functional and compositional integrity of the series. The serial property further embodies a vibrant cultural tradition, including slate-working skills and the continued widespread use of the Welsh language. Key attributes are reflected in landscape qualities and features of quarrying including the relict working areas, tips and transport routes, together with associated settlements and social infrastructure.

The historical settlements present different yet acceptable levels of authenticity, which need to be closely monitored and controlled by the management system and respective Local Management Plans.

2.3 Attributes

The values of a World Heritage site are expressed by its attributes. These are the essential qualities which make it culturally significant. Attributes can be tangible (physical) or intangible. Retention of attributes is important in order to maintain the values that make the World Heritage Site of international importance.

Examples of tangible attributes include historic assets such as quarries, mines, tips of waste rock, historic buildings and monuments. Attributes of relict quarries include their individual elements and the relationships between them, for example internal railway systems and inclined planes link working quarry faces, with waste tips and mills, and show the operation of the quarries.

Inhabited settlements preserve the historic street patterns, garden-plots and boundaries, which explain their location, ownership, and their relationship to pre-Industrial patterns of landownership. Tiny details are also important, such as traditional wrought-iron gates, slate-slab field boundaries, or the proportions of windows, chimneys and porches in nineteenth-century dwellings. A deserted settlement such as Treforys in Component Part 4 is ruinous but rich in archaeological potential. Owners' houses and parklands retain their nineteenth century form.

The transport routes preserve their eighteenth and nineteenth century engineering; the two active railways, the Ffestiniog and the Talyllyn, preserve the form and design of the routes, along with contemporary station and works buildings and their mechanical engineering. In Component Part 2, the engineering complex of the Dinorwig Slate Quarry is little changed from its 1870s condition and houses the National Slate Museum. At the adjacent Vivian workings, the (V2) inclined plane has been conserved and returned to operation.

The use of slate is widespread within all parts of the World Heritage Site, both as roofing material and as architectural components, field boundaries and walling. Other building materials reflect related international and national trade patterns made possible by the slate trade (e.g. slate-ships returning with Canadian timber, bricks arriving by rail from Northeast Wales).

Equally important are the intangible attributes including the Welsh language, traditions, spirit, social values and feeling, all of which contribute to the character of a place.

The following tables identify some of the key attributes by criteria along with illustrative examples.

2.3.1 Attributes of The Slate Landscape of Northwest Wales:-

Criterion (ii) – <i>The Slate Landscape of Northwest Wales</i> exhibits an important interchange of human values, particularly in the period from 1780 to 1940, on developments in architecture and technology.		
<p>The organisation of sustained large-scale slate production from the late eighteenth century to the early twentieth came to dominate the global market as a roofing element, encouraging major transcontinental developments in building and architecture such as the low-pitched Regency roof, and terraced housing. Other elements within the proposed World Heritage Site demonstrate the various uses of slate.</p> <p>An interchange of human values is strongly evident in the skills and technologies which were disseminated from one Component Part, in the different methods of extracting and processing the rock.</p> <p>The narrow-gauge slate railways exhibit an important interchange of human values in that make evident how the technology was improved within the proposed World Heritage Site.</p>		
VALUES	ATTRIBUTES	EXAMPLES
Developments in building and architecture	Variety of structures and buildings evident in <i>The Slate Landscape of Northwest Wales</i> which demonstrate the various uses of slate.	Slate block walling in Bethesda High Street. Patterned slates on former toll-house, Porthmadog.
Skills transfer	Craft skills of quarrying and processing slate originating within <i>The Slate Landscape of Northwest Wales</i> and adopted by dispersal within it, evident in form and organisation of quarries and processing sites.	Gallery system at Penrhyn, adopted in Dinorwic, Gorseddau and Prince of Wales. Nantlle pit working adopted at Bryneglwys Quarry.
Technology transfer	Innovative technology originating within <i>The Slate Landscape of Northwest Wales</i> and adopted elsewhere, evident in form and organisation of workings, mechanical processing.	Penrhyn Slate Quarry galleried working common in extractive industries.
	Innovative technology originating elsewhere and adopted within <i>The Slate Landscape of Northwest Wales</i> , evident in tunnelling, handling, power generation, pumping, repair and maintenance.	Penrhyn Slate Quarry. Blaen y Cae and Pen yr Orsedd Slate Quarries 'Blondin' ropeways. Pen y Bryn/Cloddfa'r Lôn Slate Quarry water-driven pump system. National Slate Museum.
	Innovative technology originating within <i>The Slate Landscape of Northwest Wales</i> and adopted by dispersal within it, evident in form and organisation of quarries, processing sites and handling systems.	Dorothea Slate Quarry. Bryneglwys Slate Quarry surface landform and chain-incline ropeway bastion.
	Innovative railway technology.	Ffestiniog and Talyllyn railways.

<p>Criterion (iv) – The Slate Landscape of Northwest Wales is an outstanding example of a type of landscape which illustrates, in a dramatic way, the ‘combined works of nature and of man’ through the large-scale exploitation of natural resources.</p>		
<p>The lavish houses and parklands of quarry owners convey the levels of capital available to exploit and transport these natural resources successfully. The monumentality of the quarry landforms in their isolated and challenging mountain settings is intense and compelling.</p> <p>The impact of these quarries and mines on the natural environment, and their own landforms and organisation, are attributes of the generations of physical labour and skill invested in them. Within this mountainous environment both gravity and water-power were ingeniously harnessed to operate machinery. The technically-innovative railways make use of topography, in their use both of rope-worked inclined planes and of graded contour formations. The quarry towns and villages make best use of the natural environment to establish homes for a new workforce beyond the traditional margins of cultivation.</p>		
VALUES	ATTRIBUTES	EXAMPLES
Industrial transformation through capital investment	Aristocratic investment evident in ‘improved’ landscapes including industrial-scale quarrying.	Penrhyn Slate Quarry. Penrhyn Castle and Park. Dinorwig Slate Quarry.
	Capital investment adopting mechanised solutions evident in tunnelling, mechanical processing, handling, power-generation, pumping, maintenance and repair.	Penrhyn Slate Quarry. ‘Australia’ Gallery. V2 Inclined Plane. Pant yr Afon hydro-power station. Dorothea Slate Quarry Cornish beam engine. National Slate Museum.
	Urgent need to house expanding work-force evident in new and varied forms of human settlement introducing and reflecting new forms of social organisation.	All settlements
	Establishment of money economy and working-class consumer choice, evident in shops, public houses and market halls.	Bethesda High Street. Blaenau Ffestiniog market hall.
	Managerial awareness and control of workers’ healthcare, evident in hospitals.	Dinorwig Slate Quarry Hospital.
Industrial transformation through exploitation of natural resources	Scale, form and organisation of workings, evident in human endeavour shaping relict quarry landforms and underground workings.	All quarries
	Use of topography and geology to work quarries and to tip waste rock, evident in relict quarry landforms and underground workings.	All quarries
	Use of hydrology to power mechanical processing, handling, pumping, maintenance and repair, evident in management of water-resources and structures and equipment.	Waterwheel and turbine in National Slate Museum. Pant yr Afon hydro-power station.
	Use of hydrography to move slate evident in river quays and tidal harbours.	Port Penrhyn. Porthmadog Harbour. Dwyrndd River quays.
	Use of topography to move slate evident in innovative railway systems and other transport technologies	Penrhyn Slate Quarry Railroad. Ffestiniog Railway.
Industrial landscape	Strong connectivity evident in the visual relationship between each element in each Component Part	Ffestiniog Component Part – strong sense of the quarries dominating town and wider environment; railway journey connecting quarries to the sea.
	Strong connectivity evident in the visual relationship between each component and the wider landscape of mountains and sea-coast.	Nantlle Component Part – defined area of quarrying and settlement within wider setting which includes Snowdon and the sea.

Summary of key attributes

- Monumental scale of quarries and mines – stepped hillside workings, deep pits, cavernous underground chambers, massive cascading tips, ingenious water systems, bulk handling systems, range of industrial buildings.
- Innovative narrow-gauge railway systems leading to purpose-built coastal export harbours and main-line railways – some remain operational.
- Innovative processing systems – including first known use of circular saw for cutting stone.
- Slate craft skills and use of slate throughout the landscape.
- Grand country houses and estates.
- Workers’ vernacular settlements, showing variations in social context, pattern and scale.
- Chapels and churches, band-rooms, schools, libraries and meeting places, indicating cultural identity and linguistic identity, and aspirations for social justice.
- The Welsh language – place-names.
- Literary tradition associated with The Slate Landscape of Northwest Wales.

The setting of The Slate Landscape of Northwest Wales

Location and setting

The distinctive qualities of this spectacular environment, which extends from mountain-top to sea-coast, convey the challenges of working and living within it. The functional and social linkages within each Component Part show how these were overcome by independent-minded and resourceful people, and by the investment of capital. These historic linkages remain strongly evident and are important to exploring and understanding The Slate Landscape of Northwest Wales. They include the quarries’ visual relationship with workers’ settlements established at the margins of cultivation, and which are often defined by the slate-carrying transport routes that run through them. The sea provides a context for the export of slate to global markets and sets The Slate Landscape of Northwest Wales apart from historically significant slate landscapes on the European continent and in North America.

The landscape aesthetics of mountain, valley-slope, woodland, enclosure and parkland, and the sea are also highly important to the World Heritage Site, by bestowing a sense of place and by making it possible to understand how and why the region has come to be visited, settled and cherished by people inspired by its landscape.

What is setting?

Cadw’s *Setting of Historic Assets in Wales* (2017) outlines the method used to assess the potential impact of development proposals or land-management proposals within their settings.

The setting of any heritage asset includes the surroundings within which it is understood, experienced and appreciated, including its present and past relationships to both historic and natural features. Elements of a setting may make a positive, negative or neutral contribution to the significance of an asset.

Setting is not itself a historic asset, though land within a setting may contain other historic assets. The importance of setting lies in what it contributes to the significance of a historic asset.

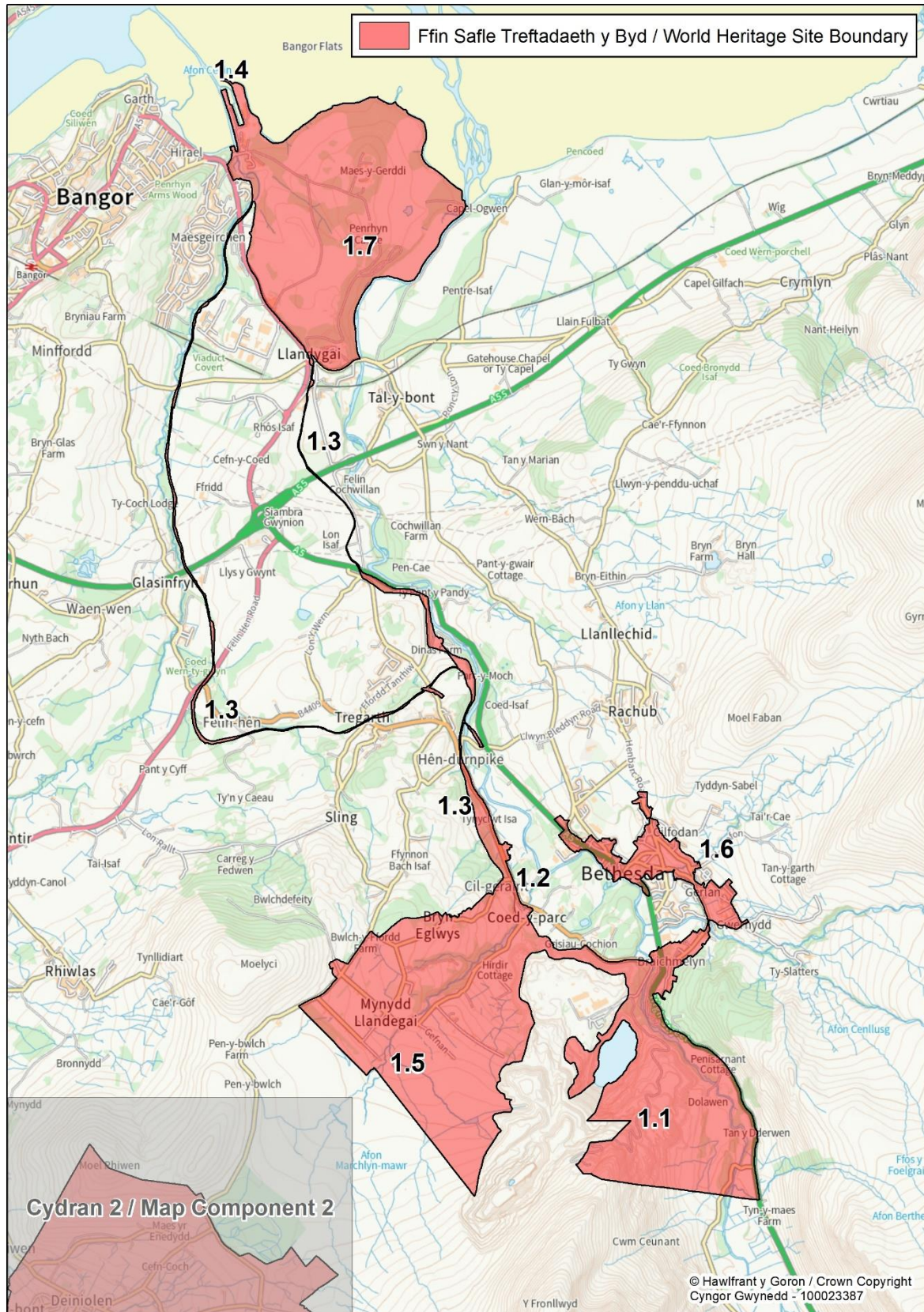
Setting is primarily a visual relationship, but can also include features like noise, activity, or smell associated with the historic asset, or tranquillity or remoteness. In some cases setting can also include functional relationships related to a historic asset such as the extent of a historic estate, a water-catchment area that served historic water-powered machinery, connections between different industrial elements or routes by which industrial materials were transported to markets.

Setting may include a range of factors:

- functional and physical relationships with other structures/historic assets, and how these have changed over time.
- topographic features that influenced its location.
- physical character of the surrounding landscape or townscape, including any formal design or land use.
- the original layout of the historic asset and how this has changed.
- potential buried or archaeological elements surrounding the historic asset.
- views to, from and across the historic asset or place.
- formal or planned vistas.
- the prominence of the historic asset in views throughout the surrounding area.
- views associated with the aesthetic, functional or ceremonial purpose of the asset, for example, defensive sites, beacons or designed landscapes.
- historical, artistic, literary, place-name, cultural or scenic associations might all contribute to the significance of a historic asset.
- other sensory elements — noise, activity, or smell associated with the historic asset.
- tranquillity, remoteness, ‘wildness’. In the mountainous Gwynedd region, the setting is powerful, and the key views are many and expressive; only some of the most significant are described here.

World Heritage Site – Component Parts

Component Part 1: Penrhyn Slate Quarry and Bethesda, and the Ogwen Valley to Port Penrhyn



An area that has been quarried for slate since the Medieval period, but which was developed on an extensive scale from the late eighteenth century onwards by Richard Pennant, Lord Penrhyn, and his heirs. The Component Part includes the relict part of the great stepped Penrhyn Slate Quarry, worked continuously since the late eighteenth century, a water-powered mill complex at Felin Fawr, the railroad and railway that transported the slate to the private harbour at Port Penrhyn, the distinctive and contrasting workers' settlements at Bethesda and Mynydd Llandygai and the quarry-owning family's huge Penrhyn Castle and its vast Park.

Elements:

- 1.1 Penrhyn Slate Quarry - relict stepped benches with extensive areas of slate tipping to either side**
- 1.2 Felin Faw Slate-slab Mills – an historic processing and engineering complex**
- 1.3 The Penrhyn Slate Quarry Railroad and Penrhyn Slate Quarry Railway – two historic systems which exported slate from 1801 to 1962**
- 1.4 Port Penrhyn – the harbour for Penrhyn slates**
- 1.5 Mynydd Llandygai – Settlement; planned housing for quarrymen and their families**
- 1.6 Bethesda – Village; created by quarrymen who preferred not to live on the Penrhyn estate**
- 1.7 Penrhyn Castle and Park – the extravagant neo-Norman dwelling of the Penrhyn family**

Essential Setting

The essential setting of this Component Part is made up of the Ogwen and Cegin valleys, incorporating the entire landscape of slate production and distribution from the quarry northwards to the port for onward shipment. It extends from the quarrymen's town of Bethesda to the parkland and neo-Norman castle of the owning family; from the steep sided slopes of the Carneddau mountains which define the southern limit, to the Arfon coastal plain and to the Menai Straits adjacent to the castle.

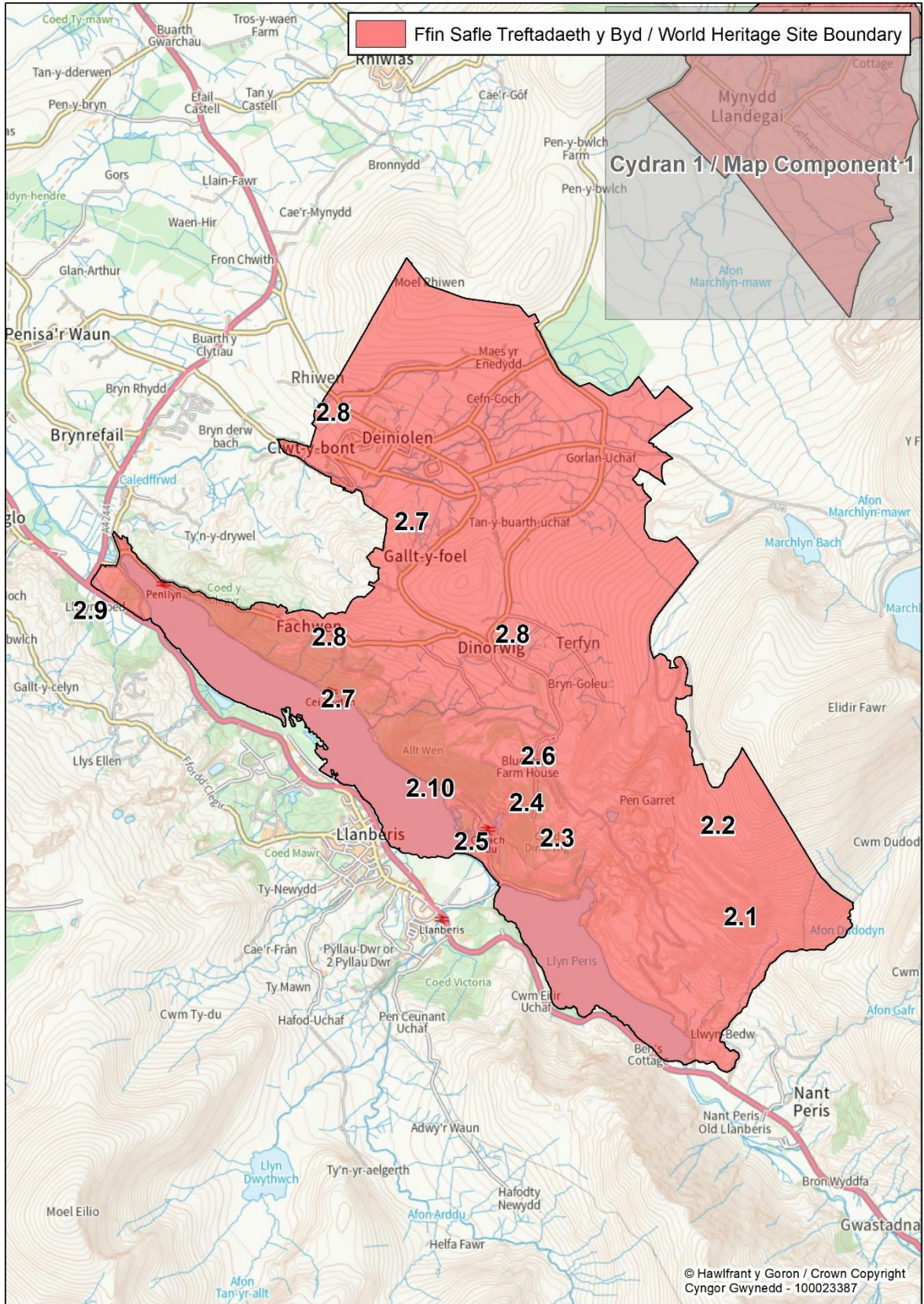
Significant Views

Views within the quarry convey the immense size of the relict workings. Views from the southern part of the relict quarry take in the settlements associated with it, including Penrhyn Castle, as well as the Menai Straits and Liverpool Bay. The 'moving view' for travellers making their way north on the historic Telford post road (the A5) shows how the giant tips of slate rubble have encroached on the pre-existing farmland of Nant Ffrancon, and for those on the Chester-Holyhead railway and the A55, the Neo-Norman keep of Penrhyn Castle dominates the landscape around the northern, coastal end. Views towards the quarry from the castle are for the most part restricted by the trees in the parkland; however, notably the quarry is visible from the 'slate bedroom', a room with public access, in the castle.

Sense of arrival

Key arrival points include turning off the B4409 road into the main quarry landform where the vista of a vast industrial landscape opens up. Arriving at Penrhyn Castle through the park. Travelling through Bethesda along the A5 road – a linear industrial settlement built along a carefully-graded road; the spire of Glanogwen church aligns with the road.

Component Part 2: Dinorwig Slate Quarry Mountain Landscape



This Component Part is dominated by the huge relict Dinorwig Slate Quarry with its stepped galleries, tips of waste rock and processing areas rising 500m from the valley floor at the foot of Snowdon, the former engineering workshops and hospital, now open as museums, extensive worker settlements including barracks, dispersed cottages and the nucleated villages of Deiniolen and Clwt y Bont, and transport systems including the lake, road and railway by which slate was exported

Elements:

- 2.1 Dinorwig Slate Quarry – an extensive relict slate quarry**
- 2.2 ‘Australia’ Gallery – mills and buildings in an area of the quarry too remote to be scrapped, retaining their machinery**
- 2.3 Anglesey Barracks – in Dinorwig Slate Quarry, accommodation for workmen who lived too far away to commute daily**
- 2.4 V2 Inclined Plane/Vivian Slate Quarry – a working counterbalanced inclined plane in a separate department of the Dinorwig Slate Quarry**
- 2.5 Dinorwig Slate Quarry Engineering Complex Now the National Slate Museum**
- 2.6 Dinorwig Quarry Road Systems – the drag, the Dinorwig quarry road and the Fachwen quarry road**
- 2.7 The Dinorwig Slate Quarry Railroad and Railway which between them exported slate from 1825 to 1961**
- 2.8 Deiniolen, Clwt y Bont, Dinorwig and Fachwen– Settlements; quarry villages and cottages**
- 2.9 Craig yr Undeb – [‘Union rock] - a natural outcrop where the North Wales Quarrymen’s Union meetings were held**
- 2.10 Dinorwig Slate Quarry Hospital – now open as a museum**

Essential Setting

This Component Part is aligned with the topography of the Elidir and Snowdon mountains and the valley floor between, with its two long, narrow lakes, extending north-west to Penllyn bridge. As well as the very evident impact of industry (hydropower as well as slate-quarrying), the setting is picturesque, with Dolbadarn Castle dominating the spur between the lakes.

The upland quarry settlements of Deiniolen, Clwt y Bont and Dinorwic are located on a natural shelf overlooking the Arfon coastal plain. The settlements at Fachwen are wooded but offer occasional views over Padarn Lake.

Significant Views

The distinctive landform of the quarry is vividly demonstrated by the view across Peris lake from the A4086 road, as well as by the prospect afforded to people ascending Snowdon on foot or by train. A public viewpoint within the Council owned part of the quarry offers views over the entire Component Part as well as of Snowdon and the Arfon coastal plain to the Menai Straits and to Anglesey. It also demonstrates the distinctive geology of the Cambrian slate vein. The view from Penllyn bridge, on the outflow from Padarn lake, towards to the south-east encompasses the Snowdon and Elidir peaks as well as Dolbadarn Castle and

illustrates Padarn lake's role as a transport axis. These can be seen more clearly, after a short climb, from Craig yr Undeb.

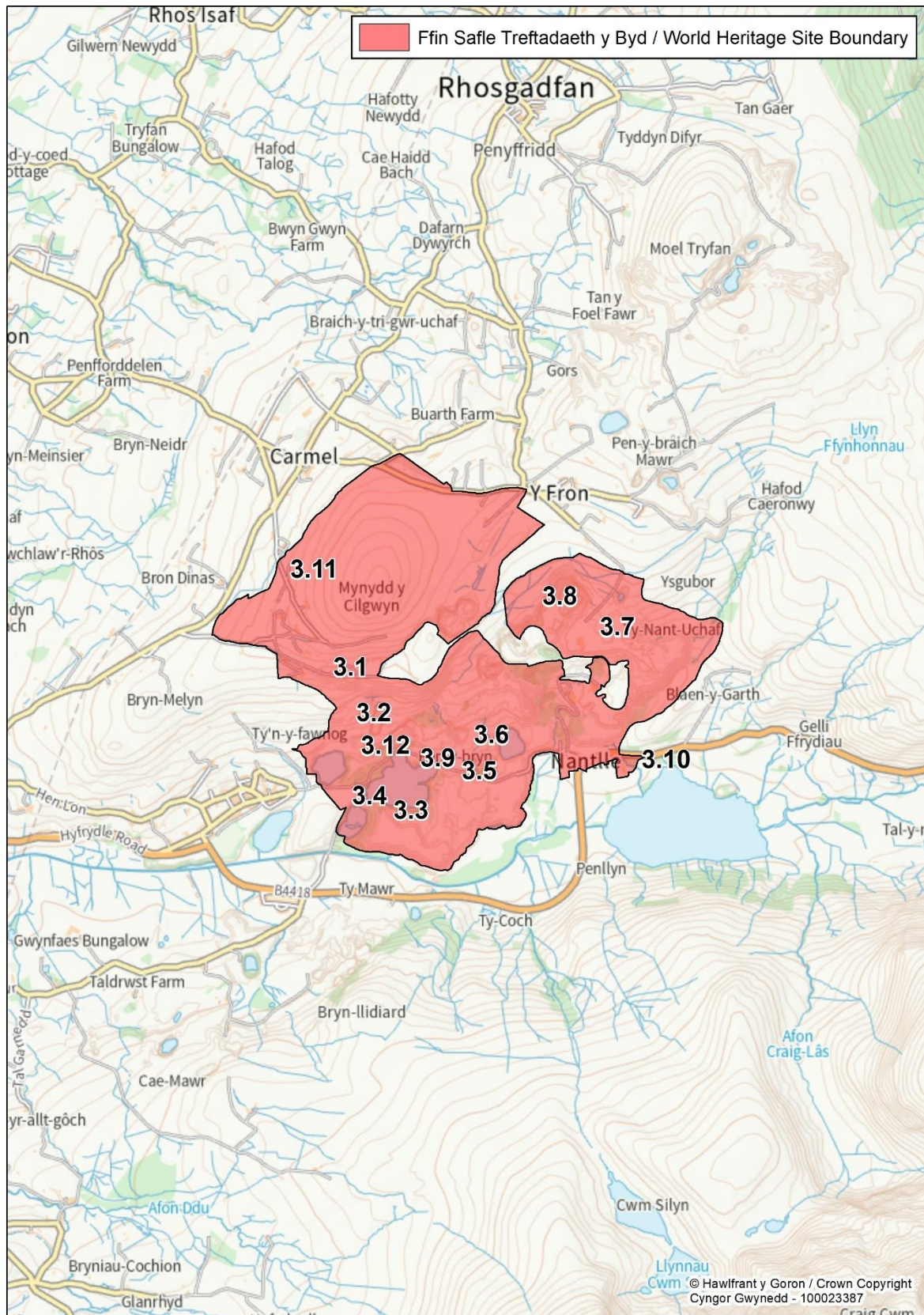
The industrial landscape is evident from the main station at Gilfach Ddu on the Llanberis Lake Railway; the lake-shore route takes in vistas of Snowdon.

The areas immediately upslope from Deiniolen, Clwt y Bont and Dinorwic offer views which illustrate the distinctive nature of these self-contained quarry villages and scattered small holdings, set in a bowl on the hillside.

Sense of arrival

Arriving on the A4086 road from Bangor, Caernarfon or Pen y Pass – an industrial landscape opens up within the natural environment of lake and mountain. Arrival at the National Slate Museum – an impressive quadrangular building with echoes both of a stable-block on a country estate and a fort becomes apparent.

Component Part 3: Nantlle Valley Slate Quarry Landscape



Nantlle Component Part is a multi-period valley which sweeps from the foothills of the Snowdon massif to the Arfon plain and to the sea. It includes the open-pit slate quarries up to 150 meters deep, extensive tips, relict processing buildings, a monumental Cornish steam pumping engine in its original engine-house, associated worker settlements, including a village, squatters' cottages and adapted agricultural buildings, and the Stephenson-engineered railway by which slate was exported.

Elements:

- 3.1 Cilgwyn Slate Quarry**
- 3.2 Blaen y Cae Slate Quarry 'Blondin' Ropeway**
- 3.3 Dorothea Slate Quarry**
- 3.4 Dorothea Slate Quarry Cornish Beam Engine**
- 3.5 Pen y Bryn/Cloddfa'r Lôn Slate Quarry – Dwellings, Slate-mill, Barracks and Chain Incline Ropeway**
- 3.6 Pen y Bryn/Cloddfa'r Lôn Slate Quarry Water-driven Pump System**
- 3.7 Pen yr Orsedd Slate Quarry**
- 3.8 Pen yr Orsedd Slate Quarry 'Blondin' Ropeway**
- 3.9 The Nantlle Railway**
- 3.10 Nantlle – Village**
- 3.11 Settlements on Cilgwyn Mountain**
- 3.12 Plas Tal y Sarn and Tal y Sarn farmhouse**

Essential Setting

This Component Part is aligned with the east-west ridges of the Nantlle Valley, closed off at its eastern limit by the mountain pass of Drws y Coed, but opening out to the west into a lowland landscape. Some of the quarries are enclosed by tips of slate rubble and by woodland, others, particularly on the upper slopes, look out over the valley

Significant Views

The road running on the rubble tips of Cilgwyn Slate Quarry, near the northern limit of the Component Part, offers views which encompass the summit of Snowdon to the east, the Nantlle ridge to the south, and, to the west, the sea extending down the Llŷn Peninsula. On a clear day, Ireland is visible, the historic destination for much of Cilgwyn slate. This also provides a vantage point for the quarries themselves, illustrating their characteristic geology and technology.

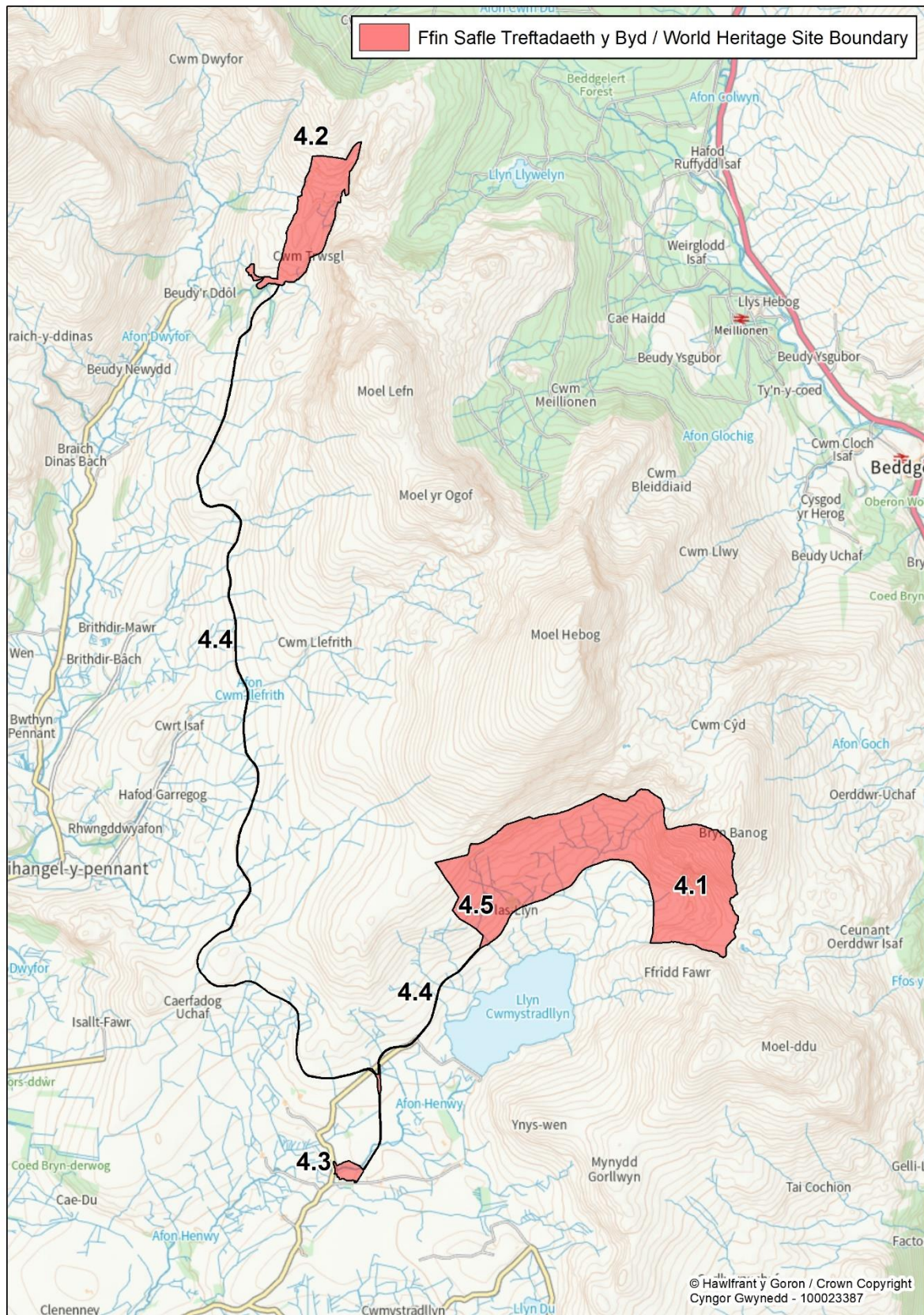
Locations on the lower valley sides and valley floor are more enclosed, and an important characteristic of this landscape is the way in which wooded areas and fields from before the period of quarrying survive, where it is occasionally possible to avoid views of industrial activity and experience an earlier period of the valley's history. The village of Nantlle is dominated by tips of waste rock. The vista along the course of the railway into Dorothea Quarry, with its distinctive double arches, is striking. The flooded pits themselves offer spectacular views.

Dorothea Quarry is an enclosed landscape-within-a-landscape, surrounded by tips of waste rock. Tree-growth since the closure of the quarry in 1970 partially obscures the way that the Cornish beam engine stands on a ridge between the two pits it once pumped. The most famous view of the Nantlle valley, depicted by Richard Wilson in 1765-6, is much changed due to the development of quarrying, though the vista it depicts, looking eastwards towards the summit of Snowdon, can be enjoyed from where the B4418 road crosses the outlet of Nantlle lake.

Sense of arrival

Arrival by road at either end of the Nantlle Valley, east or west presents a landscape in which tips of slate rubble dominate, contrasting strongly with the improved farmland to either side and with the picturesque mountain views. Arrival within Dorothea Quarry along the footpaths/Snowdonia Slate Trail is dominated by the sight of the huge flooded quarry pit and towering bastions.

Component Part 4: Gorseddau and Prince of Wales Slate Quarries, Railways and Mill



This short-lived quarrying area, operating in the mid nineteenth century, is notable for the survival of features often lost at more commercially successful operations. It includes the isolated Gorseddau Slate Quarry and Prince of Wales Slate Quarry both worked on a similar principle to Penrhyn Slate Quarry with stepped galleries with inclined plane access; the railways that served the two quarries, a deserted workersettlement at Treforys and the dramatic Ynysypanyd slate-slab mill.

Elements:

- 4.1 Gorseddau Slate Quarry – a relict slate quarry**
- 4.2 Prince of Wales Slate Quarry – a relict slate quarry**
- 4.3 Ynysypanyd Slate-slab Mill – a striking and architecturally ambitious structure**
- 4.4 Gorseddau Railway and Gorseddau Junction and Portmadoc Railway – railways serving the two quarries**
- 4.5 Treforys Village – an abandoned settlement built to house the workforce**

Essential Setting

This Component Part is defined by two remote valleys, Cwm Pennant and Cwmystradllyn, which unite near the Ynysypanyd slate-slab mill. The quarries are located at the heads of their respective valleys; in the case of the Prince of Wales quarry its higher floors are at the level of the pathway from Rhyd Ddu that leads through the mountain pass Bwlch y Ddwy Elor into Cwm Pennant. This is a quiet and remote area with few farms or houses, given over to sheep-grazing, without any of the sense of continued activity that characterises the other Component Parts.

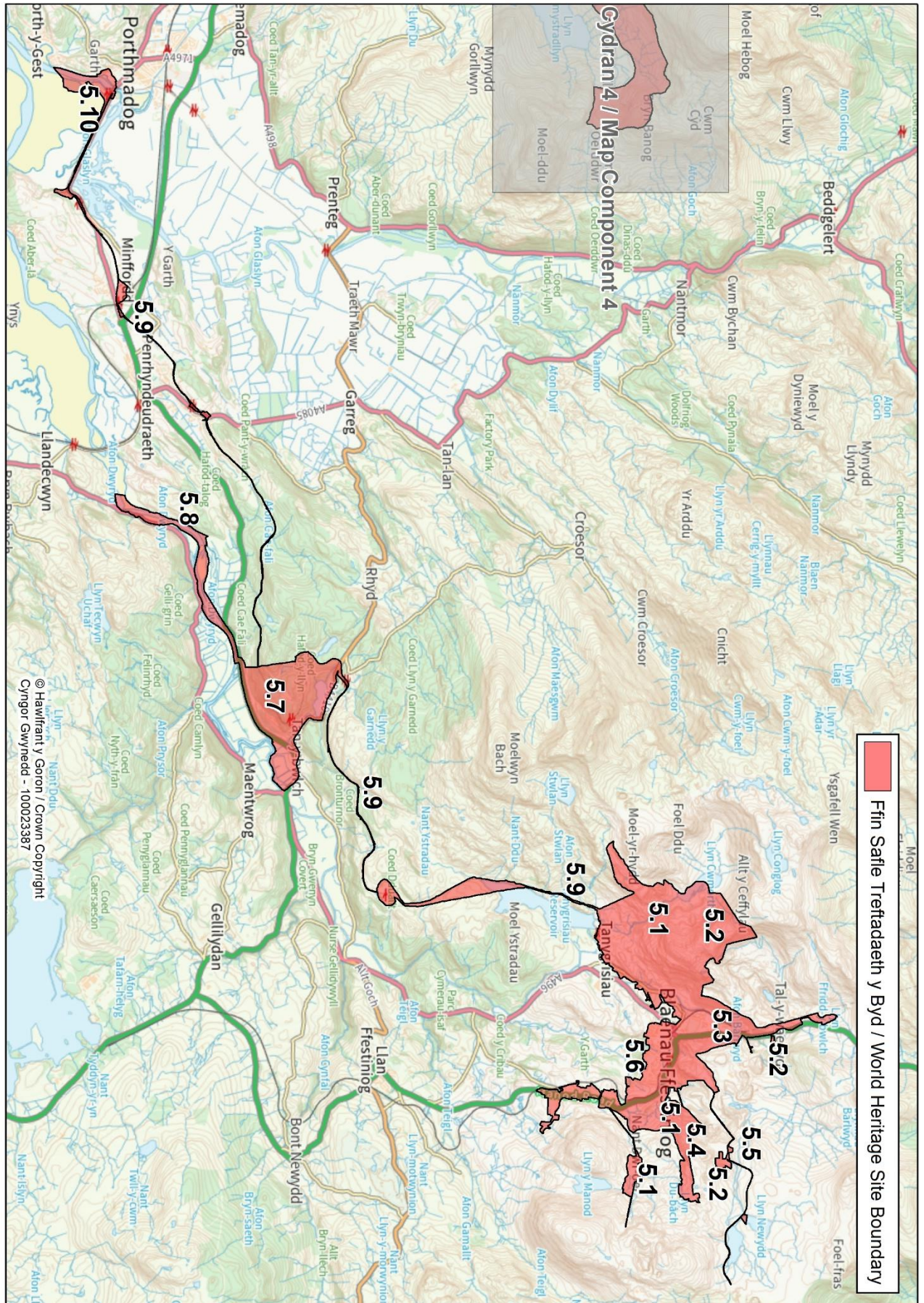
Significant Views

A long-distance vista from the A487 road where it crosses the Cedron stream takes in both valleys; one line of sight from this point takes in Ynysypanyd slate-slab mill with the quarry beyond. The mill is itself a spectacular and iconic skyline feature, particularly when viewed from the minor roads to its west and south. The path through Bwlch y Ddwy Elor offers a magnificent vista of Cwm Pennant.

Sense of arrival

The approach to Ynysypanyd Slate-Slab Mill along the minor road from the A487 road leads to a striking building resembling an abbey. Along the walk to Gorseddau Quarry along the railway and the revetted wall, an industrial site gradually unfolds. The climb to Prince of Wales Quarry reveals a hidden location.

Component Part 5: Ffestiniog: its Slate Mines and Quarries, ‘city of slates’ and Railway to Porthmadog



This Component Part includes the quarries and underground mines, associated tips and mills overlooking the quarrymen’s town of Blaenau Ffestiniog, with its formal urban organisation; also Plas Tan y Bwlch, formerly the home of a major quarry owning family, slate-quays on the Dwyryd river, Porthmadog Harbour and the innovative slate-carrying Ffestiniog Railway.

Elements:

- 5.1 Ffestiniog Slate Quarries – Surface Landform**
- 5.2 Ffestiniog Slate Quarries – Underground Workings**
- 5.3 Pant yr Afon Hydro-power Station**
- 5.4 Diffwys Slate Quarry Mill**
- 5.5 Maenofferen Slate Quarry Main Complex**
- 5.6 Blaenau Ffestinog Town; an industrial town built to house quarrymen and their families**
- 5.7 Plas Tan y Bwlch – a quarry-owner’s home, now the Snowdonia National Park residential study centre**
- 5.8 Slate-quays on the Dwyryd River – early slate export routes**
- 5.9 The Ffestiniog Railway – built to connect the quarries with the sea, still operational as a visitor attraction**
- 5.10 Porthmadog harbour – the shipping point for Ffestiniog slate**

Essential Setting

The essential setting of this Component Part extends from the mountainous landscapes above the quarries and town of Blaenau Ffestiniog along the partwooded Dwyryd Valley with its vistas of Harlech Castle, to the Traeth Mawr, the spectacular mountain environment of Cnicht and the Moelwynion beyond, and the bowl of the Croesor Valley distantly apparent beneath them.

Significant Views

The extent and topography of this Component Part is such that significant views are many. In the region of Porthmadog, the view of the harbour, the bay, the Ffestiniog Railway and its workshops are striking. They can be appreciated from a train crossing the Cob embankment, which offers a vista to the north-east over the reclaimed land towards Cnicht mountain. Other significant moving views from the railway include: the vista from Tan y Bwlch over the Dwyryd river and its quays, with a distant prospect of Harlech Castle; the three railway routes, one active and two relict, over a spur of the Moelwyn mountains; and the unfolding vista of the quarries and the town of Blaenau Ffestiniog as the train reaches the upper terminus, and moves from a mountainous to an urban environment, threading its way through the houses of Tan y Grisiau. The circuitous formation of the railway itself is readily apparent to passengers who can observe the steam locomotive pulling their train on this popular visitor-attraction.

Passengers on the branch-line railway from Llandudno Junction arrive in this Component Part after a journey through a long tunnel which leaves behind a rural landscape and emerges into the powerful relict industrial environment of the Ffestiniog quarries, dominated by tips of waste rock.

For travellers arriving by road from the north, the sudden prospect of the entire landscape on reaching the summit of the A470 over the Crimea Pass is striking – quarries and slate tips in the foreground, wooded hills beyond and the sea in the distance. The A496 road approach to the town from the south offers striking skyline features in the vicinity of Tan y Grisiau. The town itself is dominated by the sharply rising slopes and the spectacular tips of waste rock around it. The contrast between its winding roads with very different buildings and its formally organised squares of large terraces is evident. The former course of the Ffestiniog Railway through Diffws (where the public conveniences are located in the former station) and the quarry incline on the same alignment is a significant axis.

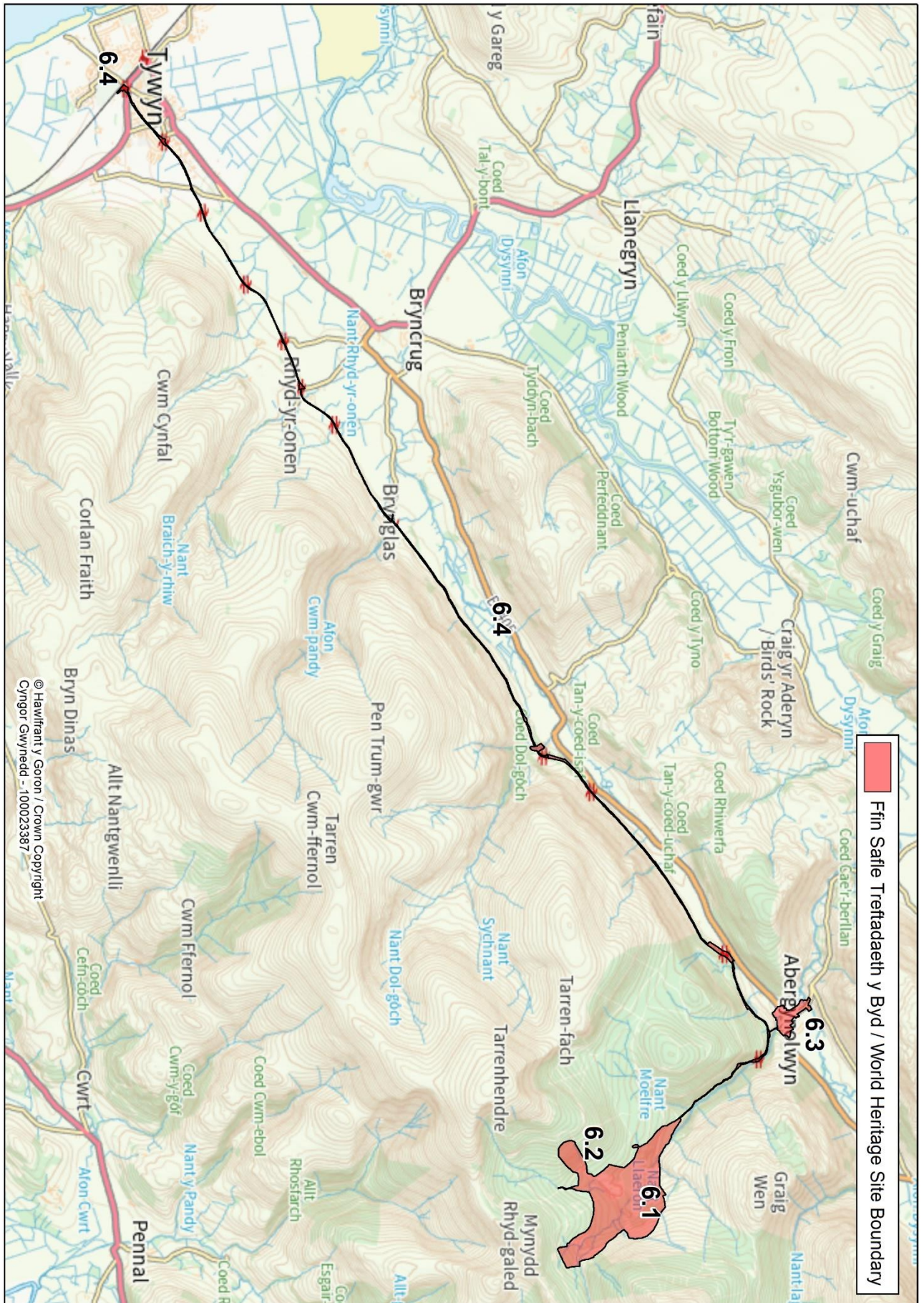
The quarries offer striking views which encompass the full extent of this Component Part, the surrounding mountains, the estuary and the sea.

Sense of arrival

Journeys by train – both the gradual sense of approaching an industrial landscape after the scenic beauties of the Ffestiniog Railway and the dramatic reveal of an industrial landscape upon emerging out of the tunnel on the mainline from Llandudno.

The road journey over Crimea Pass – the scale of quarry workings suddenly becomes apparent, with the long vista over the rural environment and towards the distant prospect of the sea.

Component Part 6: Bryneglwys Slate Quarry, Abergynolwyn Village and the Talyllyn Railway



Bryneglwys quarry and underground workings shows the influence of extractive techniques from Nantlle and Ffestiniog; this Component Part includes the company village of Abergynolwyn, its Lancashire-pattern reflecting Manchester capital, and the Talyllyn Railway, the first slate quarry railway built for steam traction and to connect with the main line rather than the sea – also a pioneering railway preservation project emulated worldwide.

Elements:

- 6.1 Bryneglwys Slate Quarry Surface Landform and Chain-incline Ropeway**
- 6.2 Bryneglwys Slate Quarry Underground Workings**
- 6.3 Abergynolwyn – Village; a settlement built by quarry owners to house their workforce**
- 6.4 Talyllyn Railway – built to connect the Quarry with the sea, still operational as a visitor attraction**

Essential Setting

In some respects, this is the least immediately evident of the Component Parts. The quarry is located within a remote forested tributary valley where the setting is defined by the surrounding ridge tops. The village of Abergynolwyn lies on the floor of the main valley. The upper part of the railway runs on a contour formation but as it approaches Tywyn, it makes its way between fields of lowland pasture and reaches its lower terminus in a cutting.

Significant Views

Part of Bryneglwys Quarry is afforested but its valley-slope location offers views over most of the industrial landform. The Talyllyn Railway runs through an environment that is mostly unchallenging in engineering terms, but which has preserved its historic character since the 1860s. Views of the railway comprise the iconic mid-Victorian station buildings and infrastructure, including trains crossing Dolgoch viaduct.

Sense of arrival

Arriving by road offers visitors views of a steep-sided valley. Passengers on the Talyllyn Railway, whether they begin their journey at Tywyn or Abergynolwyn, immediately sense a complete nineteenth-century railway system. The quarry is not apparent from the upper railway terminus at Nant Gwernol but the adjacent inclined plane, visible from the platform, provides a context for the railway's purpose as a slate-carrier. The village of Abergynolwyn retains the feeling of a nineteenth-century industrial community created in a mountainous Welsh environment.

APPENDIX 2

Relevant Local Plan Policies from the Joint Anglesey and Gwynedd and Eryri Local Development Plans. *(To note this is not an exhaustive list)*

Policies from Anglesey and Gwynedd Joint Local Development Plan 2011 – 2026

- POLICY PS 20: PRESERVING AND WHERE APPROPRIATE ENHANCING HERITAGE ASSETS
- POLICY AT 1: CONSERVATION AREAS, WORLD HERITAGE SITES AND REGISTERED HISTORIC LANDSCAPES, PARKS AND GARDENS
- STRATEGIC POLICY PS 5: SUSTAINABLE DEVELOPMENT
- POLICY PCYFF 2: DEVELOPMENT CRITERIA
- POLICY PCYFF 3: DESIGN AND PLACE SHAPING
- STRATEGIC POLICY PS 7: RENEWABLE ENERGY TECHNOLOGY
- POLICY CYF 6: REUSE AND CONVERSION OF RURAL BUILDINGS, USE OF RESIDENTIAL PROPERTIES OR NEW BUILD UNITS FOR BUSINESS/INDUSTRIAL USE
- STRATEGIC POLICY PS 14: THE VISTOR ECONOMY
- POLICY TWR 1: VISITOR ATTRACTIONS AND FACILITIES
- POLICY TWR 2: HOLIDAY ACCOMODATION
- POLICY TWR 3: STATIC CARAVAN AND CHALET SITES AND PERMANENT ALTERNATIVE CAMPING ACCOMMODATION
- POLICY TWR 5: TOURING CARAVAN AND TEMPORAY ALTERNATIVE CAMPING ACCOMODATION
- STRATEGIC POLICY PS19 – CONSERVING AND WHERE APPROPRIATE ENHANCING THE NATURAL ENVIRONMENT
- POLICY AMG 2: SPECIAL LANDSCAPE AREAS
- POLICY AMG 3: PROTECTING AND ENHANCING FEATURES AND QUALITIES THAT ARE DISTINCTIVE TO THE LOCAL LANDSCAPE CHARACTER
- POLICY AT 2 : ENABLING DEVELOPMENT
- POLICY AT 3: LOCALLY OR REGIONALLY SIGNIFICANT NON-DESIGNATED HERITAGE ASSETS
- POLICY PS 22: MINERALS

Policies from the Eryri Local Development Plan 2016-2031

- Strategic Policy A: National Park Purposes and Sustainable Development
- Development Policy 1: General Development Principles
- Strategic Policy D: Natural Environment
- Development Policy 2: Development and the Landscape
- Development Policy 3: Energy
- Strategic Policy Ff: Historic Environment
- Development Policy 6: Sustainable Design and Materials
- Development Policy 7: Listed and Traditional Buildings
- Development Policy 8: Protection of Non Designated Sites
- Strategic Policy H: A Sustainable Rural Economy

APPENDIX 3

Table 1. Identifies some Typical Development Scenarios and the main Planning Considerations for the WHS and its essential setting.

Development Scenario and Location	Development Type	Planning Considerations
Small scale development within the WHS and its essential setting.	<ul style="list-style-type: none"> • Householder extensions • Changes of use • Minor tourist proposals (toilets, small parking, and picnic areas) • Minor Visitor accommodation proposals 	<ul style="list-style-type: none"> • Will normally be acceptable if in accordance with planning policy • Acceptable design and use of materials • Consider impact on neighbours • Check whether a listed building, within a conservation area or affecting ancient monument. Refer to page 7 of guidance. • Check pre-application enquiry advice. Refer to page 16 of guidance
Development of one dwelling or more including conversions or the creation of 100m ² of floorspace within the WHS.	<ul style="list-style-type: none"> • Residential development • Industrial development • Larger scale tourist and visitor accommodation proposals. • Agricultural development 	<ul style="list-style-type: none"> • Design and Access Statement required. Refer to page 10 of guidance. • The overall implications on the WHS. Refer to Appendix 1 and the main guidance. • Pre-application enquiry advisable. Take account of feedback and discussion with L.P.A. • Ensure compliance with national and local planning policies. • Consider any appropriate mitigation measures
Major development within the WHS, its essential setting, significant views, and surrounding areas. Housing (10 or more units)	<ul style="list-style-type: none"> • 10 or more dwellings • Outline planning applications on 0.5 hectares or more where number of dwellings not specified. • Buildings where floor space is 1000m² or more 	<ul style="list-style-type: none"> • Design and Access Statement Required(apart from mining and waste proposals). Refer to page 10 of guidance. • Statutory pre-application consultation required. Refer to page 17 of guidance.

	<ul style="list-style-type: none"> ● Mining ● Waste development ● Renewable energy ● Development on site area of 1 hectare or more. 	<ul style="list-style-type: none"> ● The overall implications on the WHS, its essential setting, significant views, and surrounding areas. ● Pre application enquiry highly advisable. Take account of feedback and discussion with L.P.A. and consultees. ● Ensure compliance with national and local planning policies. ● Wider landscape/setting implications arising from larger proposals. ● Environmental Impact Assessment may be necessary ● Consider any appropriate mitigation measures.
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GWYNEDD COUNCIL CABINET



Date of meeting:	28 June 2022
Cabinet Member:	Cllr. Dyfrig Siencyn, Council Leader
Contact Officer:	Dafydd Gibbard – Chief Executive
Title of Item:	The Council's Senior Management Structure

The Decision Sought

The Cabinet is asked to -

- a) End the trial of operating with only one director and proceed with the usual recruitment process.
- b) Abolish the post of Head of Gwynedd Consultancy on the retirement of the current Head of Service and merge the Highways and Municipal Department and Gwynedd Consultancy as one new department.
- c) Transfer the Waste and Recycling units from the Highways and Municipal Department to the Environment Department and move one Assistant Head / Senior Manager post.
- d) Restart our Supporting People program by locating the relevant Assistant Head of Service as part of the Leadership Team, for a period of two years initially.
- e) Confirm that relocating elements of the Early Years and Youth Service from the Children and Families Department to the Education Department will be implemented by the Chief Executive.
- f) To delegate the authority for the Head of Legal Services to amend the Council's Delegation Scheme to reflect the changes as they come into effect.
- g) To note that the above changes will achieve an annual net revenue saving of approximately £81,000 which will sit within the Leadership Team for the time being until required.

Background

1. A year has passed since I began in my role as Chief Executive and I have now had the opportunity to observe a full cycle of the Council's activities.
2. In May of last year, I noted that as a Council we would need to establish our operational needs and arrangements for the post Covid period, but that we would first need time to consider and identify all the challenges facing us in the coming years. I also noted that I did not think it would be sensible for me to make recommendations to meet our needs until we had had the opportunity to listen and learn from staff and Council Members, and over the past 12 months I have taken every opportunity to do so.

3. Now that a year has passed, that we are finally entering the post Covid stage and as we enter a new Council term, it is timely for me to outline the changes required, in my opinion, if we want to aim to provide the best possible services to the residents of Gwynedd.
4. Over the next period, there is a wide range of priorities that we wish to achieve as a Council. The need to divert our attention to cope with a global pandemic over the last two years has meant that some issues have had to take a back seat. Now that we are entering a new era we will need to revisit those issues as well as many other new priorities. The Council Plan contains over 40 individual projects which aim to address our Improvement Priorities with the following standing out as apparent issues that we want to move quickly to achieve:
 - a) Create a specific Regeneration Plan for each area of the county which will include town centre regeneration.
 - b) Complete our Sustainable Tourism Strategy in partnership with the National Park.
 - c) Complete the current phase of modernising education programme including looking at Post-16 education in Arfon and improving secondary education resources in the Bangor area.
 - d) Introduce the free school meals scheme for primary school children and the digital education strategy for all pupils.
 - e) Restart our Supporting People programme, especially in light of the impact the cost of living crisis will have on the well-being of Gwynedd residents.
 - f) Deliver our Housing Action Plan to tackle the housing crisis facing all communities.
 - g) Continue to seek better management of second homes and short-term holiday accommodation.
 - h) Complete the transformation of our adult care arrangements to establish suitable and sustainable services for the future.
 - i) Produce a new Local Development Plan.
 - j) Contribute to responding to the climate crisis by delivering our Climate and Nature Plan.
 - k) Improve our efforts to achieve clean and tidy communities.
 - l) Increase our domestic waste recycling percentage to meet national mandatory targets.
 - m) Prepare to face new financial challenges, yet again.
 - n) Make the most of new regional arrangements and opportunities e.g. CJC.
 - o) Ensure that we achieve by further embedding our Ffordd Gwynedd principles.
 - p) Improve our workforce planning arrangements to strengthen our ability to recruit staff to key posts across the Council.
5. It is important to note that Gwynedd Council is an authority that is already recognised as performing excellently and regularly received recognition by the Wales Audit Office, Estyn and the Care and Social Services Inspectorate. Last year we had 42 projects in the Council Plan and, despite the service pressures resulting from Covid, we were able to deliver 30 of these in total and 11 in part. We had only one project which we did not manage to complete.

6. This year we have 41 more projects that we want to achieve. It is a challenging plan and if we aim to achieve an even higher percentage of these projects then we will need to adapt our arrangements in-line with that aspiration.
7. The changes that I recommend below will enable us to build on our current performance, ensure that we are better placed to face the unprecedented challenges we will face whilst moving forward into recovery, and also deliver the Council Plan projects.

Corporate Directors

8. In addition to contributing to the management and culture of the Council, the role of the Corporate Director, along with the Chief Executive, is:
 - Supporting the Cabinet, and individual Cabinet Members, in ensuring they commission the right things to improve service performance and deliver the Council Plan projects.
 - Support Cabinet Members to lead a programme of projects within their portfolio.
 - Ensure that Council staff deliver what is commissioned by Members.
 - Providing independent advice and assisting Cabinet Members in considering the proposals put forward by Heads of Department.
 - Assist cabinet members to challenge and improve performance.
9. The role of the Director currently places an emphasis on helping Members to commission departments and then holding departments to account for delivering on what has been commissioned. I believe that there is scope to extend that role slightly to include supporting departments and not just "holding them to account". This can be done by offering constructive challenge, facilitating cross-departmental collaboration and leading strategic projects to enhance the departments' ability to deliver on what Members have commissioned.
10. There are currently two Corporate Director posts on the Council's staffing structure. In his report to the Council cabinet in September 2019 the former Chief Executive recommended that an experiment be undertaken by not filling one of the Corporate Director posts when it became vacant. The report noted that there was no intention to remove the post, but to experiment without it for a period to enable us to learn the effects of the post not being filled.
11. Conducting such an experiment was sensible at the time as there was an opportunity to establish whether or not two Corporate Directors were required. At the time no one could have foreseen the extensive change it would face in 6 months' time and the tremendous pressure that Covid was going to place on our services. As a result, the need for sufficient resources to secure the highest level of support and guidance would be greater than ever if we were to take every opportunity to recover once Covid left us.

12. In considering whether we should continue to fill the current vacant post, we should be aware of the fact that the number of Directors held by the Council has reduced many times over the years, mainly as we sought to meet the need for financial savings. In 2003, the Council had a Chief Executive and 5 Directors (plus 14 Heads of Departments compared to the 10 we have today). The number of Directors was reduced to 3 in 2011 and then 2 in 2015. We have experimented with only 1 Director since 2019.
13. In looking at options for this tier of the Council structure I have also made a comparison with other councils in the North region. Although our needs should not be established by comparison with other authorities, it is a useful context given that we work daily with these partners on a number of regional programs and need adequate resources if we are to be able to take full advantage of the opportunities that arise from that work.
14. The structure of each Council is slightly different and the exact operating arrangements and variety within the functions of different individual posts make detailed comparisons difficult. However, a high-level comparison of the situation in terms of the number of top-tier officers highlights that our arrangements here in Gwynedd, when operating with one Director, is the exception:

Council	Number of top tier officers (disregarding the CE post)
Anglesey	4
Conwy	3
Denbighshire	3
Flintshire	6
Wrexham	7

15. Given the above, together with the impact that Covid has had on our services and aspirations as we embark on the Covid recovery phase, I believe that the trial period of operating with only one Director should come to an end. We know that the current Director is leaving her post this summer and I recommend that one of the Director posts currently on the structure be filled with a view to continuing to lead on issues of care and well-being, supporting people, safety community etc. This will include the role of Statutory Director of Social Services.
16. This will allow the second Director, along with myself, to focus on supporting the delivery of the improvement priorities across the rest of the breadth of services across the Council. Although operating with two Directors will still mean that we would have less resource at this level than other neighbouring authorities, together with our heads of Department I believe we can operate successfully in this way.

Gwynedd Consultancy (YGC)

17. In considering the former Chief Executive's Management Review, on May 7th, 2019, the Cabinet decided to

“...ask the Chief Executive to look again at the position of Gwynedd Consultancy to see if there is another way of achieving the objectives set out in the report in terms of management structure and further efficiency savings.”

18. Shortly afterwards our attention was diverted to dealing with the pandemic which did not allow time to review the situation further before now.
19. Gwynedd Consultancy, although primarily a commercial entity, is currently a separate Department within the Council's structure. It is led by a Head of Department and an Assistant Head of Department who is responsible for the overall management and leadership of the department together with some specific operational matters which generate income through fees.
20. The commercial entity also creates significant local employment in a technical field, through the medium of Welsh. They employ around 150 staff and if they were a private company then they would likely be the largest Consultancy of its kind in North Wales. Its work is also well-known to external customers and their annual profits have steadily increased over the years. It is important to recognise that this is a credit to the whole Management Team.
21. The Department undertakes statutory functions in water and flood management and by combining the commercial and statutory functions, Gwynedd Consultancy is able to maintain high quality jobs whilst retaining the expertise within the county.
22. In addition to the Head of Department and Assistant Head, the management structure of Gwynedd Consultancy includes 4 managers who fulfil commercial functions that contribute approximately £600,000 per annum to the Council's budget. Protecting this element is essential as it is recycled to contribute to funding our frontline services.
23. Compared to other Council Departments' management structures, I cannot disagree with the outcome of the Management Review in 2019, which concluded that the Head and Assistant Head were disproportionate.
24. When considering how to tackle this there are three possible options:

a) Continue as a separate Department with head only

The advantage of this would be to keep the Consultancy together and thus protect us from the risk of diminishing profits which the Council currently benefits from. One of the strengths of the Consultancy is that it is able to offer a wide range of services through the medium of Welsh, under one roof. In discussing with each member of the Management Team individually, each emphasised the need to continue as one strong entity.

However, the disadvantage of continuing as a separate Department, as well as the fact that the department is small in comparison to the other Departments, is the sense created that the Consultancy is purely a commercial entity and their sole purpose is to generate profit. This is incorrect, and it is unfair on dedicated staff who

work there, as they also provide some important frontline services, especially in the area of local infrastructure, water and flooding. Some of these services are statutory where we have a responsibility to provide those services to the people of Gwynedd.

As a separate Department we would miss the opportunity to dispel the perception of others that fee earning is the Department's only priority and whilst discussing with the Management Team it was pleasing to listen to the aspiration of each of them to be recognised as those that offer quality services to the people of Gwynedd, and beyond.

b) Dissolve the Department and split the individual services into several different departments

Given the financial risks explained in option A, it would not be sensible to consider this option further. This is the definitive spot for members of the Management Team and is supported by the fact that many officers work on different projects and areas of work; some of them split their time between commercial activity and also deliver front-line service.

c) Keeping the Consultancy together and relocating it under another Department and acting with an Assistant Head leading the Consultancy.

Given the financial risks of diluting the commercial entity but again the need to take the opportunity to remove the perception that profit alone is the Department's priority, this is my recommended option.

Consideration could be given to locating the Consultancy in several different Departments and I have discussed this with a number of heads. Following those discussions and considering the similar areas of work in other sections I recommend that the Highways and Municipal Department would be most sensible to locate the Consultancy. The two departments have already shared the same Cabinet Member for many years and there is close collaboration between the two departments on a number of issues such as structure, roads and flooding.

Fortunately, the Head of Highways and Municipal has a good understanding of many of the Consultancy's areas of work and is already dealing with numerous customers and outsourcing in similar technical areas. With the help of the Assistant Head and Service Unit Managers, I have confidence that they will be able to continue to generate the income that the Council is currently benefiting from.

I am also convinced that merging the Consultancy with the Highways and Municipal Department will help the Consultancy in removing unfair historical perceptions and incorporating them more closely into the Council's core work of providing services to the residents of Gwynedd, especially given the desire that already exists within the Management Team.

25. In reaching this conclusion it must be noted that I am not entirely convinced that some smaller teams would be in the right place if they remained within the Consultancy, specifically

the Construction Unit, as the Housing and Property Department is by far their main client and transferring to that Department would be advantageous. The small team dealing with SUDS (water drainage issues) applications is another similar example, but in order to facilitate a smooth transition from Consultancy I do not want to make any further changes at present. However, I will continue to discuss this with the relevant Heads of department over the coming year before deciding if further action is needed.

The side-effects of merging the Highways and Municipal Department and Gwynedd Consultancy

26. Combining two departments into one raises the need to ensure that there is a fair balance between the allocation of services among some departments. Adding Gwynedd Consultancy would mean overloading the Highways and Municipal Department with budget responsibility and significantly higher staff numbers than other departments of a similar nature.
27. Following the merger of Highways and Municipal and Gwynedd Consultancy most of our technical activity will be housed within the new Department, Housing and Property and Environment Departments.
28. The Housing and Property Department is still establishing itself as a new Department within the Council and is currently facing significant challenges and needs to be able to focus on our Housing Action Plan as it is one of the Council's main improvement priorities. The current homelessness crisis has significantly added to their emergency workload as well as currently leading on the relocating of Ukrainian refugees. I therefore do not believe that now is the right time to be extending the responsibilities of that department.
29. As far as the Environment Department is concerned, they also face significant challenges and are leading on several high priority areas that will need attention over the next period including the establishment of a new Local Development Plan and our response to the second homes problem. They are also under pressure in the transport and traffic areas of work with several high priority schemes in the pipeline and need to develop their specialist capacity and resilience in this area and Public Protection over the next year or two.
30. In addition, the Climate and Nature Plan is now being led within the Environment Department and this work is closely linked to the recycling agenda, which is currently within Highways and Municipal. Therefore, moving the two Waste and Recycling units from the Highways and Municipal Department to the Environment Department would not only create a better balance between the allocation of services within the two departments (along with staff numbers and budgets) but also allows us to bring our Climate services closer together and so I recommend doing so to address both issues with one move.
31. Once we have merged the Highways and Municipal department and Gwynedd Consultancy, the new department would be led by a Head and three Assistant Heads / Senior Managers which is excessive. I therefore recommend that one of the Assistant Head / Senior Manager posts be moved to the Environment Department in order to create a better balance of senior management capacity and work distribution, enabling them to fairly address the new areas of work on the Waste and Recycling.

32. In formulating the above recommendations, I also considered the merger of highways and traffic issues, not least because there is confusion among the public (and Members) as to who is responsible for what. However, I do not think that merging the two areas is the only way to address this. The two disciplines (maintaining road structure and managing people's travel behaviour) are two distinct disciplines and these activities are strongly linked to other areas of work currently within both departments. However, we must not allow this confusion to continue and so I will hold further discussions with both Heads to identify solutions that will provide a speedy resolution.

Supporting People

33. Over the last two years the Council has directed more resource and effort into the area of supporting people than ever before. We have also had the opportunity to learn more about the needs of vulnerable people in Gwynedd than ever but despite this our cross departmental Supporting People programme has had to take a back seat and we have not been able to move it forward at the speed we had hoped.

34. The country as a whole is now facing a cost of living crisis which will have a further impact on the resilience of our communities and the challenges we face in poverty and so we will need to restart our Supporting People program as a matter of urgency.

35. In drawing up the division of responsibilities of Cabinet Members the responsibility for the Supporting People programme has already been allocated to the Deputy Leader, and that is to ensure that there is an understanding across the Council that this is a cross-departmental issue that everyone will need to contribute to.

36. However, the Assistant Head who is leading on this area of work (but who has had to divert her efforts to lead on a number of Pandemic issues over the last two years) is located within the Children and Families Department. The post was based in that Department at the time for a variety of different reasons, but mainly because we were unclear as to what exactly we would want to achieve in Supporting People.

37. The weakness of locating the role within the Department for Children and Families is the perception that the programme is solely the responsibility of that department and as the other departments with a role to play in this area have other high priorities, the Supporting People area has not been given the precedence that we will need to give it over the next year or two.

38. It is also arguable that we are still uncertain as to what exactly we need to achieve in this area, and what is within our power to achieve it. Therefore, in order to reinforce the need for this program to be owned across the Council, and to re-establish exactly what we will be trying to achieve, I recommend that the Assistant Head moves to the Leadership Team initially for a period of around two years. The post holder will also be able to lead on some strategic projects as part of their role within the Leadership Team

39. There are currently no operational units within the Leadership Team and I do not wish to create costly and complex unnecessary working arrangements. However, placing the post within the Leadership Team for a fixed period will ensure support and guidance from myself

and the director with responsibility for care issues, and at the end of the two years we can reconsider where the post should be permanently located on the basis of what we will have learned by then.

40. The knock-on effect of this is the need to consider where the two Service units that are currently the Assistant Head's responsibility, namely Early Years and the Youth Service, should be located. Both of these units have sat in several Departments in the past and I now believe that much of their work should be situated in the Education Department, as is already the case in many other Authorities. Some of the statutory responsibilities already lie with the Head of Education, both areas are part of Estyn's Local Authority inspection framework and the ALN legislation also supports the centralisation of responsibilities from 0 to 25 years, which span the inputs of the two service units involved. It is also very closely linked when considering early years capital schemes and the general support for preschool aged children. The two relevant Heads are also supportive of this move.
41. Whilst it is sensible to locate the Youth Service as a whole in the Education Department, it must be acknowledged that there is more than one element to Early Years work and further discussions will need to take place with the Relevant Heads, Assistant Head and Manager before concluding which elements should transfer to the Education Department and which elements should remain with the Department for Children and Families.
42. The only other side effect of relocating the Assistant Head of Children and Families Department is the gap left behind in terms of general operational support offered to the department. That could possibly be offset by drawing on support from the Business Unit which sits in the Adults Department (and should also support the Children's Department) but I will need further discussions with both Heads before be able to establish conclusively if that meets the need adequately or whether a new Senior Executive Officer resource will need to be provided to the Department for Children.

Financial Obligations

43. The second Director post is already on the Council's staffing structure and so there is no additional cost to fill the post.
44. The removal of the post of Head of Gwynedd Consultancy and the supporting Assistant (following some minor adjustments) will result in an annual permanent net saving of approximately £81,000. The saving will sit within the Leadership Team for the time being until required and in case some further adjustments are needed following the above moves.
45. Following discussions with the Head of Highways and Municipal and Head of Environment, it will be possible to create the additional Assistant Head post in the Environment Department without additional cost by transferring a post from one department to another. This means that there will be no cost to this recommendation.
46. The change to Gwynedd Consultancy would not be possible without facilitating early retirement from the current Head of Service. The Head has agreed to retire a little earlier

than intended to enable these changes to take place in a timely manner. Delivering this change has a small one-off cost of £3,832 and will be funded corporately.

Views of the statutory officers:

Monitoring Officer:

This involves a recommendation to review the Departmental Structure of the Council and strengthen the Leadership Team and reasonable and appropriate reasons for so acting are given. It is appropriate that the Cabinet considers and approves these changes given their scope and implications. Of course, it will be necessary to work within the Councils arrangements in relation to the appointment and employment of Chief Officers in taking elements forward. I will be in a position to act on the consequential changes to the delegation arrangements which are in Section 13(3) of the Constitution to ensure that the correct delegated powers are in the hands of the Departments.

Statutory Finance Officer:

I have assisted the author of the report with the financial information and am satisfied with its accuracy.

CYNGOR GWYNEDD CABINET

Date of meeting	28 June 2022
Cabinet member	Councillor Dilwyn Morgan
Contact officer	Alun Gwilym Williams, Senior Business Manager
Title of report	Residential and Nursing Fees 2022/23

1. The decision sought

To increase the Gwynedd residential and nursing standard fee for the 2022/23 financial year. The recommendation is to set fees in accordance with Option B in the report, and to implement them in accordance with the Council's terms and conditions.

2. Previous decision

- 2.1 The Council sets the standard fees which are paid to Gwynedd private residential and nursing homes. There is a different fee for four different types of care (Residential, Residential EMI i.e. older people with memory problems, Nursing and Nursing EMI). The fees are recommended following regional discussions with other north Wales local authorities as well as Betsi Cadwaladr University Health Board. Some providers contribute to this work so that we can gain a better understanding of the true cost of residential and nursing care.
- 2.2 Parts 4 and 5 of the Code of Practice (Charging and Financial Assessment) which have been set in accordance with the Social Services and Well being Act (Wales) 2014 state that local authorities must give regard to the cost of good quality care when meeting the needs of individuals in order to ensure that the care placement can meet their needs. It is on this basis that the standard fee is set.
- 2.3 At the Cabinet meeting on 8 March 2022, the Gwynedd standard residential and nursing fees for 2022/23 were approved as follows:

2022/23 fee	£ weekly	Increase on 2021/22 fee
Residential	627	7%
Residential EMI	695	6.76%
Nursing	731*	6.87%
Nursing EMI	774*	7.2%

*does not include the Health Board contribution to nursing costs

- 2.4 As part of the decision, the Cabinet asked Council Officers to assess the possibility of increasing the standard fees further for 2022/23, by considering the affordability and sustainability of paying increased fees to support the sector.

3 Background

- 3.1 The sustainability of the care sector is one of the main risks of the care sector, and this has been included on the department's risk register. One of the most important factors in order to respond to the risk is to ensure that the fees that the Council set promote and sustain a stable and sustainable care market.
- 3.2 A number of elements were fed into the original fees for 2022/23:
- CPI inflation levels (*Consumer Price Index*) at the time, which have increased considerably in the meantime
 - The need to pay the Real Living Wage to all care workers
 - An increase in the residential and nursing insurance policy costs
 - Information from a regional questionnaire for providers
 - Regional work on the 'Laing & Buisson' model (a national model which attempts to standardise the true cost of residential and nursing care)
 - Standard ROI (*Return On Investment*) of 10% across each category of care
- 3.3 Although fees are set using a regional model/framework, the model can be interpreted differently, and make local adaptations. Although the standard fees of the north Wales local authorities are relatively similar, there were small differences between everyone's fees for 2022/23.
- 3.4 The Council's settlement from Government was higher for 2022/23, where Gwynedd received a settlement of 8.8%. A sum was also received from Welsh Government to enable the Council and providers to pay the Real Living Wage to care staff. The Gwynedd settlement sum will return to lower levels following 2022/23, with an increase of 3.5% for 2023/24 and 2.4% for 2024/25. There is an opportunity this year (2022/23) to respond to the challenge which is facing us by offering fees which convey the real cost of quality care for providers.
- 3.5 There has been some attention and criticism in the media to north Wales fee levels in comparison with fees which are set by local authorities in the south. Gwynedd fee levels and those of the remainder of the councils in the north are currently amongst the lowest in Wales.

4 Update/Options

- 4.1 Following setting the above standard fees, a message was sent out on 14 March 2022 informing private residential and nursing providers of the Gwynedd standard fees for 2022/23. It was clearly noted in this message that further work needed to be carried out in Gwynedd to look at the possibility of payment of a higher standard fee. It was noted that a report needed to come back to the Cabinet after the relevant officers had had an opportunity to assess the affordability and sustainability of paying higher fees.

- 4.2 £1.6m was allocated for the possibility of increasing the Gwynedd standard Residential and Nursing fees further for 2022/23, and the possibility of backdating the fees to 1/4/22. This is the option which was considered at the time, Option A:

Option A 2022/23	£ weekly	Increase on 2021/22 fee
Residential	671	14.5%
Residential EMI	768	18%
Nursing	756*	10.5%
Nursing EMI	880*	21.9%

- 4.3 An analysis demonstrated that it would be sustainable and affordable to commit up to £1.6m to increase Gwynedd residential and nursing fees. An analysis of the sustainability of the proposals and their affordability is enclosed in **Appendix A**.
- 4.4 Having considered the elements noted in 3.2 above, it was also confirmed that this sum would ensure that we fund the true costs of care.
- 4.5 Since the standard fees were set for 2022/23 on 8 March 2022, it has become even more apparent that nursing/dementia placements are scarce in Gwynedd. This deficit is reflected in the fees which are demanded by some of the nursing/dementia providers. There is a sufficient supply of residential placements, but a lack of nursing and dementia placements. The recommendation therefore is to increase all fees but to prioritise the nursing and dementia fees for a higher increase in order to sustain the market. These are the fees which are being recommended (Option B):

Option B 2022/23	£ weekly	Increase on 2021/22 fee
Residential	645	10%
Residential EMI	780	19.8%
Nursing	800*	17%
Nursing EMI	900*	24.7%

- 4.6 The situation currently facing the Department regarding the sustainability and affordability of residential and nursing care makes the discussion regarding 'purchasing or providing' a priority. It is necessary to look at what services we can offer internally, e.g. is it possible to expand our dementia care, and whether providing nursing care internally is an option. A further report will be submitted to the Cabinet over the coming weeks on this matter specifically.

5 Summary

To summarise, if we are to increase the standard Gwynedd residential and nursing fees from 1 April 2022 in order to sustain the market, two options are available for the Cabinet to reach a decision:

	Option A £ per week	Option B £ per week
Residential	£671	£645
Residential EMI	£768	£780
Nursing	£756*	£800*
Nursing EMI	£880*	£900*

*does not include the Health Board contribution towards nursing costs

Option A – Affordable and sustainable within the £1.6m which has been earmarked, and although it funds the real costs of care, it would not be sustainable in order to address the demand for nursing and dementia care.

Option B – Affordable within the £1.6m which has been earmarked, and more sustainable in order to address the demand for nursing and dementia care. The fee would fund the real costs of care.

6 Implications/Risks

- 6.1 We will be stepping away from the north Wales standard fees. Considering that each area's fees is now different in any case, and that councils adapt the results of the model on a local level, there is a question mark over the future of the regional process in any case. Some other councils in north Wales have already noted that they are reviewing their fees as a result of the increase in costs and the pressures across the sector.
- 6.2 The main risk at this time is that the adults team is not in a situation to commission new placements with some providers as they refuse the Council's standard fees. In the meantime, individuals are waiting to be discharged from hospital/move from unsustainable circumstances at home, and there is a danger that we will not address the needs of adults in some circumstances if the situation continues. Increasing the fees will result in re opening discussions with these providers, hoping to re start commissioning placements at once.
- 6.3 Reaching a current agreement on the new fees with our Providers would place us on a sound legal basis for the future.

- 6.4 A number of individuals/families have historically been paying 'top ups' in addition to Council fees, in order to ensure placements for family members in homes which claim that they offer 'specialist' services over and above the standard care. There is a question mark over the propriety of this 'top up' in some cases, and setting higher fees will enable us to begin a process of bringing and end to these 'top ups' in as many placements as possible, as a condition of paying the new fees.
- 6.5 Adults' contributions to their care have been assessed since 1/4/22. It will not be possible to claim additional income from individuals back to 1/4/22 in order to align with fees, therefore in increasing fees, there will be a 'one off' cost of £12k, and it will be necessary to identify this sum from the Department's budgets.

7.0 Any consultations held prior to recommending the decision

The recommendation is based on work carried out regionally in consultation with the care sector.

8.0 Statutory duties

- 8.1 The Council is subject to public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics and having due regard to the socio-economic duty under Section 1 of the Act. An equalities impact assessment has been prepared and is appended at Appendix B. The Cabinet will need to have regard to its findings when coming to a decision. The assessment does not identify a particular impact stemming from the decision.
- 8.2 The Well-Being of Future Generations (Wales) Act 2015 is about improving the social, economic, environmental and cultural well-being of Wales. The Act places a 'well being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language and is globally responsible. The recommendations have been prepared having regard to the requirements of the Act.

Monitoring Officer:

A recommendation is proposed in the report for setting the standard fee for 2022/23 which is based on specific factors which have been explained and evaluated. This therefore sets a fee which is an increase on a logical basis. The report states the reasons for the recommendation.

Head of Finance:

In setting the budget for 2022/23 in the meeting of the Full Council on 3 March 2022, a prudent amount was set aside to ensure that resources were available to fund the increases in the fees. It was made clear at that time that an opportunity was needed to consider all the implications for service users, providers and other stakeholders before reaching a final conclusion on the fees for the year. Following this exercise, I consider Option B to be affordable and sustainable, with information on the financial affordability considerations prepared by Finance officers included in Appendix A of the report. I have assisted the author of the report with the financial information and am satisfied with its accuracy.

Financial affordability considerations

1. In setting the 2022/23 budget, a sum of £2.695, was earmarked to address an increase in the Standard Fees of Independent Residential and Nursing Homes. When taking this decision, it was noted in the report to full Council:

"We'll need an opportunity to consider the implications for service users, providers and other stakeholders before coming to a final conclusion on the fees for the coming year. The sum is an estimate of the additional cost we would need as an authority if we increased our standard fees to the levels suggested by the latest Toolkit and the evidence from our local providers. The estimate also takes into account the income collected by individuals who can contribute / pay for their care."

2. The additional costs of the increase in fees agreed in March 2022 have been financed from this additional budget and out of general provision for inflation. As the report notes, this means that there is around £1.6m remaining.
3. When publishing the 2022/23 draft settlement in December 2021, Welsh Government confirmed that Welsh Local Authorities will on the whole receive +3.5% in 2023/24 and then +2.4% in 2024/25. Historically, the increase for Gwynedd has been lower than the national average.
4. This means that the increase in the Government grant for the following two years will be significantly less than the amount we have received for 2022/23, and this is the context where we have to evaluate any long-term sustainability of financial commitments.
5. In addition to this, the CPI rates during the period since establishing the budget have been significantly higher than what was previously anticipated, mostly as a result of geopolitical factors.
6. The Council's willingness to take difficult decisions over a number of years has placed it in a strong position to cope with these economic shocks in the short term. For example, it will be possible to cope with possible overspend as a result of inflation that is higher than planned for in 2022/23 by making use of some of the funds which have been established to deal with such a situation.
7. The Council's budget is very sensitive to relatively small changes, and although the settlement for 2022/23 places the Council in a firm financial situation for the year, there are a number of factors which are beyond the Council's control which could lead to a much more fragile budgetary scenario in subsequent years.

8. The table below demonstrates the most likely situation at present, where inflation continues to be relatively high, and an increase in Government Grant lower than forecast, i.e. 2.8% in 2023/24 and 2.0% in 2024/25. In that situation, an increase of 3.5% in the Council Tax in 2023/23 would be needed, but of 5.0% in 2024/25. It would also be necessary to realise savings of £1.2m in 2023/24 and a further £1m in 2024/25. The first step would be to assess those savings schemes which have already been identified, and have been able to be delayed this year.

	2022/23 £m	2023/24 £m	2024/25 £m
Salary inflation -	8.5	3.2	4.5
Price inflation	4.3	5.0	4.0
Levies	0.5	0.5	0.5
Adjustments etc	-1.2		-1.4
Pressures/Demand -			
Services	6.7	1.3	2.0
Covid	1.4		
Total pressures	20.2	10.0	9.6
Funding changes -			
- Council tax	1.2	2.9	4.2
- Grant settlement	18.4	6.0	4.4
Total funding changes	19.6	8.8	8.6
Savings to be realised	0.6	1.2	1.0

9. The Council was aware that the financial settlement for 2022/23 was higher than usual, and that has enabled it to strengthen the sustainability of a range of services across the Council, particularly in the field of social care.
10. It is not realistic, therefore, to expect that the Council will be able to fund permanent bids in 2023/24 and 2024/25 to the same extent as in 2022/23. However, the relatively healthy situation of the Council's funds mean that it will be possible to fund "one-off" bids where there is real need, but that there is a shortage of budget on a permanent basis, e.g. should it be necessary to create new posts, it would be possible that we will be in a situation where we can guarantee funding for only a limited number of years.
11. Considering the current uncertainty, the affordability analysis of this increase demonstrates that it would not be possible from a basic financial stewardship point of view to commit to additional costs over and above what has been budgeted for.

Funding 2023/24 and 2024/25 bids

12. The above modelling suggests that the Council £1.3m to fund permanent bids in 2023/24 and £2.0m in the following year. It should be noted unequivocally that this is significantly lower than the amount granted in 2022/23, namely £6.7m (as well as a further £1.4m to fund requirements as a result of Covid19).

13. In previous years, the value of permanent bids granted were as follows:

2020/21	£4,336,690
2019/20	£2,513,390
2018/19	£1,550,520
2017/18	£2,463,000

14. In comparison to this, therefore, bids of £1.3m and £2.0m would be historically low, but should the Cabinet decide not to increase the fees of independent homes further (maintaining the fees agreed in March 2022) another £1.6m would be available to fund permanent bids in 2023/24 (resulting in £3m in 2023/24 and £2m in 2024/25).

Savings

15. The bids discussed above are dependent on realising £1.2m of savings in 2023/24 and a further £1.0 in 2024/25.

16. At its meeting on 18 January 2022, the Cabinet agreed for slippage on the delivery of £1.09m savings plans which had been programmed for 2022/23 to 2023/24 (£935,250 of them relating to the Adults, Health and Well-being Department), and the 'Care Housing project development' (savings of £200,000) until at least 2025/26. In addition to this, savings plans from previous years which have also been budgeted for, have not been realised. A total of £1.7m savings plans have delayed in this manner, including £855k by the Adults, Health and Well-being Department (58% of the total).

17. In order to secure a balanced financial plan, it would not be possible to have further slippage on these savings plans, and it would be necessary to identify further savings in 2024/25.

18. Historically, the savings plans which have demonstrated slippages are those which have proved to be very difficult to realise, and where the enormous changes as a result of Covid19 have made the situation even more difficult.

19. It would be necessary to use some of our funds to delay one or two of these savings plans and bridge the financial gap, but using funds is not a permanent solution.

20. It is noted above that it would be possible to increase the funding available for permanent bids by £1.6m in 2023/24 should the fees for homes not be increased further. An alternative use could be found for this money, namely writing off some of the savings plans which have experienced slippages and have no likelihood of being realised.

Assessing the Impact on Protected Characteristics, the Welsh Language and Socio-Economic Disadvantage

For help to complete this form see the *How to Undertake an Equality Impact Assessment* leaflet. You are also welcome to contact Delyth Gadlys Williams, Policy and Equality Officer on ext. 32708 or DelythGadlysWilliams@gwynedd.llyw.cymru for further assistance.

The Council's is required (under the Equality Act 2010) to consider the effect any change in policy or procedure (or the creation of a new policy or procedure), has on people with protected equality characteristics. The Council also has a general duty to ensure fairness and foster good relations. A timely Equality Impact Assessment must be undertaken before making any decision on any relevant change (i.e. which has an effect on people with protected characteristics).

The Council is also required, under the requirements of the Welsh Language Standards (Section 44 of the Welsh Language (Wales) Measure 2011) to consider the effect of a change in any policy or procedure (or the creation of a new policy or procedure), in its opportunities for people to use Welsh and to ensure that Welsh is not treated less favourably than English. This document therefore ensures that these decisions protect and promote the use of the Welsh language.

From April 1st 2021 the Council has a duty to have due regard to tackling socio-economic disadvantage in strategic decisions.

1) Details

1.1. What is the name of the policy / service in question?

Nursing and Residential Home Fees
Care Provision Service

1.2 What is the purpose of the policy / service that is being created or amended? What changes are being considered?

The Council sets an annual fee for placements in care homes (residential and nursing) within the private sector. The Council needs to set a fee before April 2022 in order to allow for implementation. For 2022/23, there is an opportunity for the Council to consider the possibility of a higher fee for staff, as well as annual inflation costs; however, further work will need to be carried out on the financial aspects of this before being able to reach a decision.

1.3 Who is responsible for this assessment?

Aled Davies, Head of Adults, Health and Well-being Department

1.4 When did you commence the assessment? Which version is this?

February 2022, Version 2.0

2) Action

2.1 Who are the stakeholders or partners you need to work with to undertake this assessment?

Providers

2.2 What measures have you taken to engage with people with equality characteristics, regarding the Welsh language or with communities (either of place or of need) that live with socio-economic disadvantage?

We comply with the More Than Just Words strategy, which ensures that patients and residents receive the Active Offer in relation to the Welsh language. We are also aware of the shortcomings in salaries for care staff, and the pressure care homes have been under during Covid-19, and therefore these fees attempt to mitigate some of these financial shortcomings.

2.3 What was the result of the engagement?

N/A

2.4 On the basis of what other evidence are you operating?

One of the most important factors in terms of attempting to respond to the risk of sustainability and stability in the market, especially the nursing homes and dementia homes, is to ensure that the fees that are set by the Council allow these homes to be financially viable, which in turn will allow the homes to pay a fair wage to staff for their work and, of course, to provide high quality care for the residents.

2.5 Are there any gaps in the evidence that needs to be collected?

The impact of a standard fee model on each individual provider.

3) Identifying the Impact

3.1 The Council must give due regard to the effect any changes will have on people with the equality characteristics noted below. What impact will the new policy/service or the proposed changes in the policy or service have on people with these characteristics?

Characteristics	What type of impact? *	In what way? What is the evidence?
Race (including nationality)	None	There is no evidence to suggest that the fees would have a positive or negative impact on individuals due to their race.
Disability	Positive	It is believed that care home residents would benefit from the higher fees, by receiving better care and service.
Gender	None	There is no evidence to suggest that the fees would have a positive or negative impact on individuals due to their gender.
Age	Positive	Older people are most likely to benefit the most, however it is possible that it will also affect other ages that require care/a service.
Sexual orientation	None	There is no evidence to suggest that the fees would have a positive or negative impact on individuals due to their sexual orientation.
Religion or belief (or non-belief)	None	There is no evidence to suggest that the fees would have a positive or negative impact on individuals due to their religion, belief or lack of belief.

Gender reassignment	None	There is no evidence to suggest that the fees would have any impact on this category.
Pregnancy and maternity	None	There is no known impact on this category.
Marriage and civil partnership	None	There is no known impact on this category.
The Welsh language	Positive	As a result of better employment to locals, it is likely that this would have a positive impact on the Welsh language provision and the active offer for residents.
Socio-Economic Disadvantage	Positive	Offering a higher salary would have a positive impact on the staff, and also on residents, as staff recruitment and retention levels would be higher, meaning a better care provision.

* Delete as appropriate

3.2 The Council has a duty under the 2010 Equality Act to contribute positively to a fairer society by promoting equality and good relations in its activities regarding the following characteristics – age, gender, sexual orientation, religion, race, gender reassignment, disability and pregnancy and maternity. The Council must give due attention to the way any change affects these duties.

General Duties of the Equality Act	Does it have an impact?*	In what way? What is the evidence?
Abolishing illegal discrimination, harassment and victimisation	Yes	The fees would be consistent for all providers and therefore there would be no discrimination.

Promoting equal opportunities	Yes	There would be improved staffing levels as a result of better wages, meaning that staff would have more of an opportunity to do more and to be a more active part of their community.
Encouraging good relationships	Yes	Staff morale would improve with more staff being recruited and kept. Additionally, residents would have a more stable workforce which is an opportunity to foster good relationships.

* to be deleted as appropriate

3.3 How does your proposal ensure that you work in accordance with the requirements of the Welsh Language Standards (Welsh Language (Wales) Measure 2011), to ensure that the Welsh language is not treated less favourably than English and that you seize every opportunity to promote the Welsh language (beyond providing services bilingually) and increase opportunities to use and learn the language in the community?

We comply with the More Than Just Words strategy, which ensures that patients and residents receive the Active Offer in relation to the Welsh language. Increasing the fees is likely to have a positive impact on the active offer.

3.4 What other measures or changes could you include to strengthen or change the policy / practice in order to have a positive impact on people's opportunities to use the Welsh language, and to reduce or prevent any adverse effects that the policy / practice may have on the Welsh language?

We have done everything within our ability to ensure that there will be no adverse impact on the Welsh language.

3.5 How does the proposal show that you have had due regard to the need to address inequality caused by socio-economic disadvantage? (Note that this is about closing inequality gaps rather than just improving outcomes for everyone)?

The fees would enable carers to receive a higher salary, equivalent to the Real Living Wage.

3.6 What other measures or changes might you include to strengthen or change the policy / practice to show that you have had due regard to the need to reduce disproportionate outcomes as a result of socio-economic disadvantage, in accordance with the Socio-Economic Act?

We have done everything within our ability, and the fees are set in order to give due regard to the need to reduce disproportionate outcomes as a result of socio-economic disadvantage by addressing the Real Living Wage for carers and funding the real cost of care

4) Analysing the Results

4.1 Is the policy therefore likely to have a significant, positive impact on any of the above and what is the reason for this?

It is likely to have a significantly positive impact on the group with a socio-economic disadvantage as they will receive the Real Living Wage.

4.2 Is the policy therefore likely to have a significant, negative impact on any of the above and what is the reason for this?

The plan should not have a negative impact on any individuals with a specific protected characteristic.

4.3 What should be done?

Choose one of the following:

Continue with the policy / service as it is robust	X
Adapt the policy to delete any barriers	
Suspend and delete the policy as the detrimental impacts are too big	
Continue with the policy as any detrimental impact can be justified	
No further action at this time because it is too soon to decide, or there is insufficient evidence	

4.4 If continuing with the project, what steps will you take to reduce or mitigate any negative impacts?

We do not expect any negative impacts, however we will monitor and deal with any negative impacts that may arise.

4.5 If you are not taking any further action to delete or reduce the negative impacts, explain why here.

N/A

5) Monitoring

5.1 What steps will you take to monitor the impact and effectiveness of the policy or service (action plan)?

We intend to continuously monitor the impact of the fees.

Agenda Item 8

CABINET CYNGOR GWYNEDD

A Report to a meeting of the Gwynedd Council Cabinet

Date: 28/6/2022
Title of Item: Performance Report of the Cabinet Member for Adults, Health and Well-being
Cabinet Member: Councillor Dilwyn Morgan
Contact Officer: Aled Davies, Head of Adults, Health and Well-being Department

THE DECISION SOUGHT

To accept and note the information in the report.

THE REASON WHY A DECISION IS NEEDED

In order to ensure effective performance management.

1. INTRODUCTION

- 1.1 The purpose of this report is to update my fellow members on what has taken place in the areas within my remit as Cabinet Member for Adults, Health and Well-being. This will include outlining the latest developments against pledges within the 2018-2023 Gwynedd Council Plan; the progress of performance measures; and the latest on the Department's financial situation.
- 1.2 I would like to remind you that all matters have already been discussed between me, the Statutory Director and a representation from the Adults, Health and Well-being Department.
- 1.3 Given the significant challenges that we continue to face in the field of care, I am pleased to be able to report that progress has been made recently on the Department's priority projects. It must be recognised that there are some projects that have not made the progress that we would have wanted for a variety of reasons, but I will ensure that the Department prioritises these areas over the period ahead.

2 GWYNEDD COUNCIL PLAN PROJECTS 2018-2023

- 2.1 Please see below an update on the priority projects. These priorities address the department's main risks. Projects are generally making progress, with measures put in place to mitigate the impact of any risks.

- 2.2 An explanation is given on any action which has not made progress, explaining the reason why we have not achieved. I will provide an update on some of the other aspects of the project where there has been progress since the previous Cabinet Member, Dafydd Meurig, last reported to you.

A Suitable and Sustainable Care Provision for the future

- 2.3.1 We have not been able to open the Dementia unit in Llan Ffestiniog due to recruitment issues. Progress regarding recruitment will be provided in part 2.5 of this report. Local recruitment campaigns are continuing to enable the unit to be opened as soon as possible.
- 2.3.2 Though the work of developing Extra Care Housing in Pwllheli is going ahead as expected, there is a slippage to report in terms of trying to seek opportunities in other areas in the County. Specifically in terms of Dolgellau, we are currently unable to find a suitable location.
- 2.3.3 The Quality Assurance team has continued to support providers to sort out issues that were neglected during the pandemic, but the team has not been able to reach all Providers/Services due to a lack of capacity.
- 2.3.4 The work to identify the true cost of care continues. Work has been undertaken in the period since the end of March to look at the fees paid to Residential and Nursing Providers, and a report will be submitted to Cabinet on 28/6/22. We will continue to try to hold open discussions with Providers over the coming months, particularly with providers who refuse the Council's standard fees.
- 2.3.5 The fees problem is highlighted specifically when attempting to commission Nursing care. Most of the county's nursing homes now reject our standard fees and insist on higher fees. The situation is also detrimental to our residents in terms of the ability to offer an extensive choice of nursing care homes in their communities.
- 2.3.6 Since Councillor Dafydd Meurig reported in November, guidance has been received from legal experts on the options open to us as a Council in providing nursing care in-house in conjunction with the Health Board. We are looking at the Penrhos site and more widely. A Cabinet report will follow over the next few weeks on the issue.
- 2.3.7 Work has been completed on a number of our in-house homes to make them more suitable for the future, and to meet infection control requirements. Work has been completed at Cefn Rodyn in Dolgellau, Tan Y Marian in Pwllheli and Hafod Mawddach in Barmouth. This work will enable us to offer more bespoke care to persons with intensive physical needs and to persons with dementia. Work will be planned on other homes during 2022/23.

Redesigning our Care Services

- 2.4.1 The tender packs for re-designing the Domiciliary Care Service went out during April, and the tenders are in the process of being awarded. The tenders by geographical catchment area will be awarded during the summer, and the new model will be implemented subsequently. Providers will receive support and training throughout the period.

- 2.4.2 All posts within the new manual handling team have now been filled. The team will support the area teams by offering manual handling expertise for individuals to continue to live as independently as possible. We have also appointed two Occupational Therapy trainees which will mean we can develop the required future workforce.
- 2.4.3 Although there has been some delay with developing the plans for Canolfan Dolfeurig in Dolgellau due to planning difficulties regarding flooding risk, the work is proceeding. An amended time-scale will be in place shortly, and we can go out to consultation and update the area's residents. We have made use of other temporary resources in the Dolgellau area to ensure provision in the area.
- 2.4.4 It was reported last time that the Community Mental Health Hub in Pwllheli had reopened. For the younger cohort, we have set up well-being hubs for people up to the age of 25 in Caernarfon and Blaenau Ffestiniog. The service will be provided by Gisda. During 2022/23 a Community Resilience project will be launched to develop the hubs across the County, and to bring all the available support together in the local areas.
- 2.4.5 The work of equipping the area teams has continued, with work undertaken to share information across agencies. In addition, the teams have started to establish a procedure where any health or care enquiry reaches one point, to simplify matters for Gwynedd residents.

The workforce and recruitment to the care field

- 2.5.1 Staff recruitment and retention in the care field continues to be extremely challenging, and the shortage has resulted in the Department's inability to meet all the demand for care. This is across the Services, including dementia residential care and domiciliary care in a number of our communities. Although the priorities in the Council's Plan are progressing as expected, the problems with staff recruitment remain.
- 2.5.2 A recruitment officer has been appointed who co-ordinates the recruitment elements in Gwynedd, including continuing to work with WeCare Wales.
- 2.5.3 The campaigns that have taken place in specific local areas (for example Maesgeirchen and Blaenau Ffestiniog) have been successful, with 6 members of staff appointed in Maesgeirchen for Plas Hedd Home for example.
- 2.5.4 'One-off' funding was approved by the Cabinet during 2021/22 to promote immediate recruitment. The money was a valuable resource to be able to recruit immediately and buy time to deal with long-term funding issues.
- 2.5.5 The Welsh Government is committed to enabling providers to pay all care workers the Real Living Wage, and has provided funding for 2022/23. This is to be welcomed but there is a feeling that paying the Living Wage is no longer sufficient to retain experienced staff and attract new staff into the field. We are certain that a National Pay Structure is needed in the care field and we will continue with our efforts to ensure that this is one of our national priorities over the coming period.

3. PERFORMANCE

- 3.1 The main measure of the **Older People, Physical and Sensory Disabilities Service** is 'Did we achieve what matters?' to the individual who is receiving our services. As the effects of the pandemic have eased, the Service's performance has improved. The proportion of individuals who have indicated that we have fully addressed what mattered to them has risen from 66% to 83% on average between the 4 months up to 30/11/21 and the 4 months up to 31/3/22. The figure has remained stable so far in 2022/23. Of those reviewed during the 4 months to 31/3/22, only 5 individuals out of 256 (2%) indicated that we had not achieved what mattered to them at all. This is down from 5% in the 4 months to 30/11/21, which is encouraging. Please note that this measure does not include those individuals who are waiting for a care package to start.
- 3.2 There are a number of different reasons why we have not managed to achieve what matters to individual, but in order to try to improve and respond to gaps in provision, the emerging themes are also reported. Some of the themes include a delay in being able to assess and organise appropriate care to meet personal goals, stress on unpaid carers, reduced social opportunities, loss of confidence and having to move to a care home because of the complex nature of needs.
- 3.3 Data for the last 4 months of 2021/22 shows that **Learning Disabilities Service** has fully achieved what matters in 83% of reported cases, up from 74% in the previous 4 months. There were only two cases during the whole year where we had not achieved what matters at all. Performance has improved again during 2022/23 to date.
- 3.4 An analysis of the reasoning behind the data shows that the main reason why it was not possible to fully address what matters in each case was the impact COVID-19 restrictions were having on individuals. The opportunities available to individuals were limited as a result. Recently, the service has been able to move on to offer more day and respite services safely, restart some groups, and support individuals to go on holidays, etc. in line with their wishes.
- 3.5 The Cabinet Member reported last time that we do not have performance measures in place for the **Mental Health Service**, and that this is something that we need to address. This continues to be a frustration. The Service does not use an electronic information recording system, which hinders our ability to develop a suitable performance measure to measure our purpose, and to extract information in a timely manner. This is an integrated Service which is led by the Health Board and introducing changes to working methods is something that needs to be done together. A solution is needed soon so that we are in a position to have an overview of how effective the service is.
- 3.6 The purpose of the **Safeguarding Service** is to protect individuals who have support needs and are at risk of, or are, suffering abuse. The time it takes us to respond to a safeguarding report has improved – with an increase in the cases where we have managed to respond within 7 days, from 81% in the 4 months to 30/11/21, to 88% in the 4 months to 31/3/22. This pattern has continued over the first two months of 2022/23. One of the main barriers in terms of being able to respond promptly is that officers are waiting to receive information back from workers, and currently there is some slowness with those cases that have a connection with hospitals specifically. There have been staffing changes within

the team over recent months and work has been completed to change the reporting form and this is believed to contribute to more effective reporting and improvement in performance.

- 3.7 Since Councillor Dafydd Meurig last reported the situation regarding the number of people waiting for **Domiciliary Care** has deteriorated, with the percentage of hours we cannot meet rising to 11.2% by now. This is of great concern and it is seen that the situation is at its worst in the Llŷn, Eifionydd/North Meirionnydd areas. The situation is very difficult for individuals and their families and we currently have over 120 individuals on our waiting list. I would like to take this opportunity to acknowledge and thank those families who support their loved-ones during this difficult time. I trust that the new domiciliary care arrangements will go some way to addressing the need through a culture change, and I will ensure that every effort is made to try to stabilise the market. This will include targeting specific areas when trying to recruit more staff.
- 3.8 Staff sickness levels have improved as the effects of the pandemic have eased (sickness levels in In-house residential homes down from 11.3% in January to 6.3% last week of May), but we need to be wary of the after-effects of Covid. Staff are tired and stress shows throughout the services, with many retiring or leaving the sector. It is important that we continue to support staff as much as we can, in pressing ahead with the recruitment agenda.
- 3.9 We have recently experienced difficulties in providing placements in in-house care homes as a result of staffing problems and the intensity of care the individual needs. The capacity rate of our Homes is lower than we would like it to be. In response to this, and in order to understand the extent of the problem and identify trends, we are in the process of establishing a procedure for reporting on care waiting lists for the Council's homes. As mentioned earlier, work is underway at the Homes to adapt the buildings so that dementia and physical needs can be addressed more intensively.
- 3.10 Since the last report, the performance of WCCIS (*Wales Community Care Information System*) has improved following attention by the Provider. The system has been purchased nationally and we, like most other authorities across Wales, are totally dependent on it to run day-to-day services. The issue of system performance continues to be addressed at the highest level and I will update you further of any developments. We are currently tied to the national contract, but I believe that we need to continue to consider our options carefully in the longer-term.
- 3.11 There are a number of the Department's support units (mainly in the **Business Service**) where there are no measures in place for challenging performance. It is a challenge to develop effective measures for some of the units that truly summarise their performance, because they support the front-line teams in a number of areas. I have discussed measures with the Department and the Corporate Director, and measures have been suggested that will begin to be measured over the coming months. I will be keeping an eye on these measures and will respond flexibly to ensure that we measure the performance of the whole Department effectively.

4. FINANCIAL SITUATION

- 4.1 Based on a review at the end of August 2021 the Department the Department anticipated an overspend of £1.370 million by the end of the 2021/22 financial year. As things worked out, the Department received £1.932 million of Social Care Pressures Grant from the Welsh Government. As a result of grants from Welsh Government to help with the pressures on the sector, the Department underspent by £68,000 by the end of the 2021/22 financial year.
- 4.2 There is a tendency for the first review of the financial year to reflect a financially challenging situation, as there was uncertainty at that time about various significant grants. This is no different for the coming year. The first funding review of the year will take place during August 2022, and I have concerns about the current situation and the challenge we face. The Department is aware that the encouraging financial performance of 2021/22 has been dependent on 'one-off' grants from Welsh Government, and that the outlook for 2022/23 remains extremely challenging.
- 4.3 As has been the case for some years now, significant one-off grants were received from the Government during 2021/22. Some came late in the day with little notice, and needed to be used by the end of March 2022. There are early indications that some New grants (e.g. RIF - Regional Integration Fund) are being planned for 3-5 years, which is encouraging. I would like to take this opportunity to thank our partners for their ideas and the collaboration in preparing to improve and to sustain the sector. It is key that additional resources are put into the sector on a permanent/long-term basis, so that some of the changes that really need to be made in the field can be funded. We as a Council will continue to emphasise to the Welsh Government the need for sustained investment in the sector.
- 4.3 The previous Cabinet Member reported in July 2021 that the Cabinet had reprofiled some of the main savings plans so that they are delivered in 2022/23. The Cabinet of 18 January 2022 re-profiled plans once again to 2023/24. This provided more time to ensure that new Models of Action were embedded within the teams.
- 4.5 At the end of 2021/22, £855k worth of the Department's savings had not been realised, which included 2021/22 and historical savings. In addition to this there is £100k worth of further savings target facing the Department in 2022/23. While £935k worth of savings have been slipped into 2023/24. Addressing these savings is going to be challenging given the significant work that continues to transform services and change the way of working. To ensure that we have the transformation facilitation resources needed to achieve this, there is an effort to use various sources of funding, specifically the RIF Grant (Regional Integration Fund) from the Welsh Government, which has replaced the ICF (Integrated Fund). Reaching the end of the journey in this respect is absolutely necessary to guarantee that the changes that are taking place are sustainable for the future.
- 4.6 As you are aware, the most challenging savings plans for the Department relate to managing the demand on our services. The ability to deliver these rely on the success of the work of transforming our care and health services, jointly with the Health Board. Achieving this is, of course, going to be even more challenging if we find that demand is increasing more than expected. The progress of this programme will be reported upon through the 'Redesigning our Care Services' Improvement Priority.

5. NEXT STEPS AND TIMETABLE

None to note.

6.1 Views of the Statutory Officers:

i. The Monitoring Officer:

No comments to add regarding propriety.

ii. Head of Finance:

I have collaborated with the author to prepare the financial aspects of this report and I am content that the report conveys a fair picture of the financial position of the Adults, Health and Well-being Department.

6.2 Views of the Local Member:

6.2.1 Not a local matter.

6.3 Results of Any Consultation:

6.3.1 None to note.

Report to a meeting of Gwynedd Council Cabinet

Date:	28 June 2022
Title of Item:	Performance Report of the Cabinet Member for Children and Supporting Families
Cabinet Member:	Councillor Elin Walker-Jones
Contact Officer:	Marian Parry Hughes, Head of Children and Supporting Families Service.

THE DECISION SOUGHT

To accept and note the information in the report.

THE REASON WHY A DECISION IS NEEDED

In order to ensure effective performance management

1. INTRODUCTION

- 1.1 The purpose of this report is to update my fellow members on developments in the fields within my remit as Cabinet Member for Children and Supporting Families. This includes outlining the latest developments to date in 2022-23 against the pledges within the 2018-2023 Gwynedd Council Plan; issues and the progress of performance measures; and the latest on the savings and efficiency schemes.
- 1.2 I look forward to working with the department and members of the Scrutiny Committee during the coming year, to ensure that we do the best we can to put the people of Gwynedd at the heart of our children's and family support services.
- 1.3 The priority projects featured in the Council Plan are progressing, but continued staff deployment as part of the Council's Response to the War in Ukraine does impact upon our ability to deliver 2 of the priority projects, those being "Keeping Families Together" and "Supporting People's Wellbeing". However we are confident that we will be able to achieve the outcomes by the end of the year.

2 GWYNEDD COUNCIL PLAN PROJECTS 2018-2023

2.1 Below, I outline the progress that has been made to date against the Department's priority projects. These priorities address the department's main risks. In general, I feel that every project is currently moving in the right direction against the pledges that we have made in the Council Plan.

2.2 Keeping Families Together Strategy

I am pleased to note that the RIF submitted grant applications to develop our Keeping Families Together Strategy have been successful in recent weeks. We are now able to move forward with the Effective Child Protection Programme, the work of the Emrallt Team, and integrate the Multi Disciplinary Team into our local arrangements. We will also be recruiting for a new officer in our Family Hub and Referrals Team.

I am also pleased to see the progress in the department's efforts to address the staffing challenges they've faced over recent years. An independent report has been commissioned by the department, and a targeted recruitment campaign has taken place during April this year, as the first steps in implementing the report's recommendations.

2.3 Securing a local, appropriate specialist provision for children with complex needs

We have been working with Anglesey Council and the Health Board to develop the model of a Multi-Disciplinary Team to support children with severe and complex needs. Based on an evaluation of the model we have now reached agreement on moving the Team from a sub-regional model to a model that will be integrated into our local arrangements within the Keeping Families Together Strategy. Over the next period we will move to recruit vacant posts, and recruit to new posts to ensure that the MDT model responds to local needs.

2.4 Ensure that families and children with autism have access to the support they need to thrive

We submitted the Autism Plan to the cabinet in December 2021. We have also appointed a temporary Project Co-ordinator. In consultation with the National Autism Service and Workforce Development Unit, we have begun to provide autism training to frontline workers across Departments in the Council to raise employee awareness of the needs of residents with autism. We are currently in the process of identifying jobs that are more likely to come into contact with autistic individuals as the next phase of the training programme.

2.5 Supporting People's Well-being

Work is continuing on some of the workstreams, such as tackling homelessness through our Housing Action Plan and supporting unpaid carers through the Carers Support Group. However, we have not been able to appoint a Poverty Coordinator to bring partners together to maximise our efforts to tackle the challenges of the rising cost of living, fuel poverty, food poverty and access to financial advice. We will endeavor again to recruit in order to have the capacity to do more in this area.

Work is continuing on the development of a Community Resilience Framework. We are currently evaluating our Supporting People Hubs pilot, and early indications of the impact of those local arrangements for supporting people show that residents are receiving local, timely and coordinated support within the hubs for a variety of needs.

3. PERFORMANCE AND MEASURES

- 3.1 I wish to draw your attention to the following matters, which are unrelated to the Priority Projects, but that are being addressed by the department because they are affecting the performance of services and/or causing us concern.
- 3.2 Workforce Capacity – The workforce situation remains a matter of serious concern, but recent work with the support of an independent consultant and our targeted recruitment campaigns, means that steps are underway to address this challenge. It is too early for us to see that work bearing fruit, so for now the workforce capacity remains a concern.
- 3.3 The department continues to see that the nature of the cases being supported demonstrates that children's needs are complex, intensifying, that they require a very comprehensive and specialist package of support and packages of care. Our priority projects and the sustainability and stability of our day-to-day services will be key to our ability to respond to this.
- 3.4 In terms of the department's measures, I am generally happy with their performance. I wish to draw your attention to two in particular, which illustrate the department's story during the period in question in that report.
- 3.5 We continue to see an increase in the numbers of people contacting the Department for Information, Advice or Assistance. We received a 1309 contact by families in April and May which is an almost 18% increase on the same period last year. We believe that this demand is driven by the effects of the COVID crisis and subsequent social and economic impacts putting unmanageable stresses on families.
- 3.6 I am also pleased to report that even in the early part of the year, our strategy to keep families together and not bring children into care unnecessarily is still showing success. With 851 children open to the department at the end of May, 82% of them are supported to live with their family.

4 FINANCIAL POSITION / SAVINGS

- 4.1 It was reported to the Cabinet on 14 June 2022 (Final Accounts 2021/22 – Revenue Out-turn report) that the Children and Supporting Families Department had kept within its budget and had underspent £97k during the 2021/22 financial year.
- 4.2 The Cabinet, 26 January 2021, has removed the savings target of £1,148,610 from the End to End Project, and furthermore the Cabinet, 18 January 2022, has also removed the project's further savings target for this year of £279,750 in 2022/23
- 4.3 For 2022/23, as part of the bidding process the Department has received over £ 1,031,500 worth of bids (£581,500 permanent bids and £450,000 one-off bids) to meet unavoidable

pressures mainly on children's placements in care and to support the delivery of the Autism and Supporting People's Well-being priority projects.

5 Views of the Statutory Officers:

i. The Monitoring Officer:

No observations to add in relation to propriety

ii. Head of Finance:

I am satisfied that the report conveys a fair picture of the Children and Supporting Families Department's financial situation.

a. Views of the Local Member:

- i. Not a local matter.

b. Results of Any Consultation:

- i. None to note.
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Appendices