



Llywodraeth Cymru
Welsh Government

Dr Toby Driver
Royal Commission on the Ancient and
Historical Monuments of Wales
Ffordd Penglais
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Eich cyfeirnod
Your reference

Ein cyfeirnod
Our reference

Dyddiad
Date

Llinell uniongyrchol
Direct line

Ebost
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PE294

DH

20 January 2021

0300 0256004

scheduledmonuments@gov.wales

Dear Dr Driver,

ANCIENT MONUMENTS AND ARCHAEOLOGICAL AREAS ACT 1979 APPLICATION FOR SCHEDULED MONUMENT CONSENT

CAERFAI CAMP (PE294)

1. Introduction

1.1 Thank you for your application of 7 April 2020 to Cadw for scheduled monument consent for excavation at the above scheduled monument.

1.2 Cadw is a Department within the Welsh Government that undertakes the statutory functions of the Welsh Ministers in determining applications for scheduled monument consent.

1.3 Each application for scheduled monument consent is considered on its own merits in accordance with *Conservation Principles for the Sustainable Management of the Historic Environment in Wales* ([Conservation Principles](#)) and Annex A of *Technical Advice Note 24: The Historic Environment* ([TAN 24](#)). In particular, TAN 24 explains that the main purpose of scheduling is to ensure the preservation of ancient monuments and, when considering an application for scheduled monument consent, there is a presumption against proposals which would involve significant alteration or cause damage or which would have a significant impact on the setting of remains.

2 Assessment

2.1. Your application and supporting documentation has been assessed by our Regional Inspector of Ancient Monuments who has recommended that conditional scheduled monument consent should be approved for excavation in: (i) Trench A, part of the promontory fort on the narrow isthmus before it is lost as a result of coastal erosion; (ii) Trench B over the inner most rampart to establish the impact of bracken and roots of scrubby vegetation; and (iii) a maximum of 5 number 1m x 1m test pits within the interior of the promontory fort to investigate anomalies indicated by magnetometry.

Mae Gwasanaeth Amgylchedd Hanesyddol Llywodraeth Cymru (Cadw) yn hyrwyddo gwaith cadwraeth ar gyfer amgylchedd hanesyddol Cymru a gwerthfawrogiad ohono.

The Welsh Government Historic Environment Service (Cadw) promotes the conservation and appreciation of Wales's historic environment.

Rydym yn croesawu gohebiaeth yn Gymraeg ac yn Saesneg.
We welcome correspondence in both English and Welsh.



BUDDSODDWR MEWN POBL
INVESTOR IN PEOPLE



2.2. The reasons for the Inspector's conclusions are set out in **Annex A** of this letter.

2.3. I have carefully considered the impact of the proposed development on the scheduled monument and its setting in light of the advice that I have received from our Regional Inspector of Ancient Monuments. I have no reason to disagree with the advice of our Regional Inspector and am satisfied that his recommendation is consistent with the objectives of Conservation Principles and TAN 24.

3. Decision

3.1. Accordingly, I hereby approve conditional scheduled monument consent for the proposed works as outlined in section 1.1.

3.2. In reaching this decision, I have taken into account the requirement of sections 3 and 5 of the Wellbeing of Future Generations Act. I consider that this decision is in accordance with the Act's sustainable development principle through its contribution towards the Welsh Ministers' well-being objective of *A Wales of vibrant culture and thriving Welsh Language*.

3.3. Any development control issues associated with wider development will be a matter for any application for planning permission. It is the responsibility of the applicant to establish whether any further approval or consents are required for the proposed development.

4. Proposed Conditions

4.1. The following proposed conditions are intended to protect the monument from damage or significant alteration as set out in TAN 24: *The Historic Environment* and to ensure that details of the project are archived.

- a) The applicant shall provide Cadw with reasonable advance notice of commencement of works on site and will afford access at all reasonable times to any Cadw official or archaeologist nominated by Cadw to monitor progress of the works;
- b) The approved works shall be carried out strictly in accordance with the application form, plans and documents as listed below. No variations are permitted unless they have been authorised in advance in writing by Cadw;

Number	Document / plan	Reference Number (if applicable)	Date received by Cadw
1	SMC application form signed by Toby Driver and dated 7 th April 2020		9 th April 2020
2	Supplementary form for research excavations		9 th April 2020

- c) No works, including site clearance, shall commence until Cadw has been informed in writing of the name of an appropriately qualified archaeologist

operating to ClfA published standards and guidance¹ who will carry out an appropriate programme of archaeological works in accordance with a written scheme of investigation which has been submitted to, and approved in writing by, Cadw.

- d) No work shall commence until Cadw has confirmed in writing that the proposed archaeologist and archaeological works are acceptable Cadw shall be invited to attend a site meeting within the first 5 working days of commencement of the project to review the programme, submitted method statement and arrangements that have been established for archaeological excavation;
- e) A digital copy of the archaeological report shall be submitted to Cadw for approval within 6 weeks of the archaeological fieldwork being completed². The report must detail and illustrate the works undertaken, the findings, and the preliminary stratigraphic narrative, and set this in the context of previous knowledge about the monument. The report must also contain labelled photographs of the site prior, during and after the excavations, together with details of the site archive established, including digital, paper and artefactual archives.
- f) That within one month of the draft archaeological excavation report having been approved by Cadw the applicant will deposit a final version of the report, incorporating any comments/editorial amendments to Cadw and to the regional Historic Environment Record and National Monuments Record of Wales to be incorporated into these public records³; and
- g) Any historic or archaeological features not previously identified which are revealed when carrying out the works shall be retained in-situ and reported to Cadw within two working days. Works shall be halted in the area/part of the site affected until provision has been made for retention and/or recording of the feature by a suitably qualified archaeologist in accordance with details submitted to and approved in writing in advance by Cadw.

5. Compliance

5.1. Where a condition requires approval or any contact with Cadw you are advised to contact Louise Mees by email scheduledmonuments@gov.wales.

5.2. When all work has been completed and the conditions have been discharged, please complete and return the 'completion notice' at **Annex B** to Cadw. Section 2(6) of the 1979 Act provides that non-compliance with a condition attached to a grant of scheduled monument consent shall be an offence.

¹ Chartered Institute for Archaeologists <https://www.archaeologists.net/codes/cifa>

² Cadw will retain a copy of the archaeological report for our records

³ Cadw requires formal confirmation of report deposit to discharge this condition

5.3. By virtue of Section 4 of the 1979 Act, if no works to which this consent relates are executed or started within 5 years from the date of this letter, the consent shall cease to have effect at the end of that period (unless it is revoked in the meantime).

5.4. This letter does not convey any approval or consent required under any enactment, bylaw, order or regulation other than Section 2 of the Ancient Monuments and Archaeological Areas Act 1979. It is the responsibility of the applicant to obtain any such approval or consent where necessary.

6. Mechanism for Challenge

6.1 Section 55 of the 1979 Act explains that if you are aggrieved by the decision given in this letter, you may challenge its validity by applying to the High Court within six weeks from the date of my decision. Furthermore, the legislation explains that the grounds on which an application may be made to the Court are;

- a) that my decision is not within the powers of the Act (i.e. that I have exceeded the powers available under the Act); and
- b) that any of the relevant requirements set out in the Act have not been complied with and that your interest has been substantially prejudiced by the failure to comply.

The 'relevant requirements' mentioned above are defined in Section 55 of the 1979 Act and it is advisable to seek legal advice before taking any action.

6.2. Should you have any queries please do not hesitate to contact me.

6.3 Finally, please note that your personal data is managed in compliance with the [General Data Protection Regulations](#).

Yours sincerely,

Denise Harris
Casework Manager
under authority of the Deputy Minister for Culture, Sport and Tourism, one of the
Welsh Ministers

Annex A

ANCIENT MONUMENTS AND ARCHAEOLOGICAL AREAS ACT 1979 APPLICATION FOR SCHEDULED MONUMENT CONSENT Caerfai Camp (PE294)

INSPECTOR'S ADVICE

1. Policy Context

- 1.1 An application for scheduled monument consent (SMC) is considered on its own merits in accordance with *Conservation Principles for the Sustainable Management of the Historic Environment in Wales* ([Conservation Principles](#)) and Annex A of *Technical Advice Note 24: The Historic Environment (TAN 24)*. In particular, TAN 24 explains that the main purpose of scheduling is to ensure the preservation of ancient monuments and, when considering an application for SMC there is a presumption against proposals which would involve significant alteration or cause damage, or which would have a significant impact on the setting of remains. Therefore, applicants are expected to demonstrate that no practicable alternative route or location, avoiding the scheduled area, exists and that the need to undertake works outweighs the presumption in favour of the protection of the scheduled monument.
- 1.2 The Welsh Government's six principles for sustainable management of the historic environment in Wales are also used as a guide when considering applications for scheduled monument consent. These are:
- Historic assets will be managed to sustain their values.
 - Understanding the significance of historic assets is vital.
 - The historic environment is a shared resource.
 - Everyone will be able to participate in sustaining the historic environment.
 - Decisions about change must be reasonable, transparent and consistent.
 - Documenting and learning from decisions is essential.

2. Caerfai Camp (PE294)

- 2.1 The monument comprises the remains of a defended enclosure, which probably dates to the Iron Age period (c. 800 BC - AD 43). The enclosure is located on a narrow coastal promontory above sea cliffs to west, south and east that are up to 30m high and form part of a defensive circuit along with a system of four man-made ramparts that curve across the 140m wide neck of the promontory. An accessible small natural harbour is located on the south side. The area enclosed was approximately square-shaped and about c 110m across although this has become significantly reduced by a deep gully in-cutting from the west which may eventually cause the interior to become an island. From the interior the defences comprise: a bank standing up to 2m above the interior and 3m above a ditch to the north, north of this a slighter bank, 1.5m high above the ditch and to the north again another ditch above

which another third bank standing over 4m high, north of this bank is a further ditch, followed by a fourth bank rising 2.2m high, followed by a final outer ditch. These four lines of bank and ditch are close-set and on the east side there is a gap in the two inner banks representing a simple entrance, accentuated by the outer bank turning to the north. Both banks then continue in a reduced form to the cliff edge; however the other two banks stop altogether about 30m short of this. The defences are probably of two phases with the two inner ramparts the earlier and it is possible the outermost bank may have been left unfinished.

The monument is of national importance for its potential to enhance our knowledge of later prehistoric defensive organisation and settlement. The site forms an important element within the wider later prehistoric context and within the surrounding landscape. The site is well preserved and retains considerable archaeological potential. There is a strong probability of the presence of evidence relating to chronology, layout, building techniques and functional detail.

At the time of the most recent Cadw Monuments at Risk (MaR) monitoring visit (29th September 2015) the MaR level was recorded as 'medium'.

Visit text:

The interior of the promontory fort is coastal grassland sloping down to low cliffs on the south and east sides and is separated from the defensive system of four banks and ditches by a wide erosion gulley cutting in from the west. The eastern face of this gulley is actively eroding and it is only a matter of time before the land bridge is lost. The entrance to the interior which narrows along the eastern side is covered in long grasses with some bracken, there is a now visitor path along this route. The banks and ditches of the defensive system are covered in a low scrub stunted by the coastal weather. The main path into and out of the interior follows the west side of the defences, there is some wear limited to the narrow footprint and it is of no great concern. The Pembrokeshire Coastal Path being routed to the north of the fourth outer bank and ditch does not present any problems.

The primary threat to the monument is natural erosion as a result of cliff collapse. Scrub on the defences may result in root damage to buried archaeological features and deposits, obscure archaeological features, encourage burrowing animals to disturb the ground surface and provide fuel for arson.

Key values include:

- Evidential: defensive banks and ditches, buried features / deposits;
- Aesthetic: impressive defences typical of Iron Age defended promontories;
- Historical: Caerfai Camp is one of numerous Iron Promontory Forts on the Pembrokeshire coast. Though the exact dates they were occupied is unknown, and therefore relationships between sites and whether they were contemporary is unclear, there is potential for high group

value. The monument has not previously been subject to archaeological excavation.

- Communal: located on the Pembrokeshire Coast Path, a popular and well visited destination for local walkers and tourists.

3. The Application

- 3.1 The applicant proposes excavation in: (i) Trench A, part of the promontory fort on the narrow isthmus before it is lost as a result of coastal erosion; (ii) Trench B over the inner most rampart to establish the impact of bracken and roots of scrubby vegetation; and (iii) a maximum of 5 number 1m x 1m test pits within the interior of the promontory fort to investigate anomalies indicated by magnetrometry.

4. Assessment

- 4.1 The applicant has submitted documentation (application form and supplementary form for excavations) including research objectives, trench plan, excavation strategies, and post excavation arrangements to support their application.

According to Cadw's Conservation Principles (Welsh Government 2011) archaeological intervention into an historic asset, which involves the material loss of evidence, would normally be acceptable only if:

- a) *preservation in situ is not reasonably practicable; or*
- b) *it is demonstrated that any potential increase in knowledge*
 - *cannot be achieved using non-destructive techniques; and*
 - *is unlikely to be achieved at another place whose destruction is inevitable; and*
 - *is predicted decisively to outweigh the loss of the primary resource; or*
- c) *it is required to evaluate the potential harm of a development proposal.*

If acceptable, an archaeological intervention demands:

- d) *a skilled team, with the resources to implement a project design based on explicit research objectives;*
- e) *the production of an authoritative record;*
- f) *funding arrangements for the subsequent conservation and public deposit of the site archive, and for appropriate analysis and dissemination of the results within a set timetable;*
- g) *a strategy to ensure that other elements and values of the place are not prejudiced by the work, whether at the time or subsequently, including the conservation of any elements to be left exposed.*

Archaeological excavation is invasive and destructive. In this case the extent of the proposed works will result in archaeological sterilisation of nationally important archaeological remains and is essentially contrary to the primary purpose of scheduling: preservation in situ.

The ground disturbance will cause a negative impact to the appearance of the monument. This impact will be temporary and cease when the area is reinstated.

Preservation in situ is not a long term possibility for parts of Caerfai Camp which are subject to ongoing coastal erosion. Investigation, before these areas (Trench A and 5 no. test pits) become too dangerous to work upon, will ensure preservation by record of nationally important archaeological remains that would otherwise be lost. Excavation of Trench B will establish the impact of scrub vegetation on the archaeological resource, informing management of Caerfai Camp and many other archaeological earthworks.

The applicant has a proven record for archaeological work at the required standard, reinstatement of trenches, and the provision of appropriate records. Therefore, justification for the intervention is acceptable and robust.

5. Recommendation

5.1 I recommend that consent is granted subject to the following conditions:

6. Proposed Conditions

- 6.1 The applicant shall provide Cadw with reasonable advance notice of commencement of works on site and will afford access at all reasonable times to any Cadw official or archaeologist nominated by Cadw to monitor progress of the works.
- 6.2 The approved works shall be carried out strictly in accordance with the application form, plans and documents as listed below. No variations are permitted unless they have been authorised in advance in writing by Cadw.

Number	Document / plan	Reference Number (if applicable)	Date received by Cadw
1	SMC application form signed by Toby Driver and dated 7 th April 2020		9 th April 2020
2	Supplementary form for research excavations		9 th April 2020

- 6.3 No works, including site clearance, shall commence until Cadw has been informed in writing of the name of an appropriately qualified archaeologist operating to ClfA published standards and guidance⁴ who will carry out an appropriate programme of archaeological works in accordance with a written scheme of investigation which has been submitted to, and approved in writing by, Cadw. No work shall commence until Cadw has confirmed in writing that the proposed archaeologist and archaeological works are acceptable.

⁴ Chartered Institute for Archaeologists <https://www.archaeologists.net/codes/cifa>

- 6.4 Cadw shall be invited to attend a site meeting within the first 5 working days of commencement of the project to review the programme, submitted method statement and arrangements that have been established for archaeological excavation.
- 6.5 A digital copy of the archaeological report shall be submitted to Cadw for approval within 6 weeks of the archaeological fieldwork being completed⁵. The report must detail and illustrate the works undertaken, the findings, and the preliminary stratigraphic narrative, and set this in the context of previous knowledge about the monument. The report must also contain labelled photographs of the site prior, during and after the excavations, together with details of the site archive established, including digital, paper and artefactual archives.
- 6.6 That within one month of the draft archaeological excavation report having been approved by Cadw the applicant will deposit a final version of the report, incorporating any comments/editorial amendments to Cadw and to the regional Historic Environment Record and National Monuments Record of Wales to be incorporated into these public records⁶.
- 6.7 Any historic or archaeological features not previously identified which are revealed when carrying out the works shall be retained *in-situ* and reported to Cadw within two working days. Works shall be halted in the area/part of the site affected until provision has been made for retention and/or recording of the feature by a suitably qualified archaeologist in accordance with details submitted to and approved in writing in advance by Cadw.

Name of Inspector: Louise Mees

Signature of Inspector:

Date: 30/12/2020

⁵ Cadw will retain a copy of the archaeological report for our records

⁶ Cadw requires formal confirmation of report deposit to discharge this condition

COMPLETION NOTICE**Name of Monument: CAERFAI CAMP****Monument Number: PE294**

Conditions	Date	Signature
Completion of works on site		
A digital copy of the archaeological report shall be submitted to Cadw for approval within 6 weeks of the archaeological fieldwork being completed . The report must detail and illustrate the works undertaken, the findings, and the preliminary stratigraphic narrative, and set this in the context of previous knowledge about the monument. The report must also contain labelled photographs of the site prior, during and after the excavations, together with details of the site archive established, including digital, paper and artefactual archives.		
That within one month of the draft archaeological excavation report having been approved by Cadw the applicant will deposit a final version of the report, incorporating any comments/editorial amendments to Cadw and to the regional Historic Environment Record and National Monuments Record of Wales to be incorporated into these public records		

Applicant Name:

Signature:

When all work has been completed and the conditions have been discharged, please complete and return this completion notice to Cadw at scheduledmonuments@gov.wales