

Wylfa Newydd Project

Construction Workers Accommodation Strategy

August 2016

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1 Introduction

- 1.1 Horizon Nuclear Power Wylfa Limited (Horizon) is working with the councils in Anglesey and Gwynedd and the Welsh Government to develop a Construction Worker Accommodation Strategy (CWAS) for the Wylfa Newydd construction workers that do not already live within a commuting distance of the Power Station Site. This work is ongoing and this report sets out the CWAS as it currently stands.
- 1.2 In order to construct the Wylfa Newydd Project, Horizon estimates at the peak of the construction phase, it will need between 8,000 and 10,000 construction workers, many of whom will not already live in and around Anglesey and will therefore require temporary accommodation for the period of their work on the Project.
- 1.3 Further work is underway to agree the amount of existing accommodation that can be used and how workers can be matched with accommodation so that adverse impacts on local communities are avoided, managed and/or mitigated.
- 1.4 A key part of Horizon's CWAS approach is the provision of Temporary Workers' Accommodation. This serves two purposes – it will ensure excess demand is not placed on existing accommodation and businesses and it will provide a form and location of accommodation that is attractive to workers and required for the efficient construction of the Project.
- 1.5 The CWAS therefore seeks a balanced approach that ensures the Project can attract a productive workforce, offers economic benefits to local accommodation providers (through use of under-used capacity) but avoids excess demand being placed on existing provision and other disruption to local communities.
- 1.6 This is the latest version of the CWAS. It is supported by separate documents covering the workforce profile and transport assumptions, the site selection process for Temporary Workers' Accommodation and the detail of the Construction Workforce Accommodation Management Portal (previously called the "Housing Hub") that will help manage workers' choices.
- 1.7 A key driver of the CWAS is the fact that Horizon will not employ most of the workers. They will be employed by a range of main contractors and then a potentially large number of sub-contractors. As the Wylfa Newydd Project is also likely to be constructed at the same time as a number of large-scale infrastructure projects across the UK and beyond, such workers are likely to have a choice about which projects to work on.
- 1.8 This CWAS therefore seeks to ensure the accommodation offer for the Project is attractive for workers and encourages them onto the Project, but also incentivises and guides them to accommodation choices that benefit the local area or at least avoid or minimise adverse effects where possible.

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2 Aims and Objectives

- 2.1 Horizon has three over-arching aims for its CWAS. These are:
- delivering Horizon’s commercial and productivity requirements;
 - avoiding adverse effects on Anglesey’s residents and accommodation markets; and
 - providing a positive legacy where possible and appropriate.
- 2.2 Achieving these requires a balanced strategy that ensures an adequate supply of accommodation that is attractive and affordable for workers and minimises travel to site. As part of this, Horizon wishes to provide the opportunity for local economic benefits from workers using existing accommodation where there is spare capacity but which avoids displacing existing residents or tourists during the peak season.
- 2.3 This requires flexibility in the amount and timing of delivery of purpose-built accommodation and recognition that workers require certain facilities that are not always best delivered by “normal” houses in or near existing settlements.
- 2.4 Purpose-built accommodation is required in its own right for reasons of minimising travel (and coordination with shift patterns), providing facilities and amenities for workers alongside their accommodation (e.g. catering or sports and leisure facilities) and managing workers’ behaviour and their impacts on local communities. Large-scale purpose-built accommodation is best suited to meeting these needs in some cases as it provides the type of accommodation workers will want at a scale and in a format that enables the viable delivery of associated services (e.g. room cleaning and managing changeover between workers) in a way regular houses cannot.
- 2.5 To meet these aims the CWAS has been developed to deliver the following accommodation components:
- on-site capacity for 500 workers;
 - purpose-built accommodation within a reasonable travel time of site for up to 5,700 workers;
 - use of existing capacity in the private rented and tourist sectors;
 - stimulation of new (latent) capacity;
 - re-use of empty homes;
 - a Construction Worker Accommodation Management Portal to match workers with available supply; and
 - an assumption that 2,700 workers will be home based.
- 2.6 The remainder of this document sets out how these components of the CWAS have been determined, and how they will be delivered by Horizon.

2.7 In summary the CWAS concludes that workers will be accommodated as follows:

Table 2.1 Summary of workers and demand for accommodation

Accommodation Type	Total numbers (bedspaces)
Home based workers	2,700
Temporary workers' accommodation comprising:	Up to 5,700
• <i>On-site provision of Temporary Workers' Accommodation for essential workers</i>	500
• <i>Madyn Farm</i>	200
• <i>Kingsland and Cae Glas</i>	3,500
• <i>Rhosgoch</i>	Up to 1,500
• <i>Amlwch Sites A and B</i>	800 (Possible alternative provision)
Existing accommodation comprising:	3,330
• <i>Rented Existing Tourist Sector Stock</i>	1,100
• <i>New Owner Occupier</i>	730
• <i>Rented Existing Private Sector Stock</i>	1,100
• <i>Latent Accommodation</i>	400
TOTAL	Up to 11,700

3 Background

- 3.1 The key driver of demand for accommodation is the number of workers at the peak of construction and how many of them can be recruited from the local area. This peak will be the point at which demand is highest and therefore when any effects would be the greatest. The CWAS therefore needs to be able to accommodate the numbers at the peak as that represents the worst-case scenario.
- 3.2 The construction workforce for the Wylfa Newydd Project is anticipated to peak at between 8,000 and 10,000 and exceed 6,000 for around three to four years. In addition to this, at the time of the peak, there will be operational and facilities management workers employed on the Project, although most of these will be recruited from amongst the existing population and therefore will not require additional accommodation. For the purposes of environmental assessment and planning for the Wylfa Newydd Project, a peak construction workforce of 10,720 is used.
- 3.3 In order to estimate the number of workers requiring accommodation, it is necessary firstly to identify the expected contribution of the local labour force on the Project. The term 'local' in the context of workers refers to the Daily Construction Commuting Zone (DCCZ). This zone is shown in Appendix 1. This is broadly a 90 minute zone from the Wylfa Newydd Development Area.
- 3.4 Chapter B1 of the PEI Report sets out the socio-economic assessment of the Project. This estimates that at the peak of construction, just under 2,700 workers would be drawn from existing residents of the DCCZ, leaving just over 8,000 requiring temporary and/or part-time accommodation around Wylfa.
- 3.5 This is based on a detailed analysis and assessment of the number and type of workers required for each phase of the Project and how many people with those skills are available within the DCCZ. For some phases and occupations there is a relatively large supply of local labour compared to demand, but for the more specialist mechanical and electrical work that dominates at the construction peak the proportion will be lower. There are also a lot of jobs throughout the construction phase that would not attract many people from further afield (for example because there are no travel or subsistence allowances). For these jobs, it is likely that wages would adjust until the jobs were filled by local residents rather than attracting more workers from elsewhere. Applying this analysis we can determine with a degree of certainty the minimum number of jobs that are likely to be filled by existing local residents from within the DCCZ. This then allows us to understand the potential number of workers who may require accommodation.
- 3.6 However, there is a degree of uncertainty about the precise number of workers that will require accommodation. To manage this, the CWAS includes space for up to 5,700 workers in Temporary Workers' Accommodation; this is 1,000 more bed spaces than would be needed under the Central Case (which is explained in paragraphs 3.10 to 3.12 below). This ensures our CWAS is robust and can respond effectively if, for example, fewer local residents were able to fill jobs meaning that more workers required accommodation. Making provision for the additional 1,000 spaces is considered sufficient to cope with the extra demand in the event that the number of home based workers was less than 2,700, as it is extremely unlikely that the home based proportion of workers would fall below 1,700.
- 3.7 Horizon has considered a range of scenarios for purpose-built accommodation for up to 5,700 workers across a number of locations. The selection process is set out in detail in

- the document, "Horizon's Approach to Siting Associated Development," that forms part of this Stage Two Pre-Application Consultation.
- 3.8 A four-stage site selection process, informed by initial pre-application consultation, was followed to identify suitable sites for the Temporary Workers' Accommodation. The first stage was a desk-based exercise which identified potentially suitable sites. This included an initial screening exercise to discount sites which were protected by nationally important designations. Stage Two then considered the extent to which sites comply with the locational guidance in the SPG. Where sites were available in settlement, they then moved to Stage Three, to determine the extent to which they would be suitable sites based on Horizon's operational prerequisites. If no sites were suitable within the main settlements, consideration then moved to smaller settlements and sites on the edge of settlements and then to sites outside of settlements. The fourth stage then applied a number of finer-grain criteria to enable the sites to be compared and contrasted consistently.
- 3.9 Following this process, the sites that we are still considering and consulting upon for the siting of Temporary Workers' Accommodation are:
- the two sites with outline planning permission at Holyhead at Cae Glas and Kingsland (comprised in the Land and Lakes development);
 - the two sites near Madyn Farm, Amlwch (Site A and Site B to the west and east of the B5111 respectively);
 - the site known as Madyn Farm, which benefits from existing consent for housing development; and
 - Rhosgoch, owing to its brownfield status and public support at previous consultation events.
- 3.10 From this, the preferred strategy for delivery of Temporary Workers' Accommodation includes the following:
- 500 bedspaces on-site;
 - 3,500 bedspaces at Land and Lakes;
 - 200 bedspaces at Madyn Farm; and
 - 500 bedspaces at Rhosgoch (with the capacity to go to 1,500).
- 3.11 In addition, Horizon is considering the alternative proposal of up to 800 bedspaces at Amlwch on the two sites to the west and east of the B5111 (sites A and B) which could be used instead of up to 800 bedspaces elsewhere.
- 3.12 Assuming the lowest amount of Temporary Workers' Accommodation is provided (4,700 bedspaces), and that 2,700 workers are home based, that means of the 8,000 workers needing accommodation, just over 3,300 will not be in the purpose-built accommodation provided by Horizon.
- 3.13 Those 3,300 workers will base their choice of accommodation on a range of criteria including the cost, the proximity to the Power Station Site, access to services and facilities and their expected length of stay on the Project. Workers who will be there for most of the construction period may decide to buy (including some who will re-locate their families); others will take long-term rents in the private sector. Some will bring their own caravans (especially in the early years); others will take very short-term lets in the tourist sector.

- 3.14 In addition, it is likely new accommodation that is not currently available to tourists or residents will be offered to workers. This is called “Latent Accommodation” and represents accommodation such as spare rooms or other accommodation that are not currently rented out, but which could be and which could generate income for local households. Based on two surveys done in 2015 Horizon has identified 400 bedspaces in this kind of accommodation which may be available to workers.
- 3.15 In addition, experience from other projects such as Hinkley Point C suggests it is likely more tourist accommodation will be provided as a result of the opportunity to house Wylfa workers.
- 3.16 As part of its Central Case, Horizon has estimated the choices of accommodation from workers who do not use the Temporary Workers' Accommodation. This is based on estimates of length of stay on the Project and draws on evidence from other major construction projects, including Sizewell B, Heathrow Terminal 5 and Hinkley Point C. The Central Case estimates the following take up of accommodation outside of the Temporary Workers' Accommodation as follows:

Table 3.1 Demand for existing accommodation by type

Accommodation Type	Predicted Stock	Percentage
Rented Existing Tourist Sector Stock	1,100	33%
New Owner Occupier	730	22%
Rented Existing Private Sector Stock	1,100	33%
Latent Accommodation	400	12%
Total	3,330	100%

NB Figures may not sum due to rounding

- 3.17 This has been tested against estimates of spare capacity to understand the extent to which there is a risk of displacing tourists or existing residents. The results have informed Horizon’s preferred approach and how it intends to deal with any increase in demand or impacts on existing provision.

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4 Existing Capacity

- 4.1 Whilst the overall workforce will be drawn from a catchment area of around 90 minutes from the Power Station Site, workers seeking temporary accommodation are expected to cluster in a smaller area, more similar to existing commuting patterns. Because they are re-locating temporarily to the area, they are expected to seek accommodation with relatively short commuting times. This is consistent with a number of studies showing non home-based workers having a shorter average commute (19 miles versus a UK average of 24 miles). As this is an average, some will inevitably travel more, but journey times will be significantly less than 90 minutes.
- 4.2 This CWAS therefore assumes non home-based workers will seek accommodation within the standard travel to work area (TTWA) of Holyhead and Bangor. This area is defined by the Office for National Statistics and is shown on the map in figure 4.1. This is referred to as the Key Socio-economic Study Area (KSA) and broadly corresponds to a 60 minute drive time to the Power Station Site.
- 4.3 At the time of the 2011 Census there were just over 57,000 households across the KSA, of which nearly 38,000 were owned-occupied (either outright or with a mortgage) and nearly 10,000 were social rented properties. The Private Rented Sector (PRS) amounted to around 7,500 properties with an average of 2.9 bedrooms per property. The following table shows the split between different parts of the KSA¹:

Table 4.1 Supply of Private Rented Sector accommodation

Area	PRS – Households	PRS - Bedspaces
Anglesey North	655	1,910
Anglesey West	1,450	4,110
Anglesey South	1,590	4,660
Menai Mainland	3,655	10,720
KSA	7,355	21,400

- 4.4 In addition to stock currently in the PRS, there is the potential for second homes and empty properties to be made available to workers. Table 4.2 shows the location of these at the time of the 2011 Census.

Table 4.2 Distribution of vacant household spaces

Area	Households with no usual residents
Anglesey North	795
Anglesey West	1,426
Anglesey South	1,370
Menai Mainland	2,095
KSA	5,690

¹ See Appendix 1 for a map of these areas

- 4.5 Horizon has also mapped the supply of tourist accommodation, broken down into four categories across the KSA. This is shown in table 4.3:

Table 4.3 Supply of tourist accommodation in the KSA

Type	Number of Bedspaces
Hotels, guest houses and B&Bs	5,045
Self-catering	6,970
Caravans	37,695
Other	2,271
Total within the KSA	51,980

- 4.6 However, not all of this tourist accommodation will be available or accessible for workers. Some will be too expensive and some will already be occupied. Horizon has therefore applied discounts (affordability and availability) that reduce the supply to what workers would practically be able to use.

Affordability

- 4.7 Under the National Joint Council for the Engineering Construction Industry workers can receive a daily allowance of £37.10 per night to cover subsistence costs including accommodation and food and drink. Assuming £25 of this is for accommodation, a worker staying in the area for four nights a week would have £100 to spend on accommodation.
- 4.8 The IACC's Local Housing Market Assessment states that lower quartile rents for two bedroom dwellings are between £450 and £500 per month across Anglesey and between £475 and £525 for three bedrooms. This equates to £104 - £115 per week for two beds and £110 - £121 per week for three beds. Workers will be able to afford these rents if they are staying for an average minimum of four nights per week and sharing. In practice, many workers will work 11 days on and three days off so would have higher allowances, increasing the affordability of this type of accommodation.
- 4.9 However, the allowance would not be enough to afford some types of tourism accommodation (especially hotels and bed and breakfasts). This type of serviced accommodation is typically more expensive and the vast majority will be unaffordable for workers who are subject to the union agreement. Some serviced accommodation will still be used – either by higher paid workers who receive different allowances or where the cost is low enough to be affordable to construction operatives.

Availability

- 4.10 In addition to affordability constraints, there are limits to the availability of accommodation, especially for tourist accommodation during the peak summer period.
- 4.11 Occupancy in serviced tourist accommodation peaks at 80% in August.² The equivalent figures are just over 55% for self-catering and 65% for caravans. In addition to that, some caravan sites have licensing restrictions that limit the ability of workers to occupy them. This is thought to apply to 75% of caravan sites so only 25% of the caravan site capacity

² Tourism Wales Occupancy Survey 2013

would be available to workers. In practice therefore very few workers will be able to use caravan sites.

- 4.12 Availability in the PRS is more difficult to measure. Government statistics suggest that across England and Wales 9.5% of PRS properties are vacant at any one point in time. Some of this represents the normal gaps between lettings that is required for the market to function properly. Allowing for this leaves around 6% PRS properties vacant, equivalent to 1,285 bedspaces across the KSA.
- 4.13 A similar process has been undertaken to assess the availability for owner-occupied housing which identified potential spare capacity amongst existing stock of 9,550 dwellings. This does not make any assumptions about the potential for an increase in new build to accommodate any economic growth on the island.
- 4.14 Horizon is continuing to work with IACC and Gwynedd Council to accurately identify the potential availability of PRS and owner-occupied housing which would be available to workers.
- 4.15 In addition to established tourism and PRS capacity, there will also be new space that is brought forward as a result of the economic opportunity that housing the workers represents. Horizon undertook two surveys in July and September 2015 to gauge the likely level of market response. This exercise identified a further 400 bedspaces which may be made available in response to the Project.
- 4.16 This brings the total amount of potentially available accommodation within the KSA to just under 9,000 bedspaces across all sectors.

Table 4.4 Summary of available and affordable supply

Accommodation Type	Total bedspaces	Available and affordable bedspaces	Predicted demand
Tourist	14,970	3,225	1,100
Caravans and Camping	39,750	3,750	Included in the above number
Latent	410	400	400
Owner Occupied	38,450	9,560	730
PRS	21,700	1,285	1,100
Total in KSA	115,280	18,220	3,330

- 4.17 The available supply of owner occupied and tourist accommodation significantly exceeds the likely demand from workers.
- 4.18 For PRS the numbers are closer to being in balance (with around 15% headroom) so additional interventions are likely to be necessary to ensure demand and supply are well-matched spatially and further capacity can be delivered if necessary to avoid displacing existing residents.

5 Feedback from Previous Consultation

- 5.1 The Stage One Pre-Application Consultation set out the draft principles for the CWAS covering a Broad Search Area³ within a reasonable distance from the Power Station Site. The Stage One Pre-Application Consultation documents identified the assessment criteria, including accessibility, socio-economic and cultural factors that would be used to evaluate the suitability of each site.
- 5.2 The key themes from the Stage One Pre-Application Consultation feedback on worker accommodation were:
- Agreement from the majority of respondents that Temporary Workers' Accommodation sites were essential for the Project.
 - The need to develop a CWAS that ensures the impacts on the local communities have been fully considered and appropriate mitigation measures implemented to address potential effects of the worker accommodation.
 - The need to consider the socio-economic impact of the development of the proposed Temporary Workers' Accommodation including the impact workers could have on local communities and identify measures to minimise the impact on the local housing market to a tolerable level.
 - The need to ensure that the CWAS fully considers the potential legacy uses/benefits of Temporary Workers' Accommodation sites.
 - The need to provide Temporary Workers' Accommodation sites to ensure there is sufficient accommodation within the local travel to work area to minimise any impact on the local tourist industry and local housing market.
 - Concerns as regards siting of Temporary Workers' Accommodation sites, with conflicting views on sites:
 - The option to locate workers at Kingsland and Cae Glas received significant support however there was also significant opposition.
 - The scale of the development at Kingsland and Cae Glas was also challenged.
 - Alternative locations for the Temporary Workers' Accommodation developments were proposed and included Amlwch, Rhosgoch and Llangefni. Particular support was recorded for the use of the old Shell site at Rhosgoch including a 150+ signature petition seeking Horizon to consider carefully the use of this area, although there was also some opposition to proposals to use Rhosgoch.
 - Recognition (including from residents close to the Wylfa Newydd Development Area) that there may be benefit in locating a number of workers at the Wylfa Newydd Development Area.
 - General concerns regarding the effect of the transportation of the workforce from the accommodation locations to site along the A5025 from Holyhead to Wylfa.

³ The Broad Area of Search was defined in Stage One Pre-Application Consultation to represent preferred areas for evaluating potential development sites. It included: land within 30 minutes drive time of the centre of the Power Station Site and land is within 10 minutes drive time of a junction on the A55 and the A5025 between Valley and Amlwch.

- Suggestions that more dispersed worker accommodation solutions with two or three campus style accommodation facilities be considered rather than one large facility.
 - Concerns regarding the effects of the stated increase in worker numbers from 6,000 to circa 8,500 on the previously advised workers accommodation strategy.
 - The need to engage with key local stakeholders, including police, ambulance services, housing association etc. to develop strategic plans necessary to support the overall development of the CWAS.
- 5.3 Respondents had mixed views with regard to legacy benefits associated with Temporary Workers' Accommodation with many supporting its retention for future use and others considering that it should be removed at the end of the Project to detract the workforce from seeking to settle in the area at Project completion.
- 5.4 Horizon also undertook consultation in January 2016 (January Project Update). The key themes arising from feedback were as follows:
- Support for the Temporary Workers' Accommodation proposals at Kingsland and Cae Glas in Holyhead, and the potential to boost local employment and business opportunities.
 - Support for some construction worker accommodation at Amlwch, particularly the permanent houses at Madyn Farm, but resistance to potential temporary accommodation at Amlwch Sites A and B.
 - Mixed views regarding Temporary Workers' Accommodation at Rhosgoch, with some support for holiday units as legacy development.
- 5.5 In response to the views expressed at consultation, Horizon has refined its proposals. In particular it has given consideration to the effect of workers on demand for accommodation in Anglesey and the wider consequences for local communities.
- 5.6 Some of the consultation responses were understandably contradictory, with differing views and preferences about the best locations for workers. The CWAS therefore now seeks to strike a balance between use of new Temporary Worker Accommodation in a smaller number of locations and the use of existing accommodation across Anglesey and on the mainland.
- 5.7 The CWAS also seeks a balance between the need for the efficient construction of the Project, and a suitable level of use of existing accommodation that provides economic and legacy benefits and to communities, but which does not create excess demand and adverse effects on those local communities. This includes reducing the need to travel and concentrating workers in locations that minimise disruption. Further detail is provided in Section 6.
- 5.8 As a result of consultation the following specific changes have been made:
- At IACC's request, Kingsland and Cae Glas are included as part of the CWAS because of the legacy benefit.
 - The upper limits for the scale of provision at Rhosgoch, and Kingsland and Cae Glas have been reduced to 1,500 and 3,500 respectively.
 - Campus-style accommodation has been concentrated outside or on the edge of the main settlements (e.g. at Rhosgoch and Amlwch) to reduce potential community impacts.

- 5.9 In particular, Horizon recognises that the prospect of developing the Wylfa Newydd Project on Anglesey requires careful consideration of the potential impacts on Welsh language and culture across the various levels of decision making and this has been an integral component of our site selection process. The Stage One Pre-Application Consultation set out the commitment to complete a Welsh Language Impact Assessment (WLIA) and this received in principle support within the consultation responses.
- 5.10 The WLIA is being prepared to draw together a description of the potential community and linguistic effects that may result from the Wylfa Newydd Project and, when finalised, will accompany Horizon's application for a DCO. Horizon's applications for Associated Development will also be accompanied by a WLIA or a Welsh Language Statement, as appropriate to the scale of development proposed.
- 5.11 Guidance in the SPG on Welsh Language (GP13) sets out the requirement for pro-active measures to mitigate potential adverse impacts on, and strengthen, the Welsh language and culture and recognises that Welsh language considerations are most relevant to the Temporary Workers' Accommodation sites. Given the size of the proposed temporary campuses (at least 500 bedspaces), Horizon's view is that, on balance, the Welsh language and culture would be most appropriately mitigated and strengthened by locating sites on the edge or outside of settlements, together with an appropriate mitigation strategy. Horizon do however recognise the benefit of potentially smaller, permanent housing, either provided as part of the Project, or through appropriate planning obligations, to strengthen the Welsh language. Further information is provided in the WLIA provided as part of Horizon's Stage Two Pre-Application Consultation.
- 5.12 Further details of the consultation are set out in the Consultation Summary Report.

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6 Preferred Approach

- 6.1 Given the capacity constraints identified in section 4 and the commercial needs of the Project (as noted below), Horizon's preferred approach is to deliver a flexible CWAS that meets the Aims and Objectives set out in section 2 and takes into account the concerns raised in previous consultation as set out in section 5.
- 6.2 The Wylfa Newydd Project needs to be able to attract and retain a highly skilled workforce and a key component in doing so is ensuring there is enough accommodation that is attractive to workers that is affordable, has a good range of facilities and provides good access to the Wylfa Newydd Development Area. Purpose-built accommodation that can meet workers' needs is a key part of the accommodation offer, as well as helping to avoid impacts on existing communities. These aims and approaches are common to developers of many major infrastructure developments where a significant construction workforce is required.
- 6.3 The priority and importance placed by Horizon on seeking to develop construction worker accommodation that is proximate to the Wylfa Newydd Development Area also aligns to existing and emerging planning policies that seek to reduce the need to travel, particularly in relation to major trip generators. An increased travel period and distance for construction workers would undermine the sustainability principles that have informed Horizon's intention to use bus services to transport construction workers to the Wylfa Newydd site and be contrary to the requirement to minimise the need to travel.
- 6.4 It is Horizon's preference to accommodate workers requiring temporary accommodation in the minimum required number of sites to ensure a critical mass to provide on-site facilities, while also recognising the potential impacts resulting from a large number of workers in a single location. It is also preferred to split workers requiring temporary accommodation between the north and west of Anglesey to limit impacts on communities and the highways, and widen the potential economic benefits resulting from these developments.
- 6.5 The Temporary Workers' Accommodation is to be provided in campus-style developments, with each site capable of accommodating at least 500 bedspaces with services such as a canteen, welfare facilities, sports, leisure and recreation facilities, as well as central bus pick up and drop off points to transport workers and minimise the number of vehicle journeys to and from site.
- 6.6 In order to provide a positive housing legacy it is intended that the accommodation at Madyn Farm will remain beyond the completion of the construction of the Wylfa Newydd Power Station and shall be capable of conversion to self-contained dwellings. Such accommodation would be used as worker accommodation when required during the construction phase and then be made available as permanent housing (a proportion of which would be affordable housing). The development at Kingsland similarly has planning permission for conversion into permanent housing following its use as accommodation for construction workers. Similarly Cae Glas has planning permission for conversion into leisure accommodation following its use as accommodation for construction workers.
- 6.7 Horizon's preferred approach therefore includes the following elements:
- On-site provision for up to 500 workers
 - Use of Existing Capacity
 - Kingsland and Cae Glas - 3,500 workers

- Madyn Farm – up to 200 workers
- Rhosgoch
- Latent supply
- Empty Homes
- Construction Worker Accommodation Management Portal

On-site provision for up to 500 workers

- 6.8 There is an essential requirement for up to 500 critical construction workers to be accommodated close to the Power Station Site.
- 6.9 Critical construction workers would include, but not limited to, those involved in Health and Safety (Medical practitioners), security, plant and equipment maintenance engineers, Marine Off Loading Facility operations, cooling water tunnelling engineers and nuclear concrete production. These workers would have a more onerous shift pattern and presence immediately adjacent to the Power Station Site is required to satisfy working, industrial, health and safety and well-being arrangements. The Wylfa SPG acknowledges this and includes support for the accommodation of some workers close to the Power Station Site where this is necessary.
- 6.10 On this basis, Horizon's preferred solution for Temporary Workers' Accommodation includes provision for up to 500 single worker units adjacent to the Power Station Site. Site facilities can be accommodated on existing Horizon-owned land to the north east of the Existing Power Station without impacting on close neighbours.
- 6.11 This will be a significant Project benefit because:
- it reduces travel times for critical construction workers and so will increase on-site productivity and reduce health and safety risks;
 - it allows key workers to have immediate and easy access to the Power Station Site so they can respond to emergencies and out-of-hours site needs; and
 - it will reduce the number of workers travelling on local roads.
- 6.12 This approach is in line with the approved proposals for Hinkley Point C which also included a 500 bed on-site campus. The Examining Authority's report on that project states (at paragraph 4.231) that there are:

“significant advantages for the project in housing workers as close as possible to the site. In that way they would be readily available at short notice to tackle any emergencies that arise, and undertake ‘out of hours’ tasks. The time they would spend travelling to work would be reduced. Whilst this would no doubt be offset in part by an additional need to travel when not working between the site and other nearby centres for leisure and other purposes, it nonetheless seems to us that overall there would be a net reduction in vehicle movements.”

Use of Existing Capacity

- 6.13 As set out above, there is significant spare capacity available in the area. The Central Case assumes 3,300 workers will make that choice, with approximately one-third each in the Private Rented Sector and tourist accommodation (in line with IACC's Wylfa SPG), whilst 22% will choose to buy homes and 12% will take up in latent accommodation.

Kingsland and Cae Glas - 3,500 workers

- 6.14 Two sites close to Holyhead – Cae Glas and Kingsland – received outline planning permission in April 2016 as part of the "Land and Lakes" development (ref 46C247K/TR/EIA/ECON) for accommodation for nuclear workers in connection with the Project. Both sites are designed to provide a legacy benefit, Cae Glas providing tourist accommodation and Kingsland providing permanent housing following their use as Temporary Workers' Accommodation. The grant of planning permission confirms the IACCs view that both sites are suitable for Temporary Workers' Accommodation.
- 6.15 The provision of a concentration of purpose-built accommodation within 30 minutes of the site will deliver significant benefits such as those recognised by the Hinkley Point C Examining Authority Panel. These include the provision of on-site facilities and a significant reduction in vehicles travelling to the construction site. The approach would also help to mitigate the impacts of large groups of construction workers in a number of otherwise small rural communities.

Madyn Farm – up to 200 workers

- 6.16 Horizon will ensure there is a positive housing legacy from its Temporary Workers' Accommodation, including by building houses at Madyn Farm that will remain beyond the completion of the construction of the Wylfa Newydd Power Station and converted to self-contained dwellings.
- 6.17 Given the permanent nature of these dwellings and the long-term requirement for access of occupiers to local services and facilities (and short-term for those workers with families), Horizon recognises it is necessary for permanent housing to be located close to existing settlements in line with the sequential approach set out in IACC's New Nuclear Build at Wylfa: Supplementary Planning Guidance and emerging Joint Local Development Plan.
- 6.18 Consideration has been given to appropriate locations of permanent housing in the context of planning policy requirements and the functional requirements of Horizon with regard to the distance of temporary workers from the Wylfa Newydd site outlined above.
- 6.19 The Madyn Farm site is located to the south of Amlwch village and adjacent to the A5025. It is anticipated that the proposed accommodation will comprise:
- permanent housing: 50 houses for a maximum of 150-200 personnel; and
 - car parking, boundary treatment and other associated works.
- 6.20 During the construction phase, the homes will be occupied by construction workers on a shared basis including utilising a ground floor living room as a bedroom and sharing cooking facilities.

Rhosgoch

- 6.21 The site is located on brownfield land, formerly used as an oil storage terminal to the north of Rhosgoch.
- 6.22 At this stage, the site retains some flexibility with a minimum of 500 bedspaces, but with an option to increase that to 1,500 that can be brought forward if the level of demand from workers exceeds the Central Case and requires it. It offers both scale and flexibility that means it has advantages over other sites if a higher level of demand is anticipated. The alternative sites (at Amlwch sites A and B) remain options and further details are set out in section 7.

- 6.23 In addition to the 1,500 ensuite accommodation rooms, there would be integral facilities to support the workers living on the site, comprising:
- a hub building with local retail provision, welfare facilities, reception and security office and an administration office;
 - an amenity building with restaurants and bars and a gym;
 - a sports pitch;
 - a utilities building with statutory utilities, laundry, waste management and store;
 - car parking; and
 - landscaping and ecological mitigation.

Latent supply

- 6.24 As set out above, Horizon undertook two surveys in July and September 2015 to gauge the likely level of market response. This exercise identified approximately 400 further bedspaces that respondents were willing to be made available to workers.

Empty homes

- 6.25 In addition to stimulating more supply, Horizon is committed to facilitating a reduction in the number of empty homes in Anglesey in order to provide accommodation for construction workers. A total of 855 properties were identified as being empty in Anglesey at April 2014 including 85 in Amlwch and 130 in Holyhead.
- 6.26 This represents a significant opportunity and Horizon recognises the positive impact this approach can have for the housing market in Anglesey. The use of long-term empty properties following their upgrade to an appropriate standard will increase the active supply of housing for use by construction workers while limiting the requirement for additional properties to be constructed to meet this demand.
- 6.27 The upgrade of these properties will also enhance their potential for continued use by communities following their requirement for use by construction workers.
- 6.28 This will provide a positive housing legacy, in compliance with the SPG in this regard and support the IACC's Empty Properties Initiative. Horizon will work with the IACC to develop an appropriate strategy for this to be realised.

Construction Worker Accommodation Management Portal

- 6.29 Horizon acknowledges there are significant concerns regarding the impact a large influx of construction workers will have on locally available accommodation. Whilst the overall balance of demand and supply is reasonable, there is the risk it will not be effectively matched and it could lead to localised problems in areas where demand exceeds supply.
- 6.30 Horizon was approached in 2014 by the IACC regarding the concept of developing a 'Construction Worker Accommodation Management Portal' (previously called the "Housing Hub") that would be used as a mechanism to manage the usage of bed spaces during the Wylfa Newydd Project. Horizon supported the initiative, with a number of feasibility discussions since held.

- 6.31 The aim of the Construction Worker Accommodation Management Portal is to match workers with suitably attractive accommodation in a way that avoids (or minimises) any impacts on local residents (especially users of the Private Rented Sector) and on the availability of tourist accommodation.
- 6.32 It is envisaged that this will be a web-based portal and would be designed to achieve the following:
- provide a central location for providers to register, including “latent” providers (i.e. those that have not previously provided accommodation);
 - encourage the release of empty homes or under-used stock to the market, for example those with second homes or a spare room, by offering a straightforward listing service;
 - provide information to providers on their statutory obligations (e.g. fire regulations);
 - match workers with providers and enhance the accommodation booking service offering a ‘one-stop shop’ in order to attract and retain contractors;
 - guide workers to locations that better meet their needs (e.g. in terms of access to facilities) and ensure that the location of temporary accommodation used appropriately prioritises opportunities close to the Wylfa Newydd Development Area;
 - guide workers away from locations that are not suitable and/or where there is excess demand;
 - seek to expand the level of provision in popular locations through localised advertising;
 - provide real time reports regarding accommodation usage; and
 - be easy to use, offering an equal or better service than existing web portals.

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7 Other options

- 7.1 Horizon has gone through an extensive site selection process in order to arrive at its preferred proposed sites. Details of this process are set out in “Horizon’s Approach to Siting Associated Development”. Horizon’s preferred sites for the provision of Temporary Workers’ Accommodation are at Kingsland and Cae Glas (part of the sites known collectively as “Land and Lakes”), Rhosgoch, on-site accommodation, and permanent housing (initially used as Temporary Construction Workers’ Accommodation) at Madyn Farm. In addition to these, Horizon is proposing two alternative sites at Amlwch (east and west of the B5111).
- 7.2 It is possible to deliver accommodation for up to 800 construction workers across the two sites located to the south of Amlwch village. As these sites are located closer to the existing settlement, it is considered that it would only be appropriate to accommodate up to 800 workers in this location, rather than up to 1,500 proposed at Rhosgoch.
- 7.3 The Amlwch A and B sites are located adjacent to the proposed permanent housing site at Madyn Farm, which would provide permanent housing but first be used to accommodate temporary workers during construction.
- 7.4 Accommodation could be provided for up to 800 temporary workers in blocks with integral facilities, comprising:
- eight three storey accommodation blocks each providing ensuite accommodation, shared self-catering facilities, a TV lounge, bike storage;
 - an amenity/welfare building providing dining facilities, TV room, small medical treatment/first aid room, laundry drop off/collection area, shop, recycling facilities;
 - ancillary buildings providing support services such as site utilities, waste management, cycle storage, energy centre;
 - parking areas for residents (ratio of 1 space per 1.65 rooms) and staff; and
 - landscaped areas.
- 7.5 For the reasons set out above, the Project is likely to need a degree of flexibility that can be delivered by Rhosgoch (because it can house 1,500 workers) but not at Amlwch (which can only house 800). Without additional capacity there could be a greater impact on existing accommodation.
- 7.6 However, at this stage, Horizon is still consulting on its CWAS and further changes may be made.

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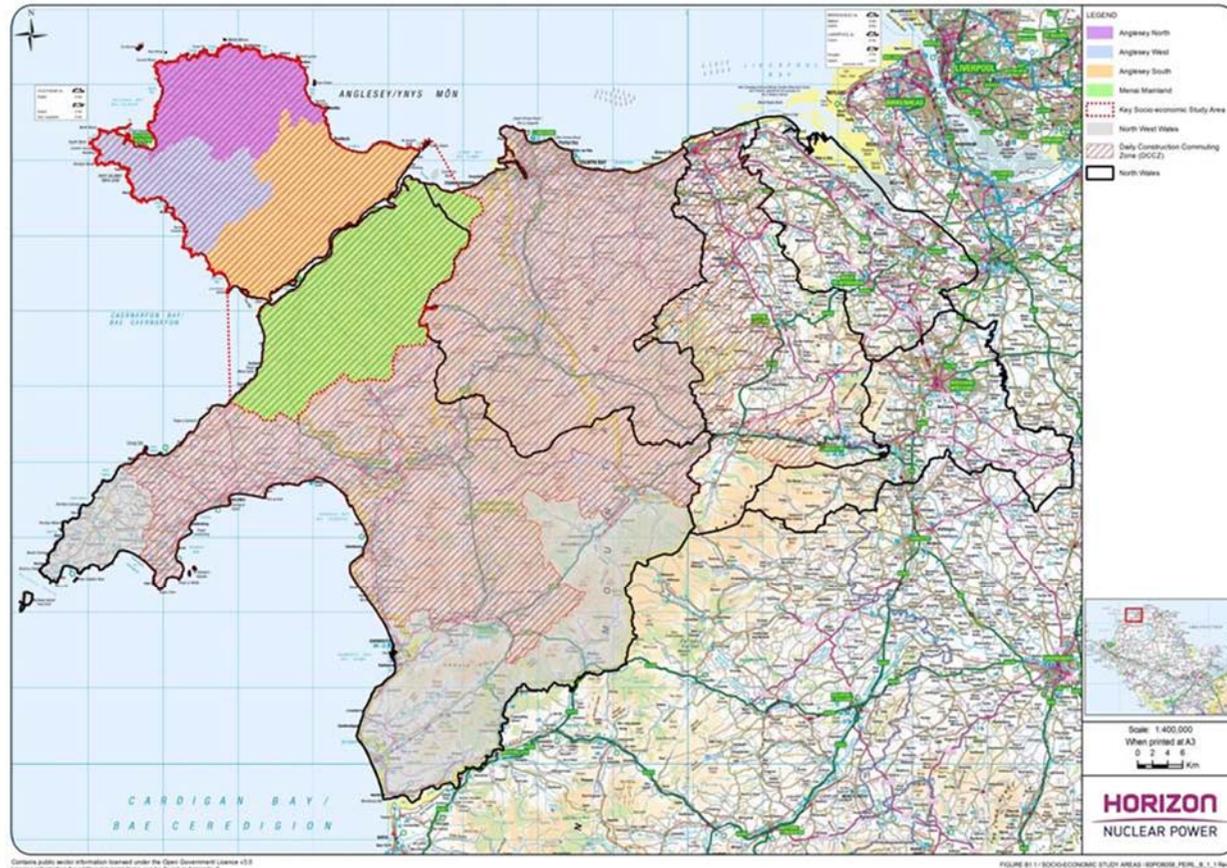
8 Conclusions

- 8.1 In order to construct the Wylfa Newydd Project, Horizon will need up to 10,000 construction workers, around 8,000 of whom are likely to need temporary accommodation close to the Wylfa Newydd Development Area.
- 8.2 Horizon's approach to housing these workers aims to ensure the safe and efficient construction of the Project whilst also minimising any adverse impacts on existing communities and businesses and generating legacy benefits.
- 8.3 Horizon will meet some of the need through purpose-built accommodation both on the Wylfa Newydd Development Area and elsewhere across Anglesey. The on-site accommodation is particularly important for operational reasons, but all the purpose-built accommodation will be important in attracting workers to the Project when they will have options elsewhere. It will also help manage worker behaviour and travel patterns and therefore reduce the impacts on existing communities across Anglesey.
- 8.4 The CWAS is in part based on the ability of existing accommodation to meet the needs of workers whilst avoiding the risk of displacing local residents or tourists. Horizon has assessed the capacity of that accommodation to be just over 9,000 bedspaces. However, the vast majority of these are in tourist accommodation which will not be suitable for all workers, especially those who are on the Project for a reasonable length of time and are therefore likely to want accommodation in the Private Rented Sector.
- 8.5 Whilst in aggregate there is enough spare Private Rented Sector accommodation within the area, there is a risk that the demand from workers in some local areas could exceed supply and lead to displacement. To deal with that Horizon is proposing four possible solutions:
- an online Construction Worker Accommodation Management Portal that matches workers with accommodation;
 - flexible provision of up to 1,000 extra bedspaces at Rhosgoch that can be provided if required;
 - advertising for new ("Latent") accommodation; and
 - bringing empty homes back into use.
- 8.6 To support the 2,700 home based workers, the CWAS therefore consists of the following components:
- on-site provision of 500 temporary bedspaces;
 - 3,500 purpose-built bedspaces at Cae Glas and Kingsland near Holyhead that will be converted to tourist and permanent residential use (respectively) after construction;
 - 200 bedspaces at Madyn Farm near Amlwch that can be converted to permanent housing after its use by construction workers;
 - use of up to 3,300 existing bedspaces in the tourist, Private Rented Sector, owner occupied and latent sectors;
 - flexible provision of up to 1,500 temporary bedspaces at Rhosgoch;
 - the Construction Worker Accommodation Management Portal; and

- support for new market-provision (e.g. empty homes and more latent accommodation).
- 8.7 This balanced strategy will enable the safe and efficient construction of the Wylfa Newydd Project, prevent adverse impacts on local areas and deliver significant legacy in the form of new tourist accommodation at Cae Glas and permanent housing at Madyn Farm and Kingsland.

Appendix 1

Figure A1 – Key spatial areas for assessment



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