



Smart Energy Islands: St Mary's, Isles of Scilly Heritage Statement

Cornwall Archaeological Unit

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Smart Energy Islands St Mary's, Isles of Scilly

Heritage Statement

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The Project Manager was Charlie Johns.

The views and recommendations expressed in this report are those of Cornwall Archaeological Unit and are presented in good faith on the basis of professional judgement and on information currently available.

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Cover illustration

The post-WWII housing on the hill slope below Hugh House and The Garrison Walls viewed from Buzza Hill with the Scheduled round cairn with funerary chamber (NHLE 1010174) in the foreground (photo: CAU)

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Abbreviations

ACA	Archaeological Constraint Area
AONB	Area of Outstanding Natural Beauty
CAU	Cornwall Archaeological Unit
CIfA	Chartered Institute for Archaeologists
ERDF	European Regional Development Fund
IoT	Internet of Things
HER	Cornwall and the Isles of Scilly Historic Environment Record
HIA	Heritage Impact Statement
NGR	National Grid Reference
NHLE	National Heritage List Entry
OS	Ordnance Survey
PV	Photovoltaic
WWII	World War Two

1 Summary

In October 2017, Cornwall Archaeological Unit was commissioned by Hitachi Europe Ltd to carry out a Heritage Impact Assessment (HIA) of proposals by Smart Energy Islands to install solar photovoltaic (PV) panels on the roofs of social housing in five areas on St Mary's, Isles of Scilly.

- Area 1 Branksea Close and Chy An Mor, Hugh Town.
- Area 2 Strand (Nos 15–19)/Rookery Flats, Hugh Town.
- Area 3 Porthcressa Flats, Hugh Town.
- Area 4 Sally Port, Garrison Lane and Parsons Field, Hugh Town.
- Area 5 Ennor Close, Old Town.

The proposal to install PV panels will have no direct physical impacts on any of the identified heritage assets, and essentially the question is whether the installation of the PV panels will have more or less impact on their setting and significance, and that of the Conservation Area, than has already been caused by the construction of the houses during the mid- and late-20th century. The existing roof coverings are mostly either man-made slate or concrete tile.

This HIA concludes that the installation of the PV panels will deliver substantial public benefits in terms of new renewable energy generation on the island whilst having minimal heritage impacts providing the following recommendations are observed.

- In line with the recommendations of the Isles of Scilly Design Guide solar slates or tiles are the preferred option – particularly in Area 4 because of the proximity to the Scheduled and Grade I Listed Garrison Walls – roof integrated PV systems are also acceptable.
- The solar slates, tiles or PV panels should have a high quality non-reflective finish as a reflective or jarring finish will stand out and detract from the from the roofscape of the Conservation Area and other identified heritage assets as it reflects the sun.
- The issue of finish is critical to the potential heritage impacts and provision of a detailed specification and examples of the PV panels for approval by the Local Planning Authority is recommended;
- The PV panels should follow the existing roof pitches;
- The PV panels should sit as close to the roofs as possible; and
- The equipment should be removed as soon as it falls out of use.

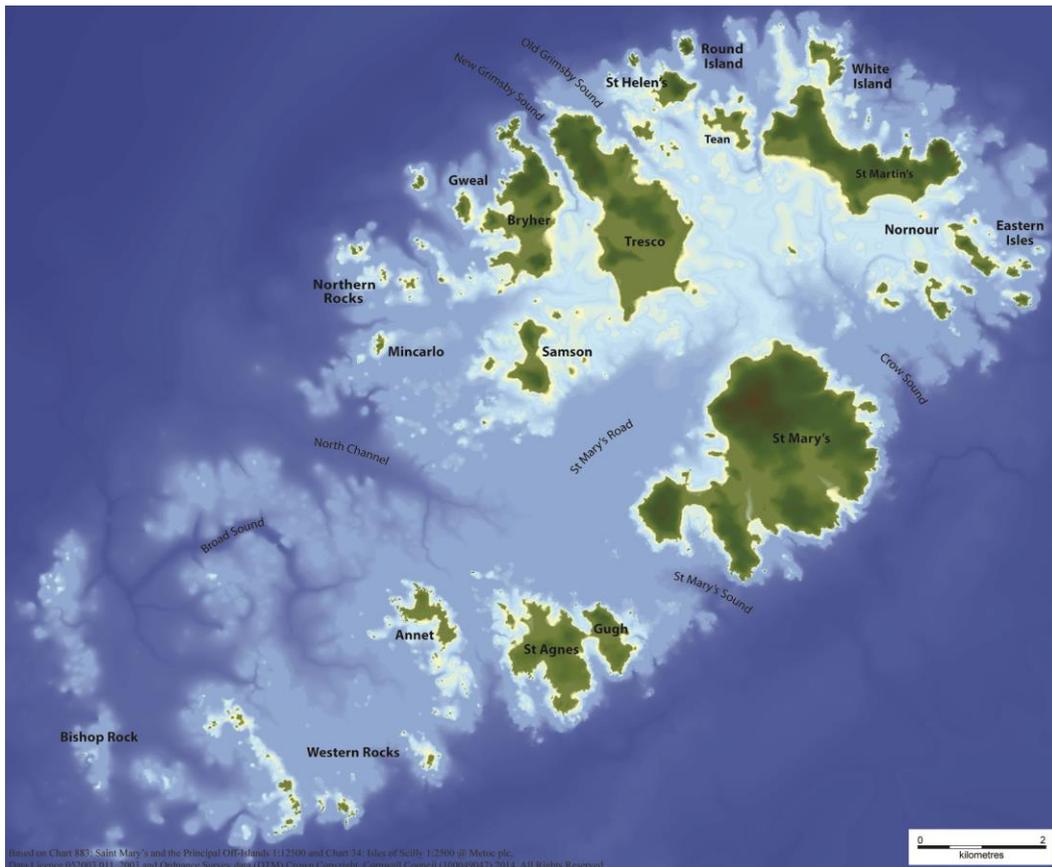


Fig 1 The Isles of Scilly.

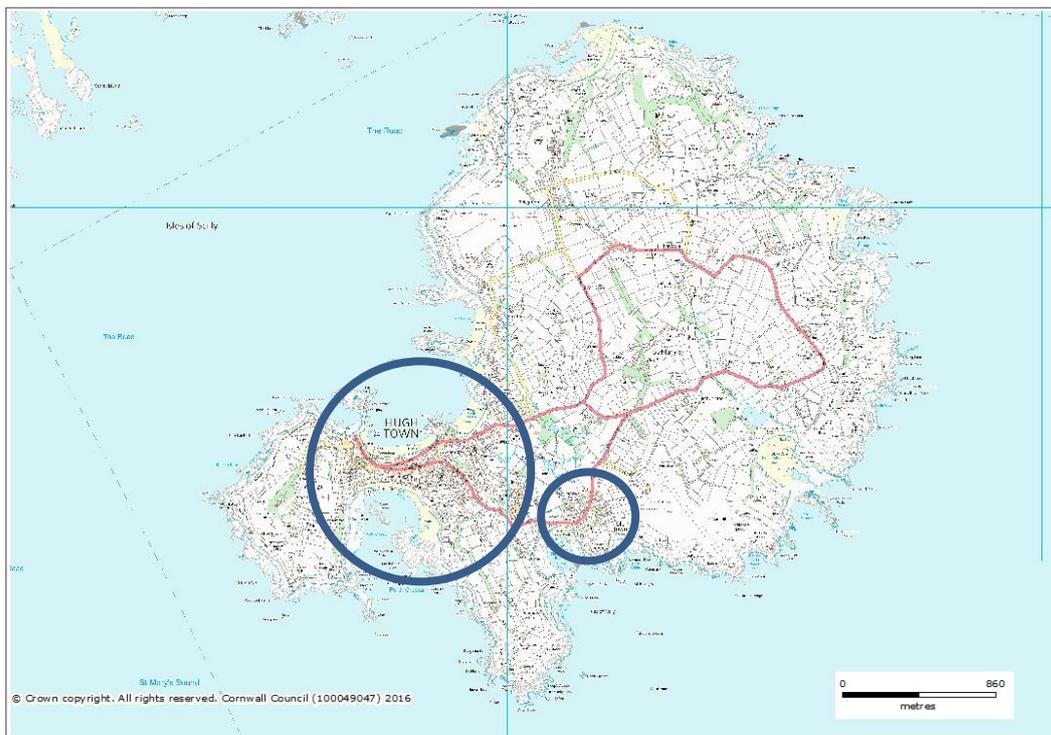


Fig 2 St Mary's, Hugh Town and Old Town circled in blue.

2 Introduction

2.1 Project background

In October 2017, Cornwall Archaeological Unit was commissioned by Hitachi Europe Ltd to carry out a Heritage Impact Assessment (HIA) of proposals by Smart Energy Islands to install solar photovoltaic (PV) panels on the roofs of selected homes on St Mary's, Isles of Scilly (Figs 1 and 2).

The HIA covers proposals to install the PV panels on the roofs of social housing in five areas:

- Area 1 Branksea Close and Chy An Mor, Hugh Town (Fig 3).
- Area 2 Strand (Nos 15–19)/Rookery Flats, Hugh Town (Fig 4).
- Area 3 Porthcressa Flats, Hugh Town (Fig 4).
- Area 3 Sally Port, Garrison Lane and Parsons Field, Hugh Town (Fig 5).
- Area 4 Ennor Close, Old Town (Fig 6).

Installation of the PV panels is classified as permitted development and will not require planning permission (however Listed Building Consent would be required if it is proposed to install PV panels on any Listed Buildings).

In order to follow best practice, and on the advice of the Council's Conservation Officer and Historic England, this HIA was commissioned to assess the potential heritage impacts of the proposals, particularly on designated heritage assets and the roof-scape of the Isles of Scilly Conservation Area.

The results of the HIA are presented in this Heritage Statement.

2.2 Aims and scope of the HIA

In particular this HIA aims to assess the potential impacts of the proposed development on historic environment and the significance and setting of designated and undesignated heritage assets on St Mary's and on the significance and setting of the Isles of Scilly Conservation Area.

This HIA does not assess the potential impacts of the proposal on the Isles of Scilly AONB.

2.3 Methods

The work was undertaken according to the Chartered Institute for Archaeologists *Standards and Guidance for Archaeological Investigation and Recording*. Staff will follow the CIfA *Code of Conduct* and *Code of Approved Practice for the Regulation of Contractual Arrangements in Archaeology*. The Chartered Institute for Archaeologists is the professional body for archaeologists working in the UK.

2.3.1 Desk-based assessment

During the desk-based assessment historical databases and archives were consulted in order to obtain information about the history of the site and the structures and features that were likely to survive. The main sources consulted were as follows:

- Cornwall and Scilly Historic Environment Record (HER).
- Images of England online listed buildings database.
- Early maps and photographs (see Section 11.1).
- Published histories (see Section 11.2).
- Modern maps.

2.3.2 Site visit

A site visit and walkover inspection was carried out to inform the desk-based assessment.

2.3.3 Heritage Statement

The results from the above stages of HIA were then assimilated to produce this Heritage Statement, to fulfil the aims set out above in Section 2.2.

3 Location and setting

The Scillonian archipelago of approximately 200 islands, islets and rocks situated 45km (28 miles) south-west of Land's End is a unique environment of exceptional quality, with the relationship between the land and sea providing a very strong and distinctive cultural identity.

Today only five islands are inhabited: St Mary's, the largest island, and the 'off-islands' of St Agnes, Bryher, St Martin's and Tresco. Smaller islands that were inhabited in historical times include St Helen's, Samson and Tean (Fig 1).

The 'capital' of the islands is Hugh Town, on St. Mary's, built on the sand bar that connects the Garrison or Hugh to the main part of the island. It has one principal street incorporating a series of small squares and a park, with several narrow streets and alleys running to the waterfront to the north and south. Old Town, the next largest settlement on the island, was the centre of secular rule in medieval times with its ancient church, quay and ruined Ennor Castle grouped around the bay (Fig 2).

4 Smart Energy Islands

A £10.8 million project, co-financed by the European Regional Development Fund (ERDF), Scilly's is the first Smart Islands Partnership to launch. It will show how smart software can support a reliable, cost-effective, low-carbon energy system that delivers savings to homeowners and the community.

The Smart Islands Programme is intended to tackle some of the Isles of Scilly's main infrastructure and utilities issues, whilst providing a model for how other communities can profit from a rapid transition to having a low carbon footprint.

The portfolio of projects within the Programme (www.smartislands.org) includes the Smart Energy Islands ERDF-funded project delivered by Hitachi and its technology partners, and the creation of a community enterprise.

Scilly is currently a carbon intensive community, relying heavily on imported fossil fuels and electricity to meet the community's needs. At present, less than 2% of Scilly's energy is generated from local renewable sources. This current situation is in contrast to the opportunity the islands' unique natural environment and engaged community presents. The current challenges are considerable. Providing affordable and reliable electricity, drinking water, sewage treatment and waste disposal for Scilly's remote islands population is expensive and it presents practical challenges. Solutions must all be achieved within the beautiful but sensitive environmental and heritage context of the islands. But there is an exciting opportunity on Scilly to take a fundamentally different approach to waste, water and energy.

The ambitious goals can be achieved by the introduction of an Internet of Things (IoT) platform, smartly controlling energy from waste, sewage and a mix of renewable energy sources.

5 Historical background

During the medieval period the main settlement on St Mary's was at Old Town on the southern side of the island where secular rule in Scilly was based. Protected by a castle (Ennor Castle), and not visible from the open sea, the village was at the end of a bay that deep-water ships could not penetrate.

Hugh Town owes its origins to the construction of Star Castle and associated structures in the 1590s and of the quay in c 1601 on the sheltered northern side of the island directly below the gateway to the military complex (Bowden and Brodie 2011).

By the mid-18th century Hugh Town had developed beyond its early primary role as a service centre for the Garrison to become a central place for the whole of Scilly. It was the Customs port and profited from servicing vessels sheltering in the Pool from bad weather or adverse winds. The quay was refurbished in 1740 and in 1749–51. However, the town remained small — the population in 1800 was only 350 — until the 19th century when, under the proprietorship of Augustus Smith, a new phase of building expanded the settlement considerably. The economy diversified to include shipbuilding and maritime trade and, towards the end of the century, tourism and the export of flowers and bulbs (Kirkham 2003, 1).

The lease of Scilly taken up in 1834 by Augustus Smith required completion of a new church and a large extension to Hugh Town quay. Both were achieved before the end of the 1830s – the New Quay being extended out to Rat Island with a monumental entranceway built on Old Quay – and marked the beginning of a significant period of change. The St Mary's stonemason Robert Maybee, born in 1810, recalled the period following Smith's arrival in Scilly: 'It was the time the new pier was building . . . and the new church . . . and most of the big houses were being built at the same time' (Maybee 1884, 15). Extension to the quay was required again in the late 19th century to serve the expanding flower trade.

Town Beach, Hugh Street, Thoroughfare and The Strand represent Hugh Town's long history of working links with the sea, its origins in the sheltered landing place created by construction of the first quay. Subsequent expansion eastward along the shore was an important component in the settlement's growth.

Hugh Town's shipbuilding industry had begun in a small way in the 18th century but developed considerably in the early decades of the 19th century. By the late 1830s four shipyards were active on the foreshores at Town Beach and Porthcressa, employing almost 100 men and apprentices. Shipbuilding continued into the 1870s and the associated slipways, timber yards, smithies, saw pits and stores were scattered over both Town Beach and the Strand areas (Davies 1988; Matthews 1960, 183).

The severe, well-constructed terraces of single and double-fronted dwellings on Higher Strand, Well Cross and Buzza Street reflect the prosperous, industrial character of these areas in the middle decades of the nineteenth century. On the Strand these probably replaced more humble housing: a small group of the older thatched houses survived at the eastern end of the Strand, close to Carn Thomas, until at least the late nineteenth century (Arlott 1972, fig 104; Cowan 2001, 22-3; Kirkham forthcoming).

Hugh Town exhibits considerable time-depth containing several areas, each representing a significant point in the development of the town's historic topography. The Bank maintains part of the former open space around the main landing place and the triangular space bounded by Kavorna café and Lloyd's TSB, marks the edge of the early settlement around this landing place from which it expanded along Hugh Street on new axis. North of Hugh Street, Thoroughfare represents a former back lane which also provided access to the working buildings along the shorefront and accommodates a number of historic buildings — houses sheds, workshops, sail lofts, stores etc., as well as more recent developments (Kirkham 2003, 34–5, 46).

Town Beach is fringed by the rear plots of buildings fronting onto the north-west end of Hugh Street, the Bank and Thoroughfare. Troutbeck (1794) noted in the 1790s that high tides enter 'some of the dwellers' back court yards and houses, built on the strand', and some of these yards, walled to keep the sea out, still survive, together with small stores and outbuildings. The almost continuous line of historic walling along this portion of the beach is a distinctive feature (Kirkham 2003, 45).

The rows of houses along Higher and Lower Strand have been relatively little altered and survive with substantially less change and erosion to their historic character than most comparable industrial housing in Cornwall. This is particularly notable given their

prominent sea-front position and the degree of change experienced by many historic buildings in similar locations elsewhere (Kirkham 2003, 45).

In the three decades after 1950 Hugh Town experienced the most rapid and far-reaching period of change to the built environment in its history. In the context of rapidly rising demand for visitor accommodation and facilities resulting from the national post-war boom in holidays and travel, the consequence was a surge of both new building and of extensions and conversions to historic buildings which, in many instances, substantially altered the character of the built environment through addition of features such as flat-roofed extensions, roof conversions and external stairways (Kirkham forthcoming).

The Council of the Isles of Scilly was able to acquire land at Porthcressa and elsewhere for much needed public housing (Bennett *et al*, 64, 72-3) but there was also a boom in private housing development, fuelled by demand for holiday and retirement homes. The result over the next two decades included dense development of the slopes of the Garrison right up to the curtain wall. Several large bungalows were constructed just inside the Garrison curtain wall on prominent sites overlooking the town (Laws 1980, 28; Kirkham forthcoming).

These later 20th-century developments paralleled the huge growth in housing which took place throughout Britain at this period. As elsewhere, the designs, materials and siting of the new structures rarely made connection with historic character. Recently-constructed houses and flats on Scilly 'might be anywhere', said John Arlott (1983, 71).

In his review of Scillonian archaeology for the Silver Jubilee volume of *Cornish Archaeology*, Paul Ashbee particularly condemned the impact which development had had on the visual integrity of the Garrison's historic defences: 'In 1949 . . . the Garrison Curtain Wall stood stark and clear above Hughtown [*sic*], fronted by its great unencumbered ditch. The tasteless synthetic stone-faced holiday-home development that now masks it is shameful, reflecting as it does a lack of regard for a unique monument, and it is matched only by the equally tasteless houses, more suited for Slough than Scilly, built on either side of Hugh House!' (Ashbee 1986, 210; *cf* 1988, 203).

6 Designations

6.1 Conservation Designations

A large proportion of the land area and coastal sea in Great Britain is under the protection of conservation designations. Statutory designations broadly fall into three categories: nature conservation, landscape conservation and natural heritage conservation, which protects wildlife, landscape and cultural aspects of the countryside.

Most Conservation Area designations relate to specific core areas of historic towns and villages but in Scilly the entire islands were defined as a Conservation Area in 1975, emphasising the integration of the buildings and landscape with the need for an overarching approach to their management. Further recognition of this special environment was given in 1975 when the whole of Scilly was designated as an Area of Outstanding Natural Beauty and Heritage Coast in 1974. The Council is the only local authority in the UK to have all the area in their jurisdiction under these all-encompassing designations.

6.2 Archaeological Constraint Areas

Archaeological Constraint Areas (ACAs) are non-statutory designations which were introduced to Scilly in 1995. The Archaeological Constraint Maps, on which they were based, were prepared by CAU, with funding from English Heritage (now Historic England) and the Council of the Isles of Scilly.

Their purpose was to indicate the location of recorded archaeological and historic sites and structures in order that an initial assessment could be made of the impact of any proposed development on these remains and, if necessary, archaeological consultation

carried out prior to the planning decision. They were intended to serve as a graphic aid to planning officers and others dealing with the management of the environment (Cornwall Archaeological Unit 1995).

The area between Parson's Field to the south, Garrison Lane to the north, Sally Port to the west is within the Parson's Field ACA, and the general Sally Port area is adjacent to the Garrison ACA. Ennor Close is adjacent to the Old Town ACA.

6.3 Area 1 Branksea Close and Chy An Mor, Hugh Town (Fig 3)

6.3.1 Listed Buildings

The following Listed Buildings are located within the vicinity of the proposed development site:

- The Chaplaincy, Grade II (NHLE 1141213) is situated approximately 75m north-east of Branksea Close and 75m north-west of Chy an Mor
- Gateway to the West of the Chaplaincy, Grade II (NHLE 1291873) is situated approximately 60m north-east of Branksea Close and 80m north-west of Chy An Mor.
- Church of St Mary's, Grade II (NHLE 13228823) is situated approximately 125m north-west of Branksea Close and approximately 150m north-west of Chy An Mor.
- Bell Rock Hotel and attached wall and railings, Grade II (NHLE 1141214) is situated approximately 200m north-west of Branksea Close and 250m west of Chy An Mor.
- Buzza Tower, Grade II (NHLE 1291886) is situated approximately 100m south-west of Branksea Close and 175m south-west of Chy An Mor.

6.3.2 Scheduled Monuments

The following Scheduled Monuments are located within the vicinity of the proposed development site:

- Round cairn with funerary chamber on Buzza Hill, 45m West of the Buzza Tower (NHLE 1010174) is situated approximately 150m south-west of Branksea Close and 225m south-west of Chy An Mor.

6.3.3 Undesignated heritage assets

There are no undesignated heritage assets within the vicinity of the proposed development site except for three prehistoric find-spots recorded in the HER, the closest being 100m distant.

6.4 Area 2 The Strand/Rookery Flats, Hugh Town (Fig 4)

6.4.1 Listed Buildings

The following Listed Buildings are located within the vicinity of nos 1-10 the Strand/Rookery Flats site:

- Higher Strand Nos 1-10, Grade II (NHLE 201818), immediately adjacent to south-west.
- St Mary's Methodist Church, Grade II (NHLE 218680), less than 100m to the south-west.
- Lemon Hall and associated walls and railings, Grade II (NHLE 1141215), less than 150m to the south-west.
- Church of St Mary's, Grade II (NHLE 13228823) approximately 80m to the south-east
- The Pier, Grade II (NHLE 1141209), approximately 500m to the north-west.

6.4.2 Undesignated heritage assets

The following undesignated heritage assets are located within the vicinity of nos 1-10 the Strand and Rookery Flats: Carn Thomas lifeboat station, Carn Thomas boys school (19th century), a shipwreck cemetery known from documentary sources and the sites of three World War Two (WWII) pillboxes.

6.5 Area 3 Porthcressa Flats, Hugh Town (Fig 4)

6.5.1 Listed Buildings

The following Listed Buildings are located within the vicinity of Porthcressa Flats:

- Homeleigh and attached railings, Grade II (NHLE 129160), less than 50m to the north.
- Shearwater and attached railings, Grade II (NHLE 1141194), less than 50m to the north.
- Shalom, Treveffa and Wingletang, Grade II (NHLE 1141197), less than 50m to the north.
- Crebinnick, House adjoin to east, Hazeldene, Thurleigh and Raveen, Grade II (NHLE 1218655), less than 50m to the north.
- Lynwood, Albany House, Westford House, Longras and Innisidgen and attached walls, Grade II (NHLE 1218666), less than 50m to the north.

Note: all of the above face on to the south side of Church Street.

- The White cottage and attached walls, Grade II (NHLE 1141216), less than 75m to the north-east.
- Bell Rock Hotel and attached wall and railings, Grade II (NHLE 1141214) approximately 0.75m to the north-east.
- Wahroonga (also known as Clemmies Cottage), Grade II (NHLE 1141181), approximately 0.75m to the south-east.
- Buzza Tower, Grade II (NHLE 1291886) is situated approximately 250m to the south-east.
- Parade Cottage, Grade II (NHLE 1141192), approximately 110m to the north-west
- Outbuilding approximately 2m south of Parade Cottage, Grade II (NHLE 129165), approximately 110m to the north-west.
- Town Hall, Grade II (NHLE 1299991695), approximately 120m to the north-west.
- Outer Walls and Gateway (The Garrison Walls), Grade 1 (NHLE 1291751), approximately 375m to the west.
- Hugh House, Grade II (NHLE 1141189), approximately 400m to the west.
- Veronica Lodge, Grade II (NHLE 1328843) approximately 400m to the south-west.

6.5.2 Scheduled Monuments

- Round cairn with funerary chamber on Buzza Hill, 45m West of the Buzza Tower (NHLE 1010174) is situated approximately 200m south-east of Porthcressa Flats.
- Post-medieval breastwork, curtain wall and associated defensive structures on the periphery of The Garrison, St Mary's (NHLE 1018370), approximately 375m to the west.

6.5.3 Undesignated heritage assets

The following undesignated heritage assets are located within the vicinity of Porthcressa Flats: the old fire station (now Dibble and Grub), the site of a post-medieval shipyard and the sites of two WWII pillboxes.

6.6 Area 4 Sally Port, Garrison Lane and Parsons Field, Hugh Town (Fig 5)

6.6.1 Listed Buildings

The following Listed Buildings are located within the vicinity of the proposed development site:

- Outer Walls and Gateway (The Garrison Walls), Grade 1 (NHLE 1291751), less than 100m to the west.
- Hugh House, Grade II (NHLE 1141189), less than 100m to the west.

- Veronica Lodge, Grade II (NHLE 1328843) less than 100m to the west.

6.6.2 Scheduled Monuments

The following Scheduled Monuments are located within the vicinity of the proposed development site:

- Post-medieval breastwork, curtain wall and associated defensive structures on the periphery of The Garrison, St Mary's (NHLE 1018370), less than 100m to the west.

6.6.3 Undesignated heritage assets

The following undesignated heritage assets are located within the vicinity of the Sally Port, Garrison Lane and Parsons Field: the sites of an Iron Age / Romano-British cist-grave cemetery, settlement and field system.

6.7 Area 5 Ennor Close, Old Town (Fig 6)

6.7.1 Listed Buildings

- Former fish slating trough on the east side of Old Town Bay, Grade II (NHLE 1291939) is situated approximately 200m south-west of Ennor Close.
- The Grade II* Listed Old Church of St Mary's (NHLE 1141210) (Fig 7), with four Grade II listed headstones/memorials, is situated on the west side of Old Town Bay, approximately 500m south-west of Ennor Close.

6.7.2 Scheduled Monuments

The following Scheduled Monuments are located within the vicinity of Ennor Close:

- Ennor Castle, Old Town, St Mary's (NHLE 1014994) is situated less than 100m to the south-west.
- The Cat's Coffin World War II Pillbox, Old Town, St Mary's (NHLE 1016514) is situated approximately 200m to the WSW.
- World War II Pillbox 250m south east of Carn Gwavel, St Mary's (HNLE 1016513) is situated approximately 350m to the south west.
- The Old Quay, Old Town, St Mary's (NHLE 1015656) is situated approximately 200m to the south-west.
- Civil War Battery at Tolman Carn, St Mary's (NHLE 1010150) is situated approximately 350m to the south.
- World War II Pillbox and Civil War Battery at Tolman Point, St Mary's (NHLE 1016513) is situated approximately 300m to the south.
- Hut circle settlement and Civil War Breastwork North East of Porth Minick, St Mary's (NHLE 1015657) is situated approximately 300m to the south-east.

6.7.3 Undesignated heritage assets

The following undesignated heritage assets are located within the vicinity of Ennor Close: Old Town non-conformist chapel, the sites of two Bronze Age cists and various prehistoric and medieval find-spots.

7 Planning policy and guidance

7.1 National Planning Policy Framework

The National Planning Policy Framework (NPPF) (2012) states (paragraph 128) that 'In determining applications, local planning authorities (LPAs) should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning

authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation'.

Paragraph 129 instructs LPA's to use this evidence to form a view of the significance of heritage assets 'Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal'.

Paragraph 132 states, 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional'.

Paragraph 134 states, 'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use'.

Paragraph 135, requires a balanced judgement to be struck between the significance of 'non-designated' assets and the public benefits of an application, 'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

(P141) that LPAs 'should also require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible' but also stresses that "the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted'.

The experience of NPPF defines the setting of a heritage asset as '*the surroundings in which an asset is experienced*'. As set out the Historic England good practice advice 'The Setting of Heritage Assets' (2015), even where buried remains are not readily appreciable to the casual observer, they still retain a presence within the landscape, and thus have a setting. Setting can make a positive, negative or neutral contribution towards the significance of an asset.

7.2 Isles of Scilly Local Plan

The Isles of Scilly Local Plan was adopted in November 2005 and is currently under review. With this Local Plan, together with other related strategies and documents the Council seeks to meet the needs and aspirations of their communities to ensure a sustainable and viable future for the islands whilst maintaining the outstanding quality of the environment. The Local Plan provides the framework for tackling important issues, including the provision of affordable housing, ensuring tourism and farming remain viable and that there is adequate social and physical infrastructure for residents and visitors alike. All these issues need to be addressed in the context of the sensitive management and preservation of the superb environment in which everything on the islands happen.

The Local Plan recognises that the islands' natural and built environment is special and designated with a unique coverage of national and international environmental policies. The Council has an obligation of custodianship in partnership with the wider world community. Protecting and enhancing a diverse and high quality environment is essential for sustaining the economic prosperity of the islands.

The Vision of the Local Plan is to 'Ensure the viability of resident communities on the islands by providing sufficient housing, local employment, means of transport and general social infrastructure in order to meet their needs and aspirations whilst preserving and enhancing the islands' outstanding environment and natural beauty'. The relevant policies to this study are set out below.

7.2.1 Policy One – Environmental Protection

To ensure that all relevant future development proposals respect and protect the recognised quality of the islands' natural, archaeological, historic and built environment, they will be permitted only where, as applicable, they:

- (a) Conserve or enhance the natural beauty, wildlife and cultural heritage of the Area of Outstanding Natural Beauty and protect the unspoilt character and good appearance of the Heritage Coast;
- (b) Preserve nationally important archaeological remains and their settings;
- (c) Preserve or enhance the character or appearance of the Conservation Area and preserve the architectural or historic interest of all listed buildings, including their features and settings;
- (d) Safeguard the integrity and nature conservation objectives of Special Protection Areas (SPAs), Ramsar Sites and Special Areas of Conservation (SACs);
- (e) Protect a statutorily-protected plant or animal species and the wildlife, geological and geomorphological interest and features of designated Sites of Special Scientific Interest; and locally important biodiversity habitats, species and landscape features; and
- (f) Secure the future character, appearance and setting of any Parks and Gardens of Special Historic Interest included in the English Heritage Register.

The environment of the Isles of Scilly underpins all life on the islands. The presumption is to protect it and keep development to the minimum required for sustaining viable communities.

Our environment embraces the built and historic environment, archaeology, landscape, air and sea and everything that lives in it i.e. its biodiversity, including the human community. The character and quality of the environment is defined in a suite of documents that collectively form supplementary guidance for Hugh Town [Kirkham 2003] and the islands.

Planning decisions must ensure that proposals are in character with the islands. The environment is central to the quality of life experienced by both the islands' communities and visitors alike and forms the basis for our economy. The exceptional quality of the environment means that new development should be generally restricted to that which makes a positive contribution to the sustainable future of the islands.

7.2.2 Policy Two – Sustainable Development

Development will be permitted in situations where a proposal would, where practicable and appropriate, contribute to the sustainability of the islands' environment, economy or local communities through:

- (a) Conserving or enhancing the landscape, coastline, seascape and existing buildings of the islands through appropriate design including siting, layout, density, scale, external appearance (i.e., details and materials) and landscaping;
- (b) Ensuring or facilitating the re-use of previously developed land and existing buildings for the economic, social and environmental benefit of the islands and local communities taking into account any environmental designations set out in Policy 1; and

(c) Utilising natural resources efficiently in the design, construction and future use of land and buildings, including where appropriate, energy conservation and the use of renewable sources of energy generation, minimising the consumption and discharge of water and waste and by securing the recovery and re-use of suitable building materials.

Planning decisions must ensure that new development is in character with the islands. New development should therefore positively reinforce the special and distinct qualities of the islands' environment, in accordance with the Isles of Scilly Design Guide [see below section 7.3]. In order to achieve this objective and reflect the contents of the Design Guide, the design of a proposal should be based on a thorough and caring understanding of its place and context. This approach allows for some innovation and it is not just about preserving things as they are. A design statement accompanying a planning application should illustrate how a proposal relates to the site and its wider context. In certain cases an environmental impact assessment may be required to inform the decision-making process.

As well as granting planning permissions, we will continue to encourage environmentally friendly farming practice and land management, such as Countryside Stewardship Schemes. This will be driven by the AONB Management Plan and our Heritage & Cultural Strategy and the Isles of Scilly Habitat Management Plan, prepared by the Wildlife Trust.

In order to promote sustainable development on the islands, new proposals should utilise natural resources more efficiently in their design, construction and future use. As such, new development should incorporate, wherever appropriate, the following principles of sustainability by:

- Promoting energy efficiency through siting and design and the use of renewable energy, heating or power systems such as heat pumps, photovoltaic or solar panels;
- Minimising the consumption and discharge of water and sewage by promoting the conservation, harvesting and recycling of water and the use of sustainable drainage systems;
- Maximising the efficient use of buildings and land, particularly where it has been previously developed;
- Minimising the generation of waste through the re-use and recycling of materials during demolition and construction and to ensure that no building waste is disposed of or deposited on the land;
- Providing appropriate facilities to encourage the re-use and recycling of materials, including composting; and
- Using locally-sourced, renewable or recycled materials from sustainable sources and low embodied energy products, wherever possible.

7.2.3 Policy Three – Infrastructure for Sustainable Communities

To maintain viable residential communities on the islands by means of the maintenance and future provision of essential physical infrastructure and other resources (water supply, drainage and sewerage, waste collection and disposal, electricity and telecommunications) and ease of access to and availability of a range of commercial and community-based services and facilities.

(1) Development proposals must, where appropriate:

(a) either improve existing infrastructure or impose no unsustainable burden upon it;

(b) ensure that water supplies, in terms of quality and quantity, can be adequately provided and that local water sources remain unharmed and unpolluted by proposed sewerage arrangements; and

(c) in areas not served by a sewerage system, connect proposed development to an approved treatment plant and agree to share such arrangements, where possible, with other properties.

(2) Development proposals, in keeping with the particular scale and character of the islands, will be supported, where they:

- (a) are for renewable energy projects; or
- (b) facilitate improvements to the electricity supply network or the undergrounding of all cables; or
- (c) would provide telecommunications infrastructure of immediate OR community benefit;
- (d) are for recycling or the composting of waste closer to its source; or
- (e) are for new or enhanced community, health, education, childcare, sport, recreational, arts and culture facilities.

(3) All forms of future development should ensure reasonable access, by both permanent inhabitants and seasonal visitors, to homes, workplaces, leisure facilities and other services.

In seeking to ensure the provision of the level of infrastructure and services needed for the continued viability of the islands' communities there is a presumption that existing sites/facilities will be safeguarded and sufficient land will be made available to accommodate the necessary works, plant or buildings.

Improvements are necessary to the already limited capacity of the water supply and sewerage infrastructure on the islands. Waste disposal is another issue that has to be accommodated within the islands. Waste minimisation is the key message.

The continued supply of power and telecommunications, with the introduction of broadband, is vital for viable communities and the economy on the islands. The mainland electricity link is coming to the end of its predicted fixed lifespan. Provision must be made for its retention or renewal or alternatives need to be found.

Because of our island location we accept some restrictions in the availability of services and facilities. A minimum level of provision, however, is needed to help support viable and demographically balanced communities.

The Plan's policies address access issues experienced by the islands' communities. It is also important to recognise and include the needs of different groups within the community.

7.3 The Isles of Scilly Design Guide

The Isles of Scilly Design Guide (Buchanan and Context D 2006) was approved in 2006 to complement the Local Plan and the AONB Management Plan. It offers clear and practical guidance in order to achieve high quality and sustainable design and ensure the special character of Scilly is retained and where possible enhanced. The Guide states, 'The introduction of renewable energy in the form of active solar technology is encouraged. Active solar technology can be divided into: Photovoltaic (PV) and Solar Water Heating (SWH). Both technologies use roof mounted equipment to collect radiation from the sun. PV is converted into electricity, SWH is converted into hot water. PV can be used as a building material. It can be integrated into the roof or facade through the use of solar shingles, glass laminators or most appropriate for the islands - solar slates. SWH panels are mounted on the roof. For best performance they need to be mounted at an angle of 20-40 degrees, depending on latitude and oriented due south'.

7.4 A Sustainable Energy Strategy for the Isles of Scilly

Published in 2007, this strategy and action plan aimed to create sustainable energy future for the Isles of Scilly. It takes a holistic approach to meeting the Islands' energy needs. It integrates actions designed to minimise energy demand, increase energy efficiency and promote the use of renewable energy sources. Its goal is a more sustainable community for the Islands, a secure power supply and a visible contribution to the UK's target of lowering carbon emissions.

7.5 Historic England Guidance

Historic England advice and guidance is set out in two documents 'Small scale solar electric (photovoltaics) energy and traditional buildings' (English Heritage 2010) and 'Microgeneration and the Historic Environment (English Heritage 2012).

Historic England policy is that proposals for microgeneration equipment attached to scheduled monuments that are buildings, listed buildings or historic buildings in conservation areas will generally be acceptable if all of the following criteria are met:

1. The change will not result in loss of special interest;
2. The visual impact of the equipment is minor or can be accommodated without loss of special interest;
3. In fixing the equipment to the building there is no damage to significant historic fabric and installation is reversible without significant long-term impact on historic fabric;
4. The cabling, pipework, fuse boxes or other related equipment can be accommodated without loss of, or damage to, significant historic fabric;
5. That as part of the justification the applicant can demonstrate that other energy-saving measures or other locations with less impact on the historic fabric and special interest have been considered and are not viable.
6. The applicant can demonstrate that the proposal has net environmental benefit;
7. The local authority imposes a condition requiring removal of the equipment, including cabling and boxes, and making good of the historic fabric as soon as it can (English Heritage 2012, 2).

Historic England believes that it should be possible to install microgeneration equipment on many buildings, if they are carefully positioned. The principal considerations are that:

- Efforts should be made to minimise visual impact.
- Locating on principal elevations should generally be avoided.
- Equipment should not damage key views in, out or within the conservation area, and this may include some very visible secondary elevations.
- There should be no loss of in the overall character or historic interest of the conservation area.
- The local planning authority should consider the cumulative impacts of the installation of different types of equipment (English Heritage 2012, 4).

For proposals for microgeneration equipment on buildings adjacent to a listed building, the impact on the setting of the listed building needs to be determined (English Heritage 2012, 5).

8 Statement of Significance

Listed Building and Scheduled Monuments are by definition heritage assets of national significance. Undesignated heritage assets are considered to be of local importance.

A conservation area is an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance (Section 69 of The 1990 Planning (Listed Buildings and Conservation Areas) Act).

Heritage coasts are 'defined' rather than designated, so there isn't a statutory designation process like that associated with national parks and areas of outstanding natural beauty (AONB). They were established to conserve the best stretches of undeveloped coast in England. A heritage coast is defined by agreement between the relevant maritime local authorities and Natural England.

9 Impacts of the proposed development

The basis for the assessment of the impacts of this proposed development is the check-list of potential attributes of development affecting setting that may help to elucidate its

implications for the significance of the heritage, as set out in 'Assessment step 3: assessing the effect of the proposed development' of Historic England's good practice advice 'The Setting of Heritage Assets' (2015).

9.1 Area 1 Branksea Close and Chy an Mor, Hugh Town

Branksea Close located on the downslope to the south of Church Road, with pedestrian access only. To the north and north-west it is screened from the Chaplaincy, the Chaplaincy Gateway and the Church of St Mary's (Fig 7) by number of buildings and the PV panels will be placed on the south-facing roof pitches so there will be no adverse impacts on the setting and significance of any of these Listed Buildings. Similarly it is screened from the Bell Rock Hotel by the houses along Ram's Valley so there will be no adverse impacts on the setting and significance of that Listed Building.

The power station and a number of modern houses are situated between Branksea Close and Buzza Tower and the Scheduled Cairn on Buzza Hill. It is considered that the installation of the PV panels will have no impacts on the setting and significance of these designated heritage assets.

Chy An Mor is located upslope on the north side of Church Road, it is screened from the Chaplaincy and its gateway by several houses and there is also a steep intervening scarp. There is a considerable area of modern development between it and the Bell Rock Hotel to the west and Buzza Tower and the cairn on Buzza Hill to the south (including the power station). The HIA concludes that the installation of PV panels on the roof of Chy An Mor will have no adverse impacts on the significance and setting of these designated heritage assets.

9.2 Area 2 Strand (Nos 15 to 19) and Rookery Flats, Hugh Town

The HIA considers that the PV panels on the roofs of these buildings will have no adverse impacts on the significance and setting of Higher Strand Nos 1-10. The panels are unlikely to be visible from any of the other designated heritage assets because of the street pattern and intervening buildings (Fig 8). Solar tiles have already been installed on the roof of the Grade 2 listed Lemon Hall.

9.3 Area 3 Porthcressa Flats

The PV panels will be installed on the south-facing roof pitches of the northern block of Porthcressa Flats and on the east- and west-facing roof pitches of the eastern block of flats, on the southern side of Porthcressa Road. The existing roof coverings are concrete tiles. The PV panels will not be visible from the Listed Buildings facing on to the south side of Church Street, or from the White Cottage and the Bell Rock Hotel to the north-east. They will not be visible from the Town Hall, Parade Cottage or the listed outbuilding because they will be screened by the houses along the north side of Porthcressa Road and by Parade Flats. They will be visible from the Garrison Walls, Hugh House and Trinity Cottages to the west and from the cairn on Buzza Hill and Buzza Tower to the south-east but the HIA considers that this will not affect the significance or setting of these designated heritage assets.

9.4 Area 4 Sally Port, Garrison Lane and Parsons Field, Hugh Town

This area includes the social housing at Sally Port, Garrison Lane and Parson's Field. These houses were built in the 1950s and 1960s. The Sally Port houses are built directly on/into to the glacia in front of the Scheduled and Grade 1 Listed Garrison Walls and the Garrison Lane and Parsons Field houses are built on the lower slopes of the Hugh (Figs 9 and 10).

Development of this previously greenfield area began during the post-WWII period, initially through action by the Council of the Isles of Scilly to provide much-needed public housing. The first developments were in Parsons Field and Sally Port and are notable for their modest historically-derived design and the high quality of materials and treatment. Subsequent development, both public and private, has covered the

southern portion of the slopes of the Garrison and fringed the seashore at the west end of Porthcressa around Little Porth. The dense siting on the sloping topography has created some interesting combinations of massing and roofscapes, now enhanced by mature gardens and small trees. Given the sensitivity of the historic and topographic setting, however, elements of the development have attracted criticism for their impact on the historic character of the area (see above section 5) (Kirkham 2003).

The Garrison's present character derives partly from its significance as an historic site, an impressive, well-preserved and relatively complete multi-period defensive complex. Ashbee (1986) has called it 'probably the most impressive work of its kind extant in England' The importance of the complex is reflected in the Grade 1 listing and Scheduled Monument designation of its major components (Kirkham 2003, 55).

The character and integrity of the historic elements of the Garrison have undoubtedly been eroded by the masking effect of the development which has taken place immediately in front of the curtain wall. It is arguable, however, that the dominant physical presence of the important historic structures which make up Hugh Town's western skyline has been diluted to a much greater extent by the prominence of the half dozen modern bungalows immediately behind the curtain wall (Kirkham 2003, 55).

The proposal to install PV panels would have no direct physical impacts on the Garrison Walls. As discussed above, the setting of the Garrison Walls is already impacted in views from the east by the houses themselves, so essentially the question here is whether the installation of the PV panels will have more or less impact on their setting and significance than has already been dealt by the construction of the houses. The existing roof coverings are concrete tile or man-made slate (probably cement asbestos). On this basis it is considered if the recommendations of this report are followed (below section 10) and the solar slates, tiles or PV panels have a high quality matt finish the heritage impacts will be minimal.

9.5 Area 5 Ennor Close, Old Town

The only designated asset which is potentially affected by the installation of the PV panels on the houses at Ennor Close will be Ennor Castle. The potential impacts on the significance and setting of the other designated assets listed above in Section 6.7 is assessed as minimal because the PV panels will not be visible from any of these sites.

The setting, if not the significance, of Ennor Castle has already been compromised by the late 20th century housing developments at Launceston Close and Ennor Close (Figs 11 and 12). The views from the castle to the east is blocked by dense tree and vegetation growth, there are also there are a number of intervening buildings therefore the heritage impacts of installation of the PV panels are assessed as minimal, providing the recommendations of this report are followed (below section 10).

9.6 Public benefits of the proposal

The installation of the PV panels on these houses will be the first step in delivering significant public benefits by the Smart Islands Energy. By end of 2019 the project aims to deliver:

- An islands-wide energy control system providing cheaper, reliable renewable power;
- Solar PV panels on 100 homes (starting with social housing);
- Updated energy monitoring for 200 businesses with support and energy advice;
- A pilot of ten 'smart' homes with combination of heat pumps solar PV and storage batteries installed;
- Support for community enterprise to share the benefits of cheaper electricity.

10 Conclusion and recommendations

The Sustainable Energy Strategy for the Isles of Scilly (2007) emphasises the importance of conserving, and where possible enhancing, the character and quality of the landscape, heritage and biodiversity of the islands. Scilly's unique environmental characteristics add value to the quality of life for its residents and to its reputation as a tourist destination. The strategy's emphasis is on seeking to meet the energy needs of the islands without impacting on their character and distinctiveness and therefore the success of tourism, the crucial economic input.

'Island Futures, the Strategic Economic Plan (Ash Futures and Three Dragons 2014) highlights the extraordinary rich and varied natural and historic environment of Scilly: 'It is designated as an Area of Outstanding Natural Beauty (AONB). Much of the land is designated for its environmental quality, its wildlife and its heritage. To a large extent, it is the wild and rugged scenery, extensive beaches and varied wildlife that attracts so many people to live on and visit these islands. Any development must be planned very carefully so as not to diminish the nature and character of Scilly, on which its communities and economy depend. Nevertheless, some development will be necessary to secure a viable economy going forward. We would suggest that early discussions are had to ensure that new developments are sensitive to their surroundings and built to the highest environmental standards'.

This HIA concludes that the installation of the PV panels will deliver substantial public benefits in terms of new renewable energy generation on the island whilst having minimal heritage impacts providing the following recommendations are observed.

- In line with the recommendations of the Isles of Scilly Design Guide solar slates or tiles are the preferred option – particularly in Area 4 because of the proximity to the Scheduled and Grade I Listed Garrison Walls – roof integrated PV systems are also acceptable.
- The solar slates, tiles or PV panels should have a high quality non-reflective finish as a reflective or jarring finish will stand out and detract from the from the roofscape of the Conservation Area and other identified heritage assets as it reflects the sun.
- The issue of finish is critical to the potential heritage impacts and provision of a detailed specification and examples of the PV panels for approval by the Local Planning Authority is recommended;
- The PV panels should follow the existing roof pitches;
- The PV panels should sit as close to the roofs as possible; and
- The equipment should be removed as soon as it falls out of use.

11 References

11.1 Primary sources

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11.3 Websites

- <http://www.heritagegateway.org.uk/gateway/> Online database of Sites and Monuments Records, and Listed Buildings
- <http://www.smartislands.org> Smart Islands Programme
- <http://www.cornwallislesofscillygrowthprogramme.org.uk/growth-story/smart-energy-islands/> Smart Energy Islands

12 Project archive

The CAU project number is **146738**

The project's digital and photographic archive is maintained by Cornwall Archaeological Unit. The documentary archive is deposited at the Isles of Scilly Museum, Church Street, St Mary's, TR21 0JT.

Electronic data is stored in the following locations:

Project admin: \\Sites\Scilly\St Mary's\Sally Port HIA 146738

Digital photographs: \\Historic Environment (Images)\Scilly\St Mary's\Sally Port HIA 147738

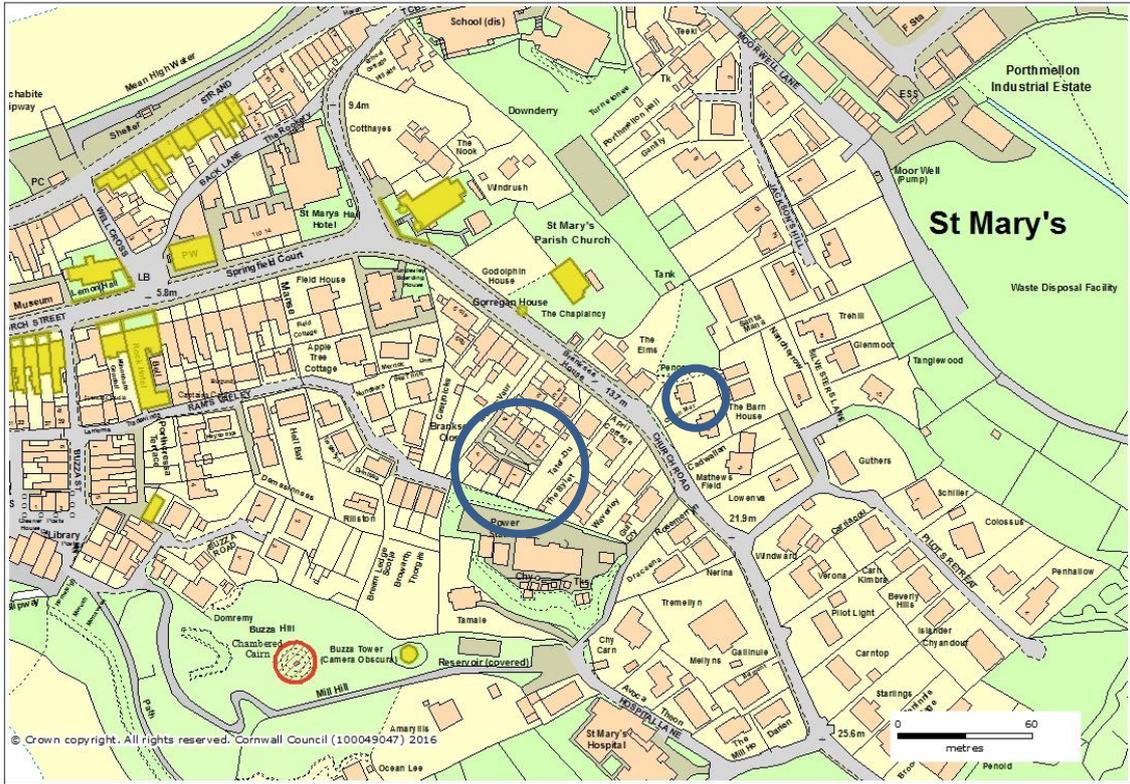


Fig 3 Area 1 Branksea Close and Chy An Mor (circled blue – indicative only), Listed Buildings (shaded yellow), Scheduled Monuments (hatched in red).

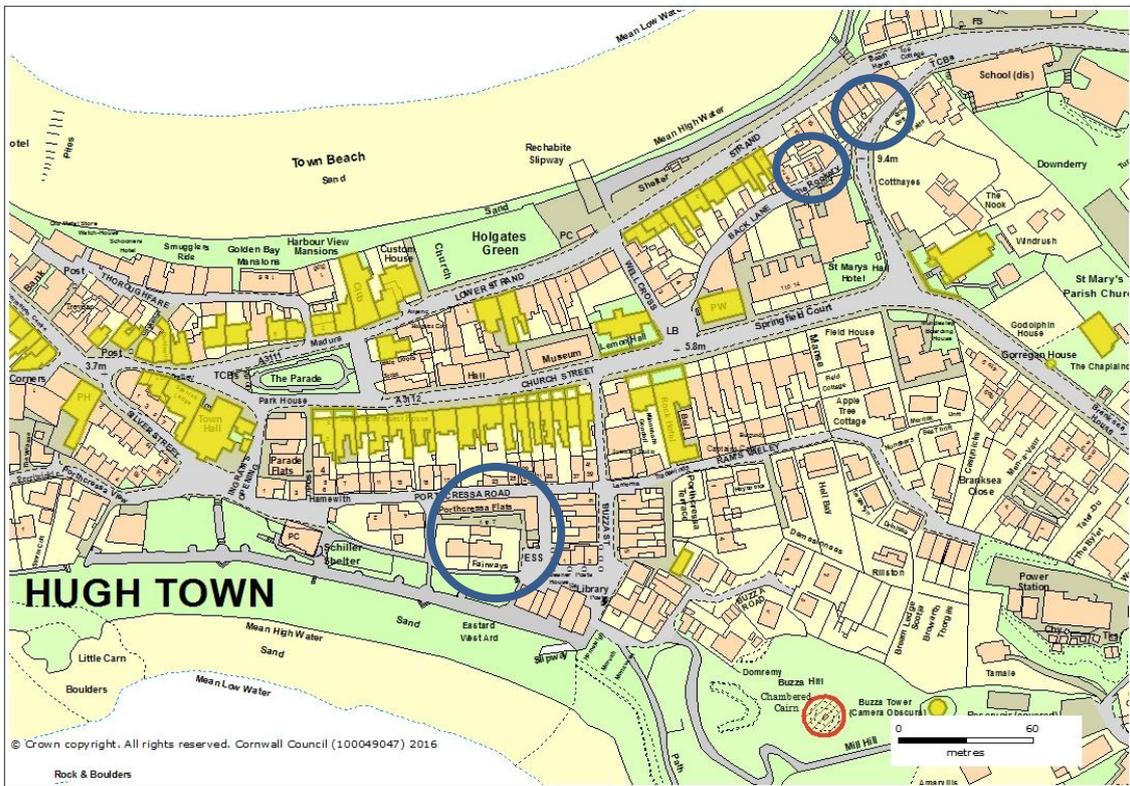


Fig 4 Areas 2 and 3 Strand/Rookery Flats and Porthcressa Flats (circled blue – indicative only), Listed Buildings (shaded yellow), Scheduled Monuments (hatched in red).

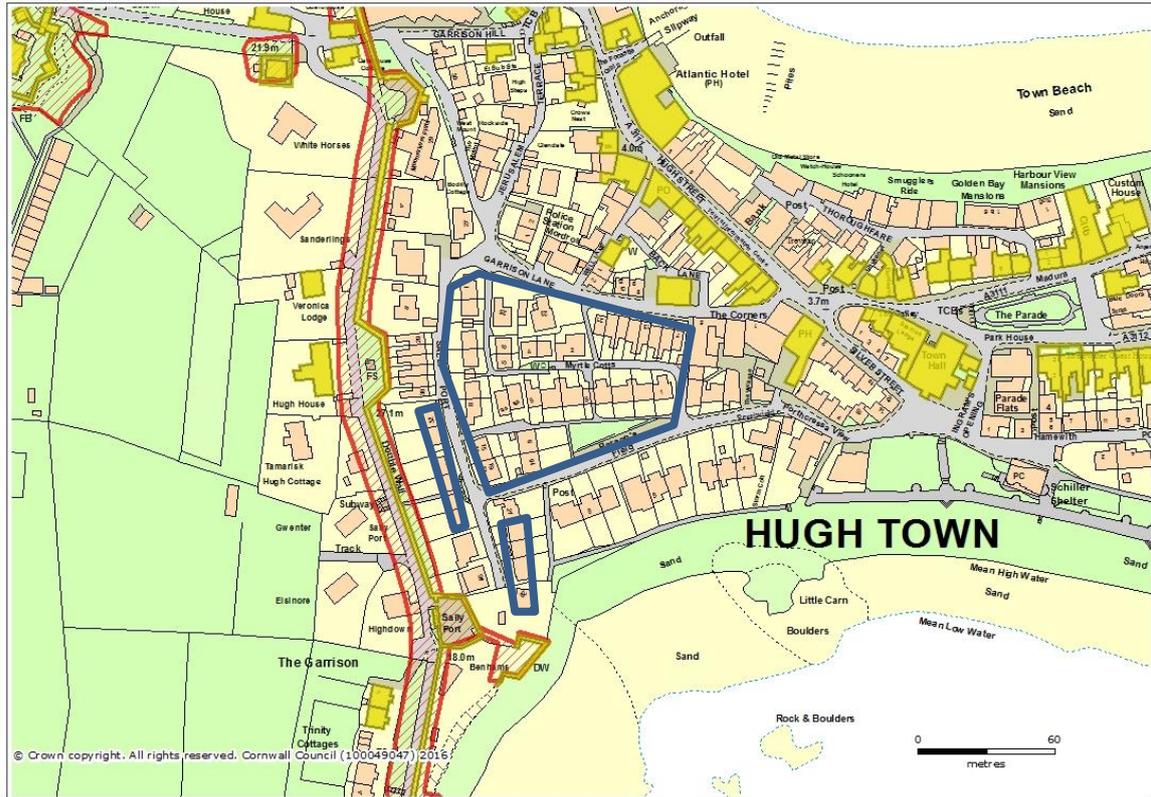


Fig 5 Area 4 Sally Port, Garrison Land and Parsons Field (outlined in blue – indicative only), Listed Buildings (shaded yellow), Scheduled Monuments (hatched in red).

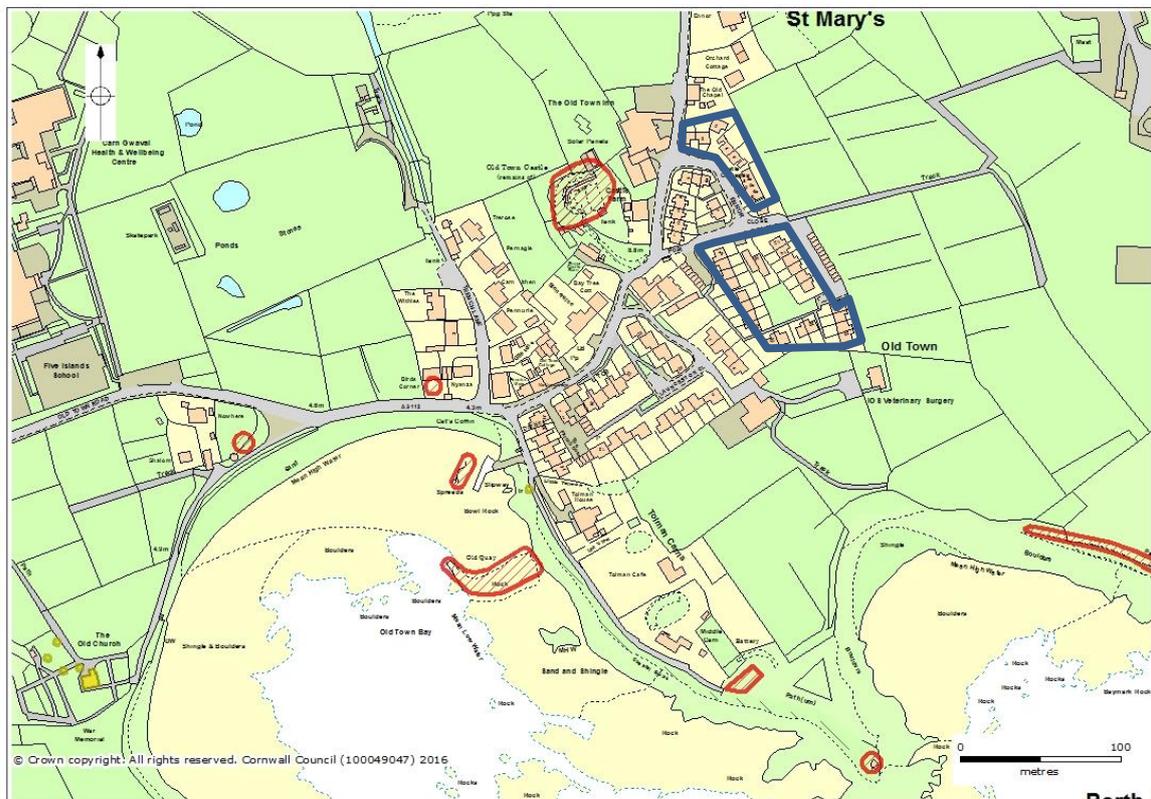


Fig 6 Area 5 Ennor Close (outlined in blue – indicative only), Listed Buildings (shaded yellow), Scheduled Monuments (hatched in red).



Fig 7 The setting of the Grade II Listed Church of St Mary's (photo: Eric Berry).



Fig 8 The Strand, looking towards the Garrison (photo: CAU).



Fig 9 Hugh House and the Garrison from Buzza Hill showing the post-WWII housing on the slopes of the Hugh (photo: CAU).



Fig 10 Hugh House and the Garrison from Parsons Field (photo: CAU).



Fig 11 Looking over the roofs of Ennor Close to Ennor Castle (arrowed) (photo: CAU).



Fig 12 Ennor Castle (arrowed) viewed from Old Town Church (photo: CAU).

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