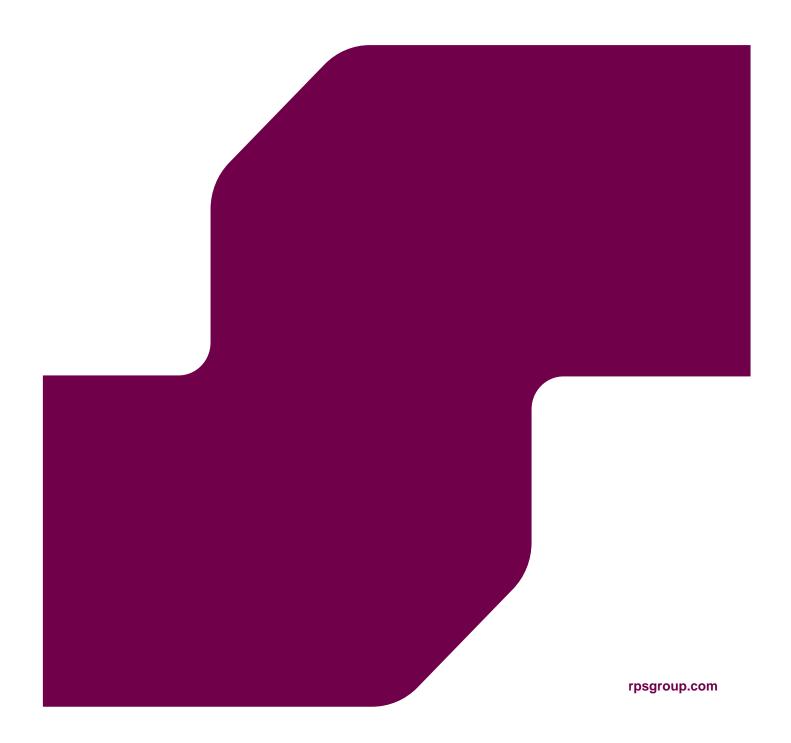


PEMBROKE DOCK INFRASTRUCTURE, PEMBROKESHIRE

Environmental Statement Volume 3

Appendix 10.1

Historic Environment Desk Based Assessment





Contents

1	INTRODUCTION	
	The proposal site	
2	LEGAL AND PLANNING FRAMEWORK	2
	Local Policy	
3	METHODOLOGY	8
4	BASELINE POSITION	9
5	DESIGNATED HERITAGE ASSETS	16
6	ARCHAEOLOGICAL POTENTIAL	
7	REFERENCES	20
FIG	URES	21

Figures

Figure 1	Site location
Figure 2	Location within Pembroke Dock HLCA
Figure 3	Location within Pembroke Dock Conservation Area
Figure 4	1790 Plan of Pater Church (from Reid 1894)
Figure 5	1811 sketch showing ruins of Paterchurch (reproduced in Reid 1894)
Figure 6	1815 plan showing fortifications in Milford Haven (National Archives MPHH1/582-4)
Figure 7	1810 plan of the Crown Lands at Pater Fort (National Archives MR1/1373)
Figure 8	Aerial image showing fort St George, Inverness, built 1748-57
Figure 9	1824 plan showing dockyard and adjacent town (National Archives ADM 106/1969)
Figure 10	1829 map showing dockyard and adjacent areas
Figure 11	Print showing 'Our National Defences, Dockyard, Pembroke'
Figure 12	1830 map showing dockyard and adjacent areas (National Archives ADM 106/1970/71)
Figure 13	1852 Admiralty Chart (National Archives MFQ 1/1286/11)
Figure 14	1869 1st edition Ordnance Survey 6" (to the mile) map
Figure 15	1901 Admiralty plan of Royal Dockyard
Figure 16	1957 plan of the dockyard

1 INTRODUCTION

- 1.1 This Historic Environment Desk-Based Assessment (DBA) has been prepared by RPS Planning and Development (part of RPS Group plc), on behalf of Milford Haven Port Authority (MHPA or the applicant). It is intended that the assessment should be used as an Appendix to an Environmental Statement (ES) prepared in support of a planning application for development at Pembroke Port, Pembroke Dock, Pembrokeshire (National Grid Reference SM 9600 0350).
- 1.2 The DBA provides an account of the known archaeology and history of the dockyard and the surrounding area. It also includes a definitive recognition of the current heritage-based designations that apply to the area and to specific buildings and other structures. Additionally, it identifies the relevant legislation, guidance and policy (national and local) regarding the historic environment.
- 1.3 A Specification for the DBA was submitted to, and agreed by, Dyfed Archaeological Trust (RPS, 2018).
- 1.4 Further information regarding the nature and significance of individual structures within and adjacent to Pembroke Port is provided in a separate Built Heritage Statement of Significance (Appendix 10.3 of the ES), which builds on a previous report prepared on behalf of the applicant (Turley Heritage, 2016).

The proposal site

- The proposal site (hereafter the Site) comprises approximately 11.1 hectares of land within the operational Pembroke Port, adjacent to the town of Pembroke Dock in Pembrokeshire (**Figure 1**). The Site is predominantly within the western part of the port and includes land at the quayside (on the northern edge of the port) and within the waterway beyond the quayside, as well as land to the south but within the operational port.
- 1.6 The underlying basal geology within the southern part of the port is carboniferous limestone of the Pembroke Limestone Group whilst the northern part of the port is underlain by limestone of the Black Rock Subgroup.

rpsgroup.com Page 1

2 LEGAL AND PLANNING FRAMEWORK

National Legislation and Policy

- 2.1 Legislative frameworks provide protection to the historic environment while planning policy guidance provides advice concerning how the historic environment should be addressed within the planning process.
- 2.2 Statutory protection for archaeology is principally enshrined in the *Ancient Monuments and Archaeological Areas Act* (1979) amended by the *National Heritage Act* (1983) and the *National Heritage Act* (2002). Nationally important archaeological sites are listed in a Schedule of Monuments and are accorded statutory protection
- 2.3 For other components of the historic environment, the *Planning (Listed Buildings and Conservation Areas) Act* (1990) and the *Town and County Planning Act* (1990) provide statutory protection to listed buildings and their settings and present measures to designate and preserve the character and appearance of Conservation Areas.
- 2.4 The *Historic Environment (Wales) Act* became law after receiving Royal Assent in March 2016. It gives more effective protection to listed buildings and scheduled monuments, improves the sustainable management of the historic environment, and introduces greater transparency and accountability regarding decisions affecting the historic environment.
- 2.5 Historic Parks, Gardens and Landscapes are described on a Register maintained by Cadw (and others) for Welsh Government. Such designation does not afford statutory protection, however the *Historic Environment (Wales) Act* 2016 includes a provision (not yet commenced) for historic parks and gardens to be placed on a statutory register. This register will not include historic landscapes.
- 2.6 The principal national planning policy relevant to this assessment is *Planning Policy Wales* (Edition 10, Welsh Government, December 2018, PPW10). Chapter 6 of *PPW10* (Distinctive and Natural Places) includes a section (6.1) on The Historic Environment. This establishes Welsh Government objectives with regard to the protection of the historic environment and explains that responsibility for caring for the historic environment lies with all those that have an interest in the planning system.
- 2.7 Welsh Government objectives regarding the historic environment are defined in paragraph 6.1.6 of *PPW10* and seek to:
 - 'protect the Outstanding Universal Value of the World Heritage Sites;
 - conserve archaeological remains, both for their own sake and for their role in education, leisure and the economy;
 - safeguard the character of historic buildings and manage change so that their special architectural and historic interest is preserved;
 - preserve or enhance the character or appearance of conservation areas, while at the same time helping them remain vibrant and prosperous;
 - preserve the special interest of sites on the register of historic parks and gardens; and
 - protect areas on the register of historic landscapes in Wales.
- 2.8 Regarding archaeological remains, Section 6.1 of *PPW10* states:

'The conservation of archaeological remains and their settings is a material consideration in determining planning applications, whether those remains are a scheduled monument or not' (Paragraph 6.1.23). 'Where nationally important archaeological remains are likely to be affected by proposed development, there should be a presumption in favour of their physical protection in situ. It will only be in exceptional circumstances that planning permission will be granted if development

rpsgroup.com Page 2

would result in a direct adverse impact on a scheduled monument (or an archaeological site shown to be of national importance)' (Paragraph 6.1.24). In cases involving less significant archaeological remains, local planning authorities will need to weigh the relative importance of the archaeological remains and their settings against other factors, including the need for the proposed development' (Paragraph 6.1.25).

Section 6.1 goes on to say: 'Where archaeological remains are known to exist or there is a potential for them to survive, an application should be accompanied by sufficient information, through desk-based assessment and/or field evaluation, to understand a full understanding of the impact of the proposal on the significance of the remains' (Paragraph 6.1.26). 'If the planning authority is minded to approve an application and where archaeological remains are affected by proposals that alter or destroy them, the planning authority must be satisfied that the developer has secured appropriate and satisfactory provision for their recording and investigation, followed by the analysis and publication of the results and the deposition of the resulting archive in an approved repository' (Paragraph 6.1.27).

2.9 The policy regarding listed buildings is presented in Section 6.1 of *PPW10*:

'There should be a general presumption in favour of the preservation or enhancement of a listed building and its setting, which might extend beyond its curtilage. For any development proposal affecting a listed building or its setting, the primary material consideration is the statutory requirement to have special regard to the desirability of preserving the building, its setting, or any features of special architectural or historic interest which it possesses' (Paragraph 6.5.11).

- 2.10 The latter statement refers to the requirements under Section 66(1) of the *Planning (Listed Buildings and Conservation Areas) Act* 1990.
- 2.11 Regarding conservation areas, *PPW10* states:

'There should be a general presumption in favour of the preservation or enhancement of the character or appearance of conservation areas or their settings. Positive management of conservation areas is necessary if their character or appearance is to be preserved or enhanced and their heritage value is to be fully realised' (Paragraph 6.1.14). 'There is a strong presumption against the granting of planning permission for developments, including advertisements, which damage the character or appearance of a conservation area or its setting to an unacceptable level. In exceptional cases, the presumption may be overridden in favour of development considered desirable on public interest grounds' (Paragraph 6.1.15).

2.12 *PPW10* also includes policies regarding historic landscapes:

'Planning authorities should protect those assets included on the register of historic landscapes in Wales......The register should be taken into account in decision making when considering the implications of developments which meet the criteria for Environmental Impact Assessment, or, if on call in, in the opinion of Welsh Ministers, the development is of a sufficient scale to have more than a local impact on the historic landscape' (Paragraph 6.1.21).

- 2.13 The aspirations and vision of the Welsh Government regarding the historic environment are additionally expressed in the following documents.
 - People, Places, Future: The Wales Spatial Plan (Welsh Assembly Government, 2008).
 - Conservation Principles for the Sustainable Management of the Historic Environment in Wales (Welsh Assembly Government, 2011).
 - Historic Environment Strategy for Wales (Welsh Government, 2013).

Local Policy

2.14 Planning Pembrokeshire's Future is Pembrokeshire County Council's Local Development Plan (up to 2021) (the LDP) and was adopted in February 2013. It contains the following policies that may be relevant to this assessment:

Policy GN.2: Sustainable Design

'Development will be permitted where relevant criteria are met:

- 1. It is of a good design which pays due regard to local distinctiveness and contributes positively to the local context;
- 2. It is appropriate to the local character and landscape/townscape context in terms of layout, scale, form, siting, massing, height, density, mix, detailing, use of materials, landscaping and access arrangements/layout;
- 3. It incorporates a resource efficient and climate responsive design through location, orientation, density, layout, land use, materials, water conservation and the use of sustainable drainage systems and waste management solutions;
- 4. It achieves a flexible and adaptive design;
- 5. It creates an inclusive and accessible environment for users that addresses community safety;
- 6. It provides a good quality, vibrant public realm that integrates well with adjoin streets and spaces; and
- 7. It contributes to delivering well-designed outdoor space with good linkages to adjoining streets, spaces and other green infrastructure'.

Policy GN.38: Protection and Enhancement of the Historic Environment

'Development that affects sites and landscapes of architectural and/or historical merit or archaeological importance, or their setting, will only be permitted where it can be demonstrated that it would protect or enhance their character and integrity'.

Guidance

- 2.15 Detailed guidance on planning and the historic environment is provided in *Technical Advice Note* 24: The Historic Environment (TAN24: Welsh Government 2017).
- 2.16 Regarding listed buildings, *TAN24* provides the following guidance:

'Applications for listed building consent are required to provide a heritage impact statement. This presents the results of a heritage impact assessment, which is a process designed to ensure that the significance of the buildings is taken into account in the development and design of proposals for change. Heritage impact assessment should be proportionate both to the significance of the listed building, and to the degree of change proposed, and the statement should provide enough information to allow the local planning authority to judge significance and impact when considering applications for listed building consent'. (Paragraph 5.12).

When determining a listed building consent application, the local planning authority should consider the following issues:

The importance and grade of the building and its intrinsic architectural or historic interest.

rpsgroup.com Page 4

- The physical features of the building which justify its listing and contribute to its significance, for example its form and layout, materials, construction and detail) including any features of importance such as the interior, which may have come to light after the building's inclusion on the list.
- The contribution of curtilage and setting to the significance of the building, as well as its contribution to its local scene.
- The impact of the proposed works on the significance of the building.
- The extent to which the proposed works would bring substantial community benefits for example, by contributing to the area's economy or the enhancement of its local environment.

The listing grade may be a material consideration, but is not in itself a reliable guide to the sensitivity of a building to alteration or extension. For example, many grade II buildings are humble, once common building types, listed precisely because they are relatively unaltered examples of their kind and their special interest can be damaged by inappropriate alteration or extension'. (Paragraph 5.13).

The Welsh Ministers have directed that local planning authorities are required to give notice of applications for listed building consent and of the decisions taken by them on applications for demolition or alteration of a listed building which includes an element of demolition to the national amenity societies and the Royal Commission on the Ancient and Historical Monuments of Wales. The purpose of notifying the national amenity societies is to enable them to comment on all applications at the earliest possible stage and to allow local planning authorities to take their comments into account as part of the decision making process. The Royal Commission on the Ancient and Historical Monuments of Wales must be notified by the local planning authority of a decision to grant listed building consent for demolition and be given at least one month to access and record the building'. (Paragraph 5.16).

[The national amenity societies as referenced in paragraph 5.16 of *TAN24* comprise: The Ancient Monuments Society; the Council for British Archaeology; the Georgian Group, the Society for the Protection of Ancient Buildings; and the Victorian Society]

2.17 For development within conservation areas, *TAN24* states:

'Conservation Area Consent is required for the demolition of an unlisted building within a conservation, although there are some exceptions. In this context, the courts have ruled that demolition amounts to pulling down a building so that it is destroyed completely or at least to a very significant amount. Therefore the removal of an entire building except its façade could also count as demolition'. (Paragraph 6.10).

'Applications for consent to demolish must be made to the local planning authority. Applications for Conservation Area Consent will require a heritage impact statement, which should explain why demolition is desirable or necessary alongside a broader assessment of the impact of the proposals on the character and appearance of the conservation area'. (Paragraph 6.12).

'There should be a general presumption in favour of retaining buildings which make a positive contribution to the character or appearance of a conservation area. Proposals to demolish such buildings should be assessed against the same broad criteria as proposals to demolish listed buildings (see 5.15 [of TAN24]). In cases where it is considered a building makes little or no contribution, the local planning authority will normally need to have full information about what is proposed for the site after demolition. Consent for demolition should not be given without acceptable and detailed plans for the reuse of the site unless redevelopment is itself undesirable. The local planning authority is entitled to consider the broad principles of a proposed development,

Pembroke Dock Infrastructure | Environmental Statement | Appendix 10.1 |

such as its scale, size and massing, when determining whether consent should be given for the demolition of an unlisted building in a conservation area'. (Paragraph 6.13).

Where development might reveal, disturb or destroy archaeological remains, including palaeoenvironmental evidence, it is important that the opportunities to record archaeological evidence are taken and that archaeological remains are not needlessly destroyed. The ability to record such evidence should not be a factor in deciding whether controlled removal should be permitted'. (Paragraph 4.3).

- 2.18 The document *Conservation Principles for the Sustainable Management of the Historic Environment in Wales* was published by Cadw in 2011. This provided guidance on understanding heritage values and includes a section advising on how to assess heritage significance.
- 2.19 According to the guidance, heritage values fall into four inter-related groups:
 - Evidential value the potential of a place to yield evidence about past human activity;
 - Historical value this derives from the ways in which past people, events and aspects of life
 can be connected through a place to the present. This value tends to be illustrative (providing
 insights into past communities and their activities) or associative (association with a notable
 family, person, event or movement);
 - Aesthetic value this derives from the ways in which people draw sensory and intellectual stimulation from a place; and
 - Communal value this derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory.
- 2.20 In the document regarding conservation principles, setting was defined as:

'The surroundings in which an historic asset is experienced, its local context, embracing present and past relationships to the adjacent landscape' (Cadw, 2011).

- 2.21 This definition has been updated thus in TAN24: 'The setting of a historic asset includes the surroundings in which it is understood, experienced and appreciated, embracing present and past relationships to the surrounding landscape. Its extent is not fixed and may change as the asset and its surroundings evolve. Setting is not a historic asset, though land within a setting may contain other historic assets' (Welsh Government, 2017, Annex D).
- 2.22 The definition is repeated in recent guidance regarding the issue of the settings of historic assets in Wales (Cadw, 2017), which makes the following points:
 - Setting usually extends beyond the property boundary of an individual historic asset.
 - Intangible factors such as function, sensory perceptions or historical, artistic, literary and scenic associations can be important in understanding settings, as well as physical elements within the surroundings of the asset.
 - When development is proposed there is a need to assess the historic assets that may be affected and understand how their settings contribute to the significance of these assets.
- 2.23 The 2017 document goes on to outline a four-stage approach to decision-taking, as follows:
 - 1. Identify which historic assets and their settings could be affected by a proposed development;
 - 2. Define and analyse the setting of each historic asset and assess whether, how and to what degree the setting contributes to the significance of the asset;
 - 3. Evaluate the effects of the proposed development, whether beneficial or harmful, on that significance; and
 - 4. Consider options to mitigate or improve potential impacts on that significance.

Pembroke Dock Infrastructure | Environmental Statement | Appendix 10.1 |

- 2.24 Although assessments of changes within the settings of historic assets can involve non-visual issues such as noise, it is more usually the visual aspects of a development that form the major part of the assessment.
- 2.25 The existence of direct lines of sight between the historic asset and the proposed development is an important factor in judging the visual impact of the development. However, it is possible for changes within the setting to occur even when such a relationship does not exist. For example, views towards a listed building from a frequently visited location, such as a park or a public footpath, may be affected by the presence of a larger development, even if the development is not directly visible from the building itself.
- 2.26 An assessment of visual impacts on the historic assets and their settings needs to consider a wide variety of factors including the location of the asset within the physical landscape, its relationship with contemporary and non-contemporary features within that landscape and the location, size and character of the proposed development in relation to these factors.
- 2.27 The assessment then needs to balance the impact of these various considerations based on informed professional judgment. Assessment of visual impacts can be undertaken in accordance with the procedures expressed in the *Guidelines for Landscape and Visual Impact Assessment* (3rd Edition, Landscape Institute, 2013). If there is the potential for changes within the setting of historic assets due to noise or other impacts than these would be considered using appropriate procedures.
- There should also be consideration of the sensitivity to change of the setting of a historic asset. This requires examination of the current setting with regard to identifying elements that contribute to the significance of the asset, elements that make a neutral contribution to the significance of the asset and elements that make a negative contribution to (i.e. detract from) the significance of the asset.

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Page 7

3 METHODOLOGY

- 3.1 Data regarding known historic assets (designated and undesignated) has been sought from several sources, including the Regional Historic Environment Record (HER) maintained by Dyfed Archaeological Trust (DAT), the National Monuments Record for Wales, the Royal Commission on the Ancient and Historical Monuments of Wales (RCAHMW) and the Pembrokeshire Archives and Local Studies (Haverfordwest).
- 3.2 MHPA maintain a database of previously commissioned bespoke studies which have included reviews of the historic background to the establishment, development and use of the port. These studies have included research undertaken in relevant archives including the National Archives (Kew). This database has been examined as part of the current study leading to the production of this DBA.
- 3.3 Several site visits have been undertaken to assess the condition and settings of built historic assets that could be affected by the proposed development.

rpsgroup.com Page 8

4 BASELINE POSITION

4.1 Pembroke Port lies wholly within the Milford Haven Waterway Landscape of Outstanding Historic Interest (LOHI). The Summary description published in the Register (Cadw *et al*, 1998) states:

'The classic ria, drowned valley and estuary in Wales, with an unsurpassed concentration of remains reflecting maritime conquest, settlement, commerce, fishing, defence and industry spanning the prehistoric to modern periods. The area includes: Iron Age promontory forts; Early Christian and Viking placenames; Norman coastal castle-boroughs; medieval castles and later gentry residences; Milford and Pembroke Dock planned settlements; recent and modern quays, jetties and landing places, coal mines, limestone quarries, military and naval fortifications, oil terminals, jetties, refineries and power station'.

4.2 The Milford Haven Waterway LOHI is subdivided into forty-eight Historic Landscape Character Areas (HLCAs). Pembroke Port lies wholly within the Pembroke Dock HLCA (**Figure 2**) which is described thus in the web-based historic landscape characterisation:

'Pembroke Dock is an urban historic landscape character area. It is centred on the 19th century and 20th century naval dockyards and smaller private shipbuilding yards. The naval dockyards are surrounded by a high defensive wall and flanked by two 19th century gun towers. Large parts of the yard are now given over to modern industry, including the Irish ferry port, but several large stone buildings in the Georgian tradition close to the dock's entrance provide a strong architectural signature. Several of the original docks survive as do a collection of 20th century military structures, including two large hangars built for flying boats. Pembroke fort, originally constructed on an open hillside overlooking the dockyards, is now surrounded by development.

The 19th century town is built in a grid pattern, and this, together with the survival of many wide streets of contemporaneous houses and other buildings, provides a strong architectural signature. The combination of a planned street pattern and high survival rate of contemporaneous houses and other buildings provides Pembroke Dock with a coherent historic character that is rarely matched in other Welsh towns. These 19th century dockyard worker houses are generally of two storey terraces, cement rendered, and broadly in the Georgian tradition. The social and economic landscape of the town is manifest in details such as the larger 'foreman' houses that stand at the ends of terraces. Three storey houses on some street corners in the commercial centre emphasise the importance of certain road intersections. At Pennar overlooking the dockyards to the south the grid pattern of wide streets is maintained, but here terraces of single-storey cottages provide a very distinctive, if not unique, aspect to the town.

In all there are 125 listed buildings within the town. There is not a great deal of later 19th century and early to mod 20th century housing, but later 20th century housing and other buildings testify to growth in this period. Several of the 20th century military installations have been redeveloped into offices and light industrial estates; many have been demolished and the land restored. The Cleddau Bridge, which replaced a ferry, has rejuvenated the northern side of the town. It is here that much of the light industry is located. A golf course lies within this area.

This historic landscape character area is defined to the west, north and east by the sea. On the other side it neighbours farmland. However, it is likely that Pembroke Dock will soon merge with Pembroke as only a few fields separate them. (http://www.dyfedarchaeology.org.uk/)

4.3 Pembroke Port also lies wholly within the Pembroke Dock Conservation Area (**Figure 3**), for which a Character Appraisal and Management Plan was adopted by Pembrokeshire County Council in September 2017. This document identifies the following as key characteristics which contribute toward the special interest of the conservation area:

- Long maritime history with the establishment of a Royal Navy Dockyard and the subsequent Victorian development initiated by the Admiralty;
- The only Royal Dockyard in Wales;
- Historic former admiralty buildings in the former dockyard;
- Military base established at Llanion Hill from 1905-67;
- Strategic position in relation to links to Ireland;
- Architecturally distinctive landmark buildings;
- Significant views into, out of, and within the Conservation Area;
- Mix of building styles with the majority comprising 19th century buildings;
- Listed Buildings and many other buildings which add to the interest and character of the Conservation Area;
- Grid pattern street layout, which adds to the 'special interest' of the town;
- A number of well-preserved Victorian shops with living accommodation over;
- The presence of buildings relating to the three armed forces gives the town added significance in a regional and a national context;
- Military cemetery unique to Wales;
- Medieval tower which is a vestige of the former Paterchurch Farm on which Pembroke Dockyard stands; and
- Defensible barracks structure of national architectural importance.
- 4.4 Paragraphs 4.1 4.3 above therefore identity that Pembroke Port lies wholly within an area on the register of historic landscapes in Wales and within a conservation area. Section 2 of this DBA identifies the current legislation and guidance that relate to these two types of designation.
- 4.5 The information quoted in the above paragraphs regarding the designations provides a basic introduction to the historical background of Pembroke Port and indeed of Pembroke Dock. The town and port are located on the southern side of a watercourse which represents the principal element of a ria a drowned river valley flooded at the end of the last ice age which now forms one of the deepest natural harbours in the world. Pembroke Port was developed as a naval dockyard from the second decade of the 19th century and the adjacent settlement of Pembroke Dock was established from the same time to accommodate the growing workforce required in the dockyard.
- The naval dockyard was one of the most prolific shipbuilding yards in Great Britain, with more than 250 vessels launched from the slipways between 1816 and 1922. This covered the period from wooden ships under sail, through to wooden steamships, ironclads and then full steel vessels, with the dockyard adapting to all these changes in technology. The dockyard closed in 1926 but then was reused from 1931 by the Royal Air Force as a base for flying boats, eventually becoming the largest such base in the world. Flying boats from Pembroke Port played a crucial role in the Second World War, providing convoy escorts in the Atlantic and air sea rescue duties as well as hunting enemy submarines. The RAF finally left in 1959 since when the dockyard has acquired several new users and tenants, including the Irish Ferries service operating between Pembroke Dock and Rosslare.
- 4.7 Detailed accounts of the history of the dockyard and the adjacent town are presented in several publications (*cf.* Carradice, 1991; 2006; Carradice and MacCallum, 2009; 2014; Evans, 2001; MacCallum, 2014; Peters, 1905; Rose, 1999, see also Reid, 1894). There are also detailed accounts of the ships that were built in the naval dockyard (*cf.* Carradice, 2013; Phillips, 2014), of the use of the dockyard by the RAF (*cf.* Bowyer, 2012; Evans, 1985; Jones, 2007; Poolman, 1962)

rpsgroup.com Page 10

and of the overall military heritage of the area (*cf.* Pyper and Page, 2012; Phillips, 2013; Thomas, 1994). This DBA does not seek to replicate the level of detail provided in these accounts; rather it sets out a broad timeline of key events and changes within the Pembroke Port area. This information should be read alongside the Built Heritage Statement of Significance (Appendix 10.3 of the ES) which provides a much more detailed account of the surviving built heritage within the dockyard.

- A review of information held on the regional HER has revealed that there is no evidence for prehistoric or Roman activity within the area now occupied by Pembroke Port. Prehistoric activity within the haven is attested by the presence of promontory forts at several locations, also standing stones, tumuli (burial mounds), hillforts and raths. Evidence for Roman activity is much more limited, being confined to a couple of small settlements along with a road leading west from *Maridunum* (Carmarthen).
- 4.9 Documentary evidence suggests that Vikings wintered in the haven and possibly established more permanent bases here in the 10th century AD. Archaeological investigations on the north side of the haven at the South Hook LNG terminal identified settlement evidence of that period and found that activities such as crop-processing and iron smelting were taking place (Crane and Murphy 2010).
- 4.10 Prior to the establishment of the dockyard, the land here appears to have been farmland within the borough of Pembroke, being on a peninsula known as North Hook with the main channel of the haven to the north and the tributary Pembroke River to the south. Settlement was in the form of a manorial complex known as Paterchurch, centred around a medieval tower that may have originally functioned as a lookout. The name is derived from that of the *de Patrick Church* family, known from documents as far back as 1422. By the 17th century there were further domestic buildings and farm structures here along with a cemetery that was in use up until at least 1731.
- 4.11 A survey published in 1759 (see Tiffany, 1993) shows a group of buildings along with an orchard to the west and farmyard (with buildings) to the east, also a salt water inlet immediately to the north. A detailed plan of 1790 reproduced in an unpublished manuscript (Reid 1894) indicates a similar layout of buildings and orchard but additionally includes the 'Remains of a chapel' immediately to the south-west of the orchard (**Figure 4**). A sketch of 1811 shows the main building complex from the south-east; the tower is surrounded by ruinous buildings whilst a two-masted vessel appears to be present within the tidal inlet (**Figure 5**).
- In the middle part of the 18th century an area of land at Paterchurch Point was acquired by the Ordnance Department for the construction of a fort. This was considered necessary in response to the outbreak of the Seven Years' War in 1756 and the perceived need to defend the haven against potential use as an invasion route. Work on the fort commenced in 1758 but the danger passed following the signing in 1863 of the Treaty of Paris. Consequently, work on what was referred to as Pater Fort was abandoned and it was never finished.
- A drawing of *c*. 1815 held in The National Archives (Kew) carries the stamp of the Board of Ordnance and is based on a survey of 1754 with additional details added by hand (**Figure 6**). It shows the fort at Paterchurch Point; to the south is the tidal inlet separating the Point from the building complex marked here as Pater Church. The details of the layout of the fort may reflect what was planned rather than what was actually built before work ceased. The 1811 sketch of the ruins at Paterchurch (**Figure 5**) shows possible walls to the right of and beyond the tower; these may be part of the unfinished mid-18th century fort. The 1815 drawing (**Figure 6**) also shows a second fort on the northern side of West Lanyon Bay; this was never commenced although land here was purchased by the Board of Ordnance.
- 4.14 However, a much more detailed drawing had been prepared in 1810 in connection with the possible transfer of land from the Board of Ordnance to the Naval Department (i.e. the Admiralty) in connection with the establishment of a naval dockyard. This drawing (**Figure 7**) shows the layout of Pater Fort as similar to that indicated on **Figure 6**, but again it is not clear which parts

Pembroke Dock Infrastructure | Environmental Statement | Appendix 10.1 |

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Page 11

were actually built. Fort St George at Inverness was largely built during the period 1748-57 and shows a reasonable similarity in design to that shown on the 1810 drawing of Pater Fort (**Figure 7**). The aerial image of Fort St George presented as **Figure 8** gives an indication of the possible size and appearance of Pater Fort, albeit that the Pembrokeshire fort may have remained unfinished and lacking in internal buildings.

- 4.15 Stone for the construction of Pater Fort was almost certainly extracted at the site itself and would have resulted in the surrounding ditch as indicated on **Figure 7** and possibly the enlargement of the tidal inlet shown on that drawing which separates the fort from the complex of buildings at Paterchurch. Later plans do actually indicate areas within the naval dockyard as 'former quarry'.
- 4.16 The buildings at Paterchurch as shown on the 1810 drawing (**Figure 7**) present a layout very similar to that indicated on the survey of 1790 (**Figure 4**) although the remains of the former chapel are no longer shown. The area between Paterchurch and Pater Fort is described as 'Inundated at spring tides'. There is a very small inlet at the north-eastern corner of the fort and west of here the drawing shows a kiln (presumably a limekiln) on the foreshore.
- 4.17 During the Seven Years' War the Navy Board had commissioned vessels from private yards at Neyland on the north side of the haven. Subsequently more ships were commissioned from a contractor at Milford and following the inability of the contractor to complete this work the Board stepped in and rented the site on an annual basis. Efforts to purchase the Milford site and establish a Royal Dockyard ultimately failed and the Navy Board looked across the haven to Paterchurch Point as a suitable alternative.
- 4.18 Land was taken in 1812 with additional acquisitions in 1813 and 1814, leading to the establishment of what was initially known as Pater Yard. The earliest ships were constructed on temporary slips with the first vessels (a pair of 20-gun frigates named HMS *Ariadne* and HMS *Valorous*) launched in February 1816. The following year the yard was renamed as Pembroke Dockyard.
- The adjacent town of Pembroke Dock was established to provide accommodation and services for the growing dockyard workforce. Construction of houses started as early as 1814 with the town being laid out on a regular grid. A map of 1824 shows the Dock Yard with the remains of Pater Fort to the west (the 'Old Fort') and 'Pater Town' to the east (Figure 9). There is a single entrance into the dockyard; this is a flanked entrance through the southern dockyard wall with an approach road linking the dockyard to the town of Pembroke. The southern part of the adjacent Pater Town is named on this map as 'Melville Town' after Viscount Melville, formerly First Lord of the Admiralty, but this name did not gain public support and was soon dropped.
- 4.20 More detail of both the dockyard and the town can be seen in a map of 1829 (**Figure 10**) which shows the land belonging to the Navy Board (outlined in blue) and that retained by the (Board of) Ordnance (outlined in red). The latter comprises an area west of the dockyard within which is the remnant of Pater Fort; that part of the former fort within the dockyard having been levelled. The dockyard has a dry dock (or graving dock) in the north-west corner and a total of 11 building slips extending east from this. At the north-east corner of the dockyard is a small, partially enclosed quay or 'camber'. Most of the slips were covered with wooden structures which enabled construction of vessels to continue in all weathers and prevented vessels from rotting on the slips. These covers were substantial and clearly visible in contemporary sketches (*cf.* **Figure 11**).
- 4.21 A few buildings within the enclosed dockyard are shown on the 1829 map (**Figure 10**), including ones on either side of the flanked southern entrance, also blocks of housing on Navy Board land outside the dockyard. It is not clear how much of the housing indicated on this map was speculative rather than actually built certainly some of the blocks shown here were never constructed in the form displayed on the map. The ruins of the Paterchurch buildings are indicated (with the layout very similar to the plan of 1790 see **Figure 4**). **Figures 9** and **10** demonstrate how the Site straddles the western wall of this initial phase of the dockyard, taking in some land to

Pembroke Dock Infrastructure | Environmental Statement | Appendix 10.1 |

rpsgroup.com

Page 12

- the west occupied in part by the remains of Pater Fort and land to the south including elements of the Paterchurch building complex.
- 4.22 One item of interest on the 1829 map is the 'Proposed Fort' on the higher ground to the south of the dockyard (Figure 10). It appears again on a map of 1830 (i.e. just one year later) and was eventually built in 1840-46, albeit with a different layout and slightly different location to that indicated here. The depiction of the housing and other buildings external to the dockyard on the 1830 map (Figure 12) is more accurate than as shown on the 1829 map (Figure 10) and certainly this later map demonstrates a greater level of survey and cartographic expertise.
- 4.23 The 1830 map (Figure 12) also shows the proposed extension of the dockyard to the west resulting in the loss of a further part of the mid-18th century Pater Fort. It also shows the complex of buildings at Paterchurch marked as 'Pater Church Old Ruins'. The dockyard extension was duly made c. 1844 at which time much of the former Paterchurch buildings, including the tower, were enclosed within the walls of the dockyard. Most structures were demolished leaving only the tower intact. Human remains were uncovered to the south-east of the tower (more were uncovered in 1889) and almost certainly came from a burial ground associated with the former chapel. The tower is now a Scheduled Monument and a Grade I listed building.
- 4.24 A chart of 1852 shows the dockyard in its further extended state, with two new building slips now added to the west of the graving dock (Figure 13). A large square 'timber pond' has been constructed in the south-western part of the extended dockyard and numerous buildings are indicated including the chapel (built 1834-35). The buildings and structures within the dockyard are laid out in rows extending back from the ship-building slips and parallel with the waterfront. Many of these structures were sheds for the storage of timber required for ship-building, other buildings included general stores, saw mills, smithies, a mould loft, a suppling kiln, a fire engine house and a surgery. Larger open areas are present in the western and south-western parts of the dockyard, with the western area including a 'Parade Ground' for the military personnel based at the remnant of Pater Fort which had been remodelled in 1840-42 to become Pater Battery. A broad avenue extends west from the chapel with oval blocks of planting in the centre of this avenue; buildings to the south of this were houses for officers and other senior dockyard personnel.
- 4.25 The 1852 chart also shows a 'Gun Tower' just outside the south-west corner of the dockyard and a 'Tower' just off the north-east corner (Figure 13). These are Cambridge gun platforms (although often referred to as Martello towers) and were built in 1848 and 1851 respectively. Together with the battery occupying the remaining part of the mid-18th century Pater Fort these two gun platforms provided protection for the seaward perimeter of the dockyard. Both of the gun platforms are Grade II* listed buildings and the south-western one is also a Scheduled Monument. What remains of the Paterchurch building complex is marked as 'Pater Old Ch. in Ruins'.
- 4.26 The 1st edition Ordnance Survey 6" to the mile map was published in 1869 (Figure 14). It shows Pater Battery occupying the reworked remnants of the mid-18th century Pater Fort. It also clearly denotes the Western Camber (immediately east of the graving dock) and the Eastern Camber in the north-east corner of the dockyard. A small square boat camber is also depicted just to the east of the Eastern Camber but still within the dockyard. A total of thirteen building slips are present, including one accessed via the Western Camber. This arrangement of slips and cambers had been in place since at least 1852.
- 4.27 The Timber Pond as indicated on the 1852 chart (Figure 13) is shown on this 1869 map as 'Mast Pool', with a Timber Pond noted just to the west and beyond the shoreline. A map of 1871 (not reproduced here) also shows an external 'Mast Pond' in this location beyond the shoreline, of similar size and shape to the one within the dockyard. Some additional buildings are shown within the dockyard when compared with the 1852 chart, but the layout has not changed greatly. The 1869 OS map (Figure 14) also shows a saw pit in the former location of the Paterchurch building complex along with text stating 'Tower (Remains of a Ch.)'. This shows how the medieval tower at Paterchurch was by then regarded as the remains of an actual church.

rpsgroup.com Page 13

- 4.28 By 1901 the dockyard had been fully adapted for the construction of some of the largest steel warships ever built. A map of that time (Figure 15) shows the dockyard in some detail. Buildings depicted include smitheries, steam hammer shops and foundries, whilst the number of timber storage sheds has been reduced as part of this move away from the construction of wooden vessels. A jetty under construction extends from the north-western corner of the dockyard - this is the Carr Jetty (along the line of the Carr Rocks).
- 4.29 Many of the buildings and working areas within the dockyard are connected by a network of rail lines – these are linked to the main line (the Pembroke and Tenby Railway) via a new gate that had been opened through the eastern wall of the dockyard (this was directly adjacent to the present Gate 1). This connection was made in 1871, prior to that (as indicated on the 1869 OS map) the line terminated east of the dockyard at the location of the town station which opened in 1864. The extension of the single-track rail line into the dockyard required clearance of some houses beyond which the line then jinked between the rear gardens of housing along Front Street and King Street. The establishment of the rail access point was the first time that that any additional entrance into the dockyard had been established since its initial construction.
- 4.30 Outside the western side of the dockyard wall and immediately opposite the Timber Pond is the area of similar size marked as 'Disused Mast Pond'. Together with the evidence from the 1869 OS map (Figure 14), this suggests that part of the former tidal inlet here had been used at some time as an additional location for the storage of masts and possibly other timbers. A contemporary photograph shows this 'disused' mast pond as a square area defined by vertical posts projecting above the waterline, some linked by horizontal timbers fixed to the tops of the posts.
- 4.31 The 1901 map shows that the former saw pit adjacent to the Paterchurch Tower has been replaced by a complex of workshops (Figure 15). One additional building has been constructed on the south side of the avenue that leads west from the chapel.
- 4.32 Shipbuilding for the navy ceased in 1926 and the yard remained closed until 1930. At this point it entered a new era when a substantial part of the dockyard was taken over by the Air Ministry and used as a base for flying boats. A concrete spillway was built in 1935 and extended from between two of the building slips to provide access to the haven, although the seaplanes also operated from a floating dock. Initially the flying boats used a Blister-type hangar but this was removed and replaced by two large 'B' type hangars, an eastern one built in 1934 and a western one in 1938. A T2 hangar was also built in 1943 for storage and maintenance.
- 4.33 During the Second World War, RAF Pembroke Dock became the largest flying boat base in the world, with seaplanes providing convoy escorts and carrying out submarine hunting sorties in the Atlantic. The last squadrons operating from RAF Pembroke Dock were disbanded in 1957 and the base closed in 1959.
- 4.34 The Admiralty had retained an area at the western end of the dockyard (including land that forms part of the proposal site); this was used as a fuelling depot and as a support site for vessels involved in anti-submarine defences within the Haven and in supporting convoys. Some additional buildings were constructed as part of this use of the dockyard, including a substantial boom-store just to the north of the timber pond.
- 4.35 A plan of c. 1957 shows the layout of the dockyard at that time (Figure 16), when most of the dockyard was still leased to the Air Ministry. The plan shows the two 'B' type hangars (buildings 16 and 17) and the T2 hangar (building 102), also the spillway extending from between two of the building slips (Nos. 10 and 11). A small mole has been constructed on the western side of the Western Camber, which no longer provides access to a building slip. Much of the land in the south-western part of the dockyard which had previously been open space has been occupied by new buildings, including accommodation blocks for officers and other ranks. The chapel (building 9) was also used as a cinema, whilst just to the south-west an extensive officers' mess and quarters had been constructed south of the broad avenue (building 7) extending west from the

rpsgroup.com Page 14

- chapel. A small gate towards the western end of Fort Road provides access into the south-western part of the dockyard.
- 4.36 Pembroke Dock remained an official naval dockyard until 2008 and was used by the Royal Maritime Auxiliary Service (RMAS) until that time, at which the freehold of much of the site was sold to the Milford Haven Port Authority (MHPA). Current operational uses include the terminal of the vehicle ferry from here to Rosslare in the Republic of Ireland (Irish Ferries).
- 4.37 There have been major changes to the layout of the dockyard in recent years. Dock Gate 1 has been established to provide access to the eastern side of the port. This is immediately north of the former railway access point and is itself accessed via a new road (Western Way) which required the removal of an area of historic residential development between Front Street and King Street. The rail line into the dockyard passed out of use in 1969. Vehicular traffic using the ferry passes into the dockyard through another new entrance in the south-eastern corner, then along Owen Meyrick Way. This new road within the dockyard has severed the broad avenue (now known as The Terrace) that formerly extended west from the chapel, which is now the Pembroke Dock Heritage Centre.
- 4.38 At the waterfront within the dockyard, a substantial jetty has been constructed for the ferry operations and most of the historic building slips have been infilled, as has the Eastern Camber. The former graving dock and timber pond are still present but are not in use. Many of the buildings constructed for RAF use have been demolished although surviving examples include the two 'B' type hangars and the T2 hangar (in a modified form). In the western part of the dockyard the Admiralty boom-store is still present along with several other buildings of Second World War date, although the oil tanks have been removed and a sewage works has been established just outside the western wall of the dockyard. Some modern buildings have been constructed within the dockyard whilst older ones have been repurposed. In some instances, this has involved the sensitive restoration of surviving Georgian buildings.

5 DESIGNATED HERITAGE ASSETS

- In additional to the area designations described above in Section 4 of this DBA (Milford Haven Waterway Landscape of Outstanding Historic Interest; Pembroke Dock Conservation Area), a number of heritage assets within and directly adjacent to the port carry an individual level of heritage designation. Some of these are mentioned in the text above where appropriate, whilst a full list is provided in Table 1 below.
- 5.2 Further information on all historic buildings within the Site, including these designated heritage assets where appropriate, is presented within the Built Heritage Statement of Significance (Appendix 10.3 of the ES).

Table 1: Designated Heritage Assets SM = Scheduled Monument LB = Listed Building

Name	Description	Designation
Medieval		
Paterchurch Tower	Medieval tower representing surviving element of former manorial complex.	SM (PE380) LB Grade I
19 th century		
South west gun platform	Offshore defensive tower built 1848-51.	SM (PE332) LB Grade II*
North east gun platform ¹	Offshore defensive tower built 1848-51.	LB Grade II*
Graving dock including bollards and capstans	Located in north-west part of dockyard - original main dock from <i>c</i> . 1814, enlarged 1858-61.	LB Grade II*
The Old Storehouse	Located in central part of dockyard, built c. 1822 as main dockyard storehouse. Central clock tower demolished 1944.	LB Grade II*
Former guard house	Located in central part of dockyard, built c. 1840-45.	LB Grade II*
Former dockyard chapel ²	Located in south-east part of dockyard, built 1830-32, now flying boat heritage centre	LB Grade II*
Former Port Hotel	Located in south-east part of dockyard, built 1832-34 as Captain Superintendent's House, later hotel. Now in poor state of repair.	LB Grade II*
Long stable range to south of former Port Hotel	Stable range built c. 1832-34 for the Captain Superintendent's House.	LB Grade II*
Entrance piers and lodges	Formal entrance to dockyard, built c. 1817-18.	LB Grade II*
Dockyard gates ³	Main gateway, built c. 1817-18.	LB Grade II*
No 1 The Terrace	Located in south-east part of dockyard, built c. 1818 as house for the Fleet Surgeon with accommodation for the police at the western end.	LB Grade II*
No 2 The Terrace	Located in south-east part of dockyard, one of a pair built c. 1818 as accommodation for Master Shipwright and Clerk of the Cheque.	LB Grade II*
No 3 The Terrace	Located in south-east part of dockyard, one of a pair built c. 1818 as accommodation for Master Shipwright and Clerk of the Cheque.	LB Grade II*
Carr Jetty	Located at north-west corner of dockyard, built 1898 and approached by six-arch bridge from foreshore.	LB Grade II
Pater Fort SW and W Walls	Located at north-west corner of dockyard, mid-19 th century remnant of 18 th century fort.	LB Grade II

rpsgroup.com Page 16

Timber Pond	Located in south-west corner of dockyard, built 1844 for preserving or 'pickling' elm timber for masts.	LB Grade II
Building slip No. 1	Located in north-west part of dockyard, built c. 1845 and extended 1891.	LB Grade II
Building slip No. 2	Located in north-west part of dockyard, built c. 1845.	LB Grade II
Western Camber	Located in north-west part of dockyard, initially a building slip constructed 1 st part of 19 th century but altered in 19 th and 20 th centuries.	LB Grade II
Building slip No. 4	Located in north-west part of dockyard, built 1 st part of 19 th century with later amendments.	LB Grade II
Former foremen's office	Located in north-west part of dockyard, built mid-19 th century as 'Detached Guard House' and used as Foremen's Office from 1870s.	LB Grade II
Former oakum store	Located in north-west part of dockyard, built 1856.	LB Grade II
Sunderland House	Located in central part of dockyard, built c. 1822 as dockyard office and extended in 1880s.	LB Grade II
Former Captain Superintendent's Office	Located in central part of dockyard, built c. 1847-48 as office and surgery.	LB Grade II
Rear of garden walls, No. 1 The Terrace	Located in south-east part of dockyard, between the gardens of Nos. 1 and 2 The Terrace, Nos. 2 and 3 The Terrace and east of garden of No. 3 The Terrace.	LB Grade II
Coach-house to rear of Nos. 1 and 2 The Terrace	Located in south-east part of dockyard, at south end of gardens.	LB Grade II
Rear of garden walls, No. 2 The Terrace	Located in south-east part of dockyard, between the gardens of Nos. 1 and 2 The Terrace, Nos. 2 and 3 The Terrace and east of garden of No. 3 The Terrace.	LB Grade II
Coach-house to rear of No. 3 The Terrace	Located in south-east part of dockyard, at south end of garden.	LB Grade II
Rear of garden walls, No. 3 The Terrace	Located in south-east part of dockyard, between the gardens of Nos. 1 and 2 The Terrace, Nos. 2 and 3 The Terrace and east of garden of No. 3 The Terrace.	LB Grade II
No. 4 The Terrace	Located in south-east part of dockyard, one of a pair built <i>c</i> . 1877 for Constructor and Chief Engineer	LB Grade II
No. 5 The Terrace	Located in south-east part of dockyard, one of a pair built <i>c</i> . 1877 for Constructor and Chief Engineer	LB Grade II
Dockyard Walls	Surrounding dockyard on east, south and most of west side.	LB Grade II
20 th century		
Western hangar and annexes	Located in eastern part of dockyard, large B type hangar built 1938 for maintenance of seaplanes.	LB Grade II
Eastern hangar and annexes	Located in eastern part of dockyard, large B type hangar built 1934-35 for maintenance of seaplanes.	LB Grade II

- recorded in Table 3.1 of the Turley Heritage (2016) report as a Scheduled Monument (PE332) but was descheduled pre-1999. SM PE332 comprises just the south-west gun platform.
- recorded in Table 3.1 of the Turley Heritage (2016) report as a Scheduled Monument (PE381) but was descheduled in 1998.
- recorded in page 38 Appendix 2 of the Turley Heritage (2016) report as Grade II but is actually Grade II*; the gates were removed before 1981.
- 5.3 There are two further Scheduled Monuments that are relevant to any consideration of the effects of the proposed development regarding changes within their settings. One of these is the Defensible Barracks (SM PE379) located on Barracks Hill, directly south of and overlooking the

- dockyard. This fort (also a Grade II* listed building) was constructed in 1841 46 to house the dockyard garrison and to provide protection against a landward invasion force. A square bastion trace with four two-storey ranges of barracks encloses a central square. The barracks are surrounded by a twenty-sided 'star-fort'. This has a deep external moat which is crossed by a single bridge leading to a fortified gatehouse.
- 5.4 The second Scheduled Monument comprises the remains of two small square bomb store buildings set behind a blast wall just to the south-west of the dockyard (SM PE570). This dates to the period immediately before the Second World War when a considerable part of the dockyard was used by the RAF as a base for flying boats. It is a recent designation (August 2017).

6 ARCHAEOLOGICAL POTENTIAL

- The potential for the presence of archaeological remains of pre-medieval date within the proposed development area is very low. No material of pre-medieval date has been found within this area and there has been considerable disturbance during later periods that is likely to have damaged such material.
- There is a low potential for the presence of archaeological remains of medieval and post-medieval date within the proposed development area. This potential for medieval material is principally concentrated around Paterchurch Tower, which represents the surviving element of a manorial complex that had its origins in the medieval period. During the operational life of the dockyard for shipbuilding and other purposes several buildings have been constructed in the vicinity of the tower. Nevertheless, it is possible that some remains of the former manorial complex have survived. Any proposed development activities near to of the tower should consider the potential for effects on buried archaeological remains.
- 6.3 There is also some potential for the presence of archaeological remains of post-medieval date associated with the mid-18th century Paterchurch Fort. This extended across the north-western part of the dockyard and it is possible that elements of the former fort, particularly ditches or moats, could have (partially) survived the activities associated with the construction and use of the dockyard.
- There is considerable potential for the presence of remains of dockyard buildings and other structures to be present within the proposed development site. However, it is unlikely that investigation of such remains would result in the recovery of significant information other than that which can be obtained through detailed examination of documentary and graphical evidence.

Marine heritage

- Marine heritage assets recorded within or directly adjacent to the Scheme area comprise features that represent elements of the dockyard. Some of these are discussed above (e.g. slipways, graving dock, timber pond etc). There are also some surviving items of dockside furniture (bollards, capstans etc) that are of historic interest, especially when directly associated with other historic features. The caisson which was formerly placed at the seaward end of the graving dock is still present, although it has been moved to the landward end of the dock and has not been subject to any form of maintenance.
- 6.6 It is possible that artefacts and/or deposits of marine heritage interest could be present within the waterway immediately beyond the operational port. If any such artefacts and /or deposits are present, they could be impacted by the dredging which forms part of the proposed works required for the development.

Pembroke Dock Infrastructure | Environmental Statement | Appendix 10.1 |

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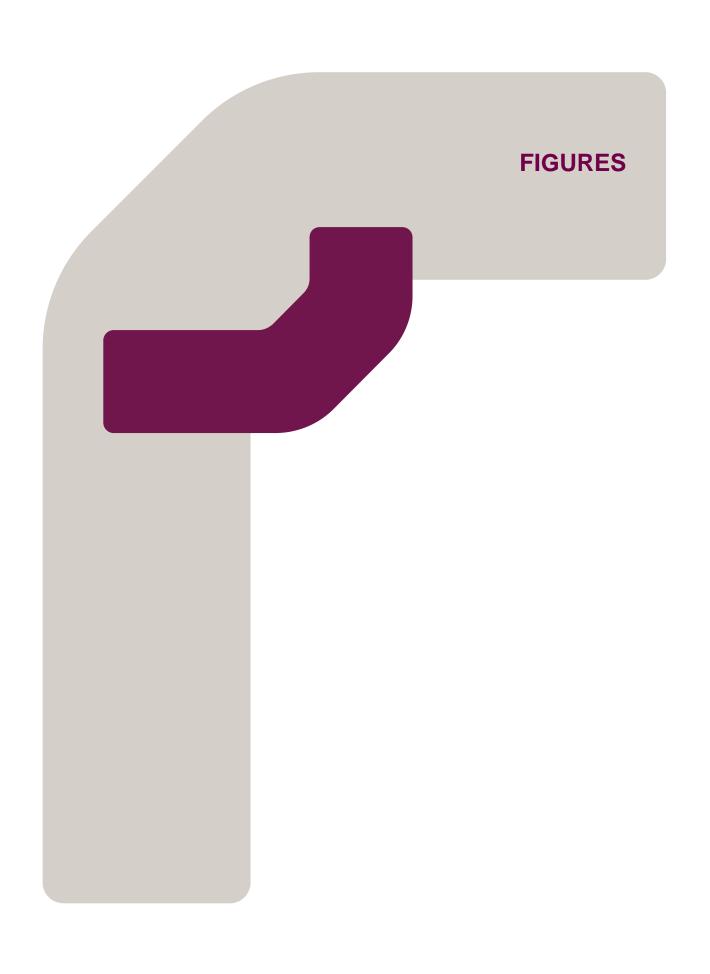
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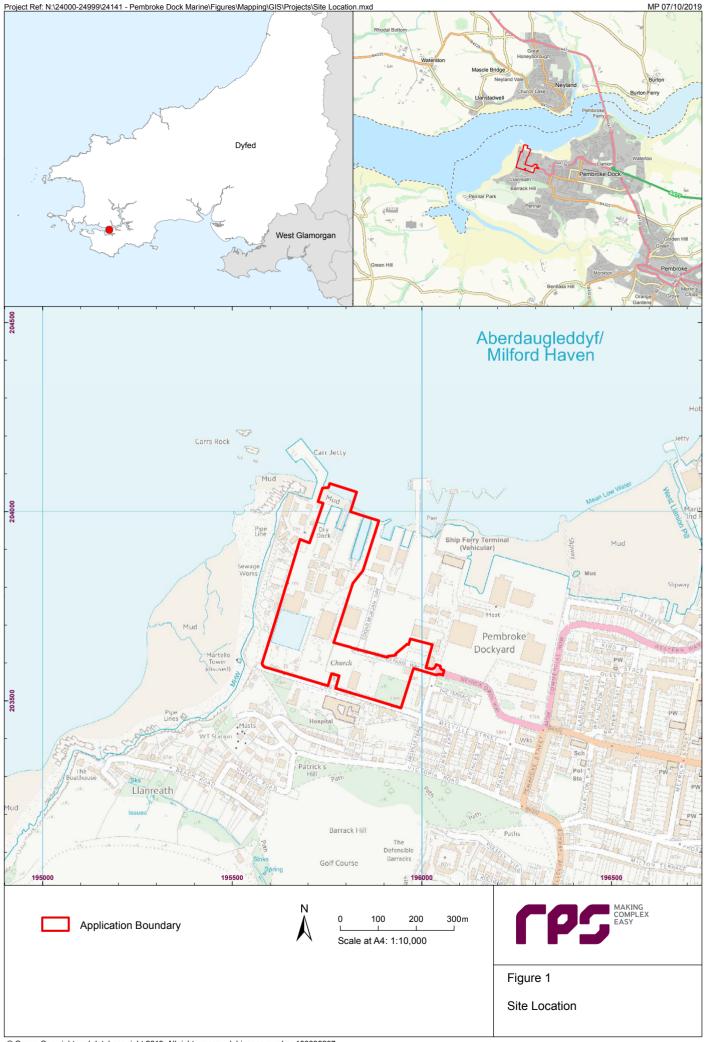
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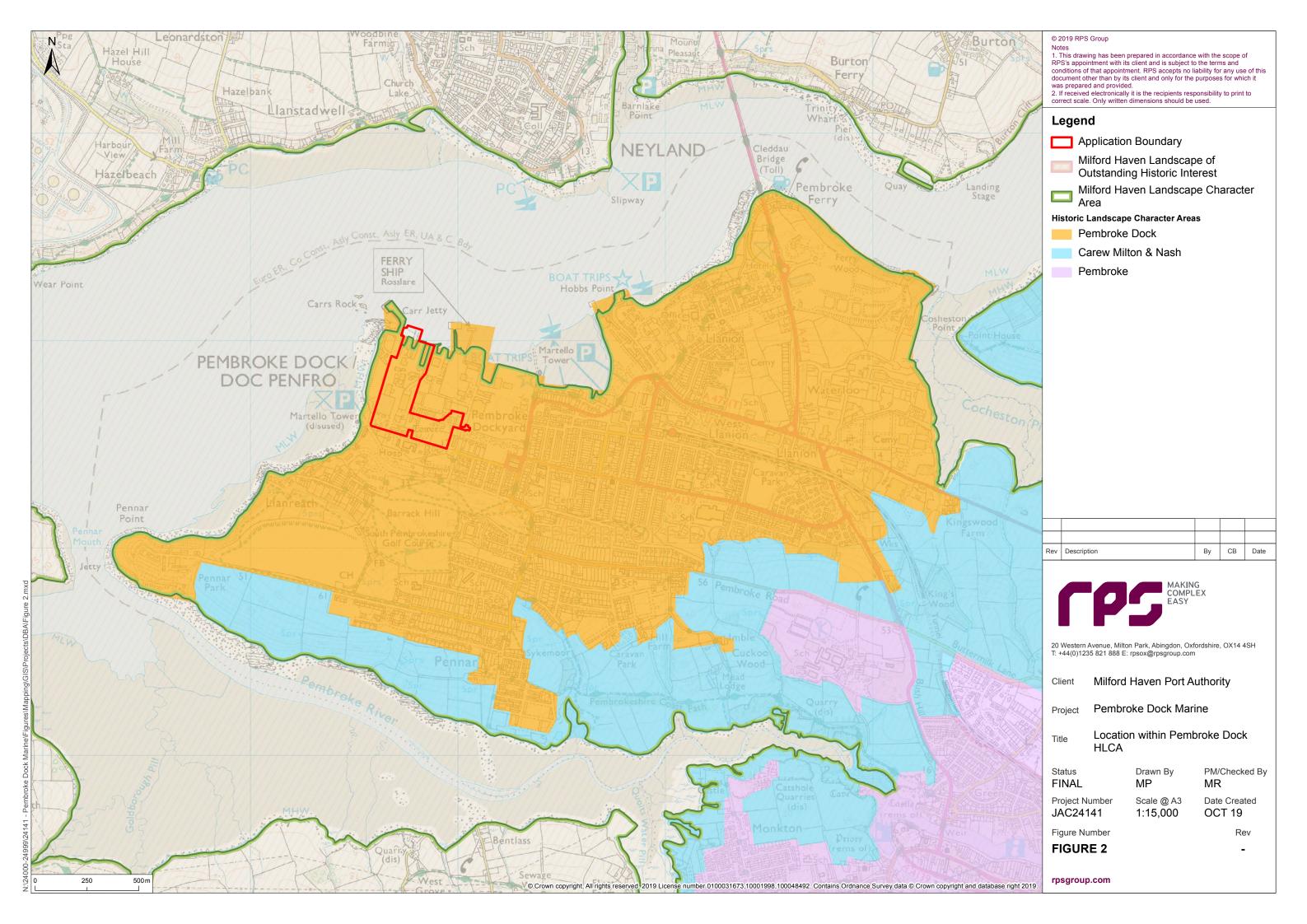
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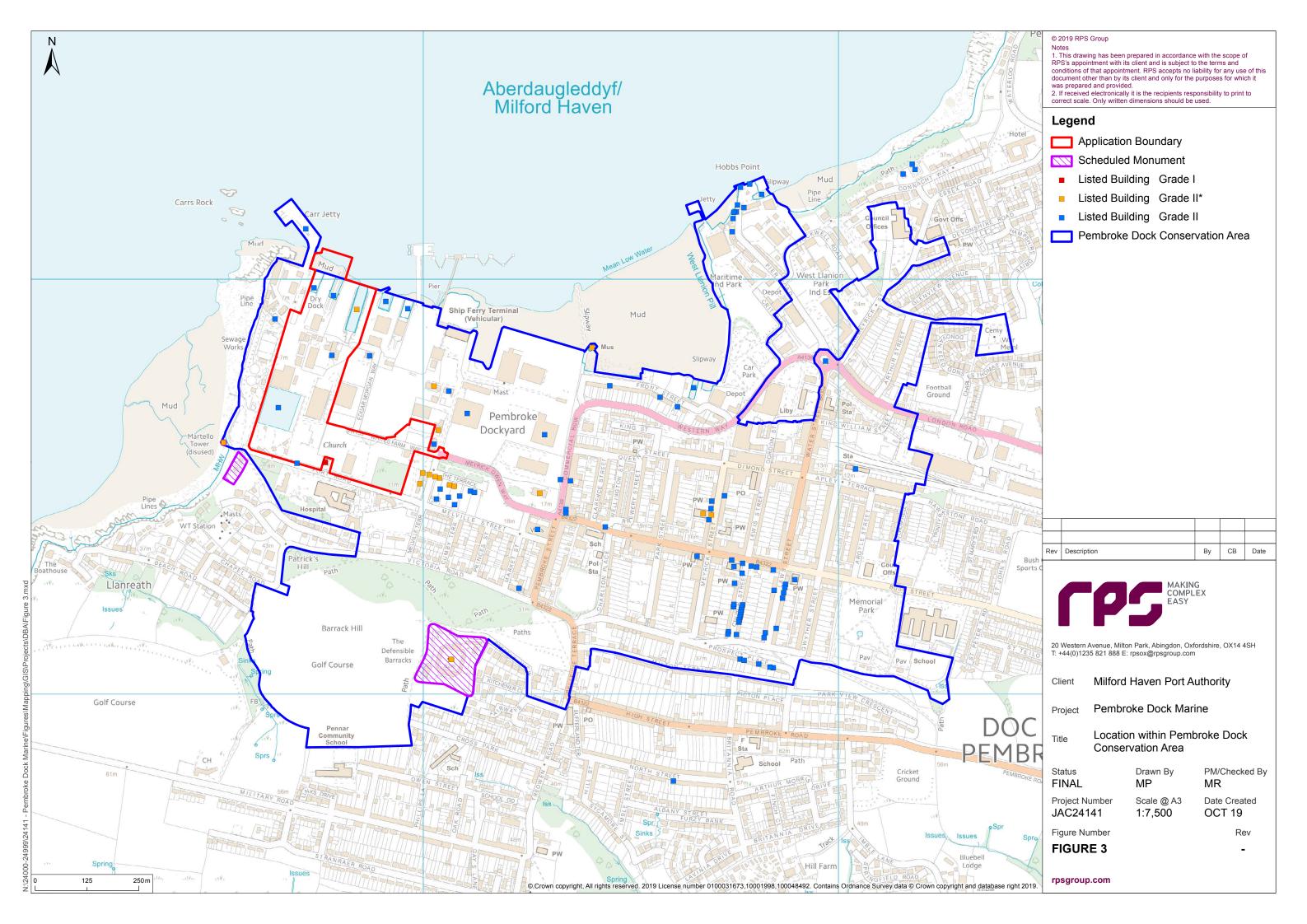
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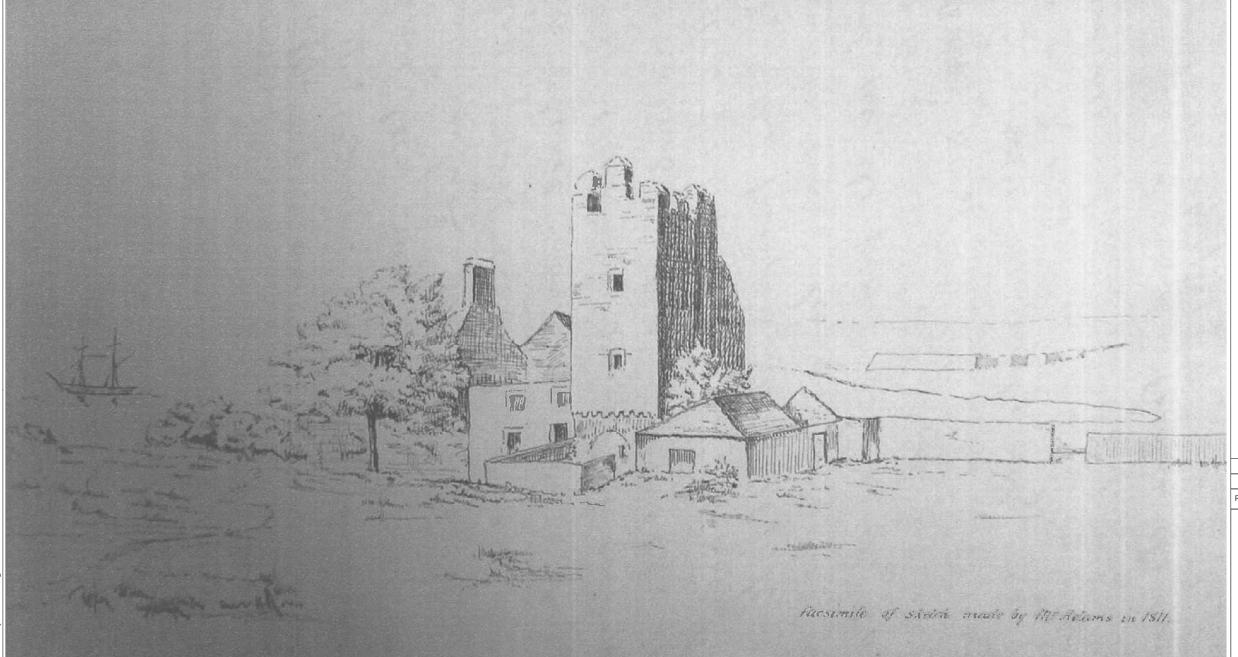
Pembroke Dock Marine

1790 plan of Pater Church (from Reid 1894) Title

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Pembroke Dock Marine Project

1811 sketch showing ruins of Title Paterchurch (from Reid 1894)

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FIGURE 5



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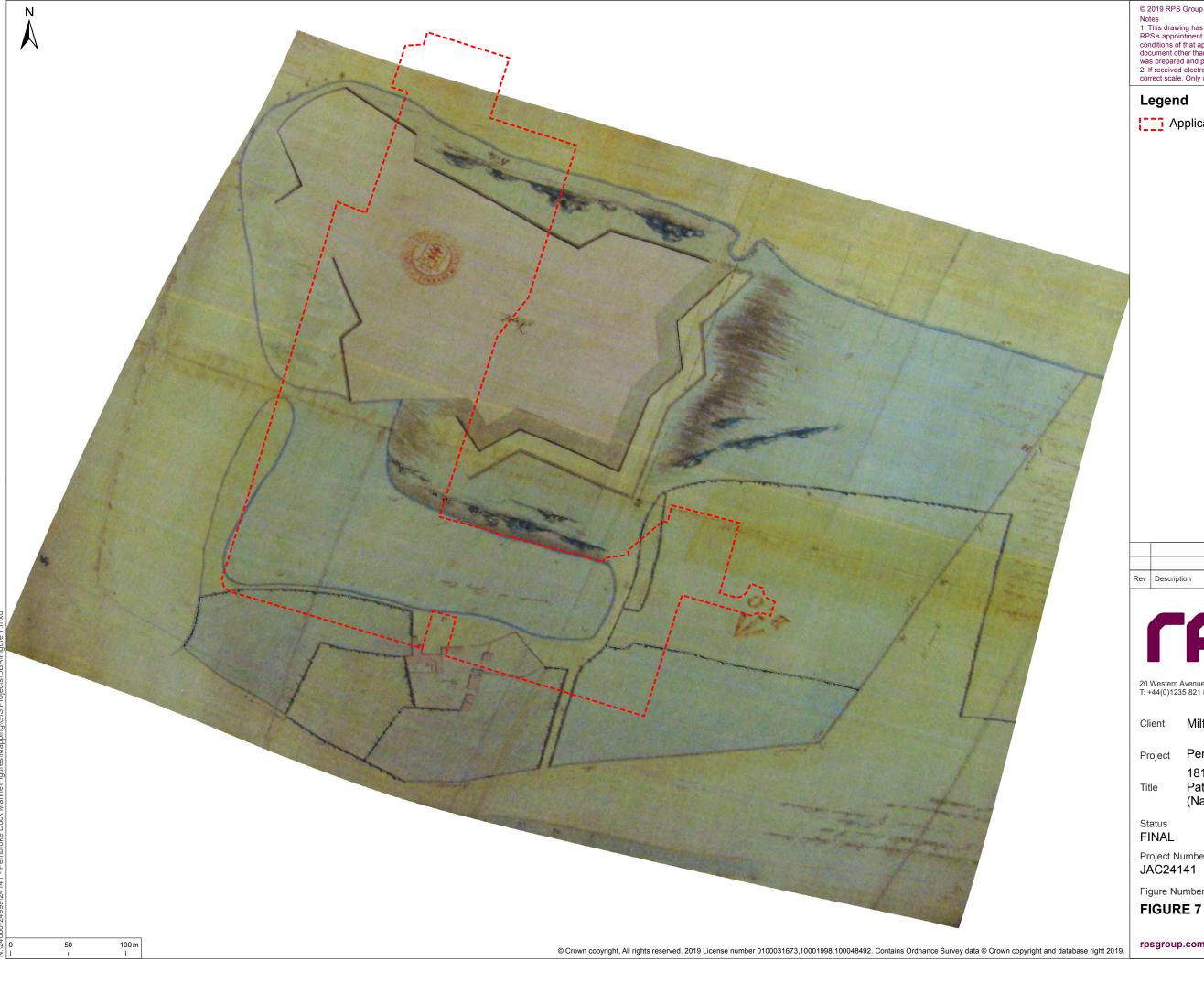
1815 plan showing fortifications in

(National Archives MPHH1/582-4)

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Project Pembroke Dock Marine

1810 plan of the Crown Lands at

Pater Fort

(National Archives MR1/1373)

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20 Western Avenue, Milton Park, Abingdon, Oxfordshire, OX14 4SH T: +44(0)1235 821 888 E: rpsox@rpsgroup.com

Milford Haven Port Authority

Pembroke Dock Marine

Fort George, Inverness

FINAL Project Number Drawn By PM/Checked By MR

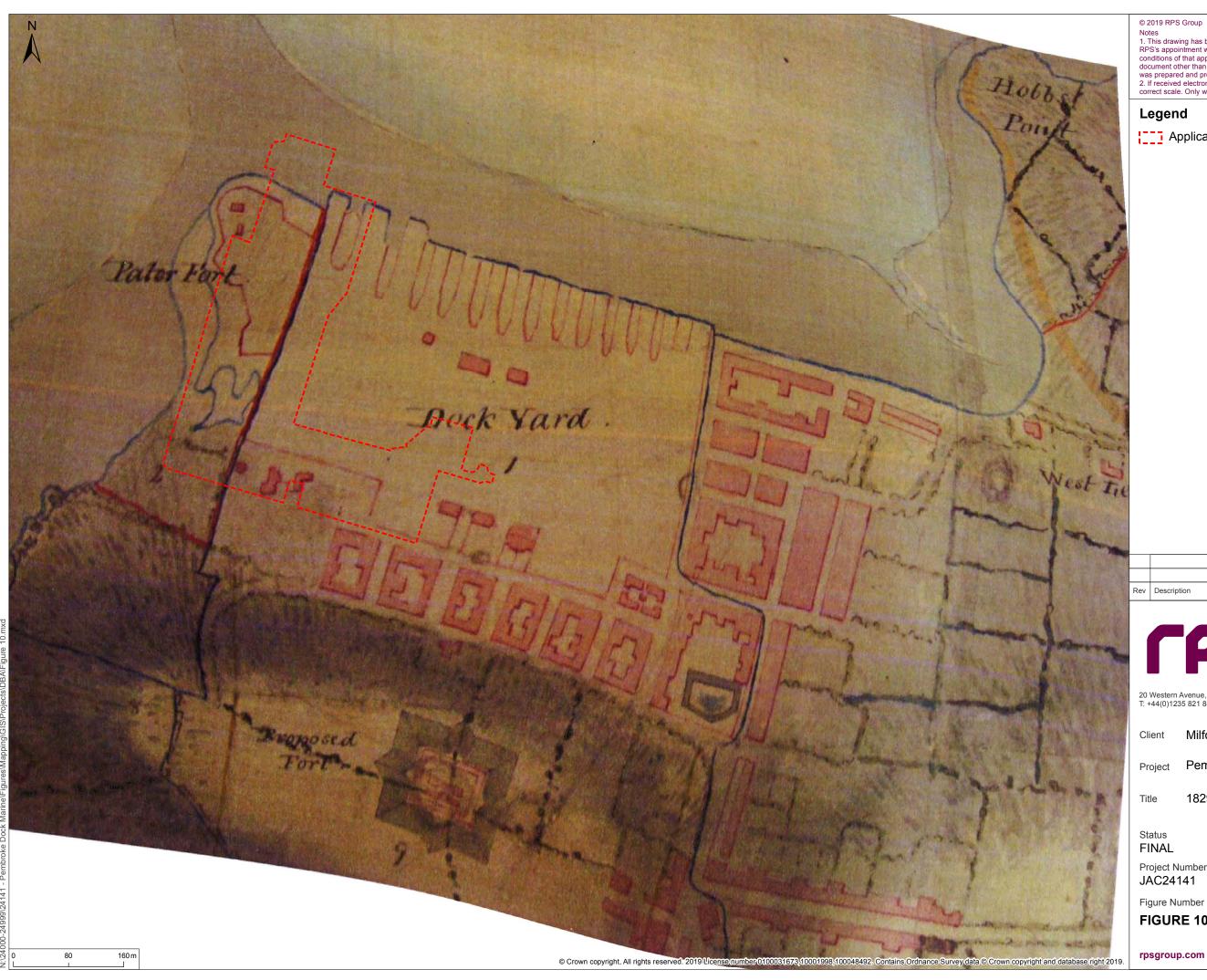
Scale @ A3

Date Created OCT 19

Figure Number

Rev





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Application Boundary

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Milford Haven Port Authority

Pembroke Dock Marine

1829 Plan

Project Number

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FIGURE 10



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Milford Haven Port Authority Client

Pembroke Dock Marine

Our National Defences, Dockyard, Title Pembroke

Status PM/Checked By Drawn By FINAL MR

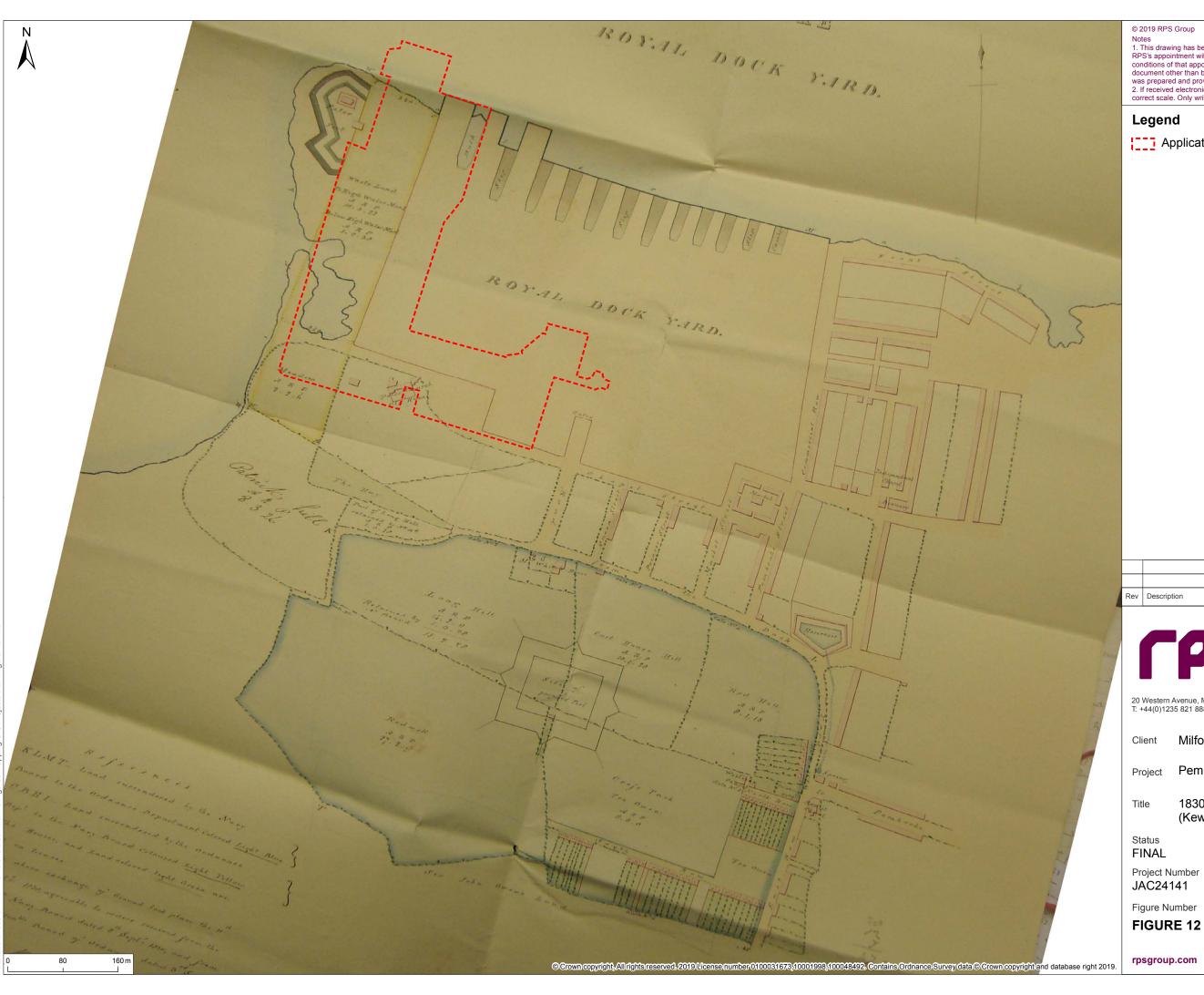
Project Number Scale @ A3 Date Created JAC24141

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FIGURE 11



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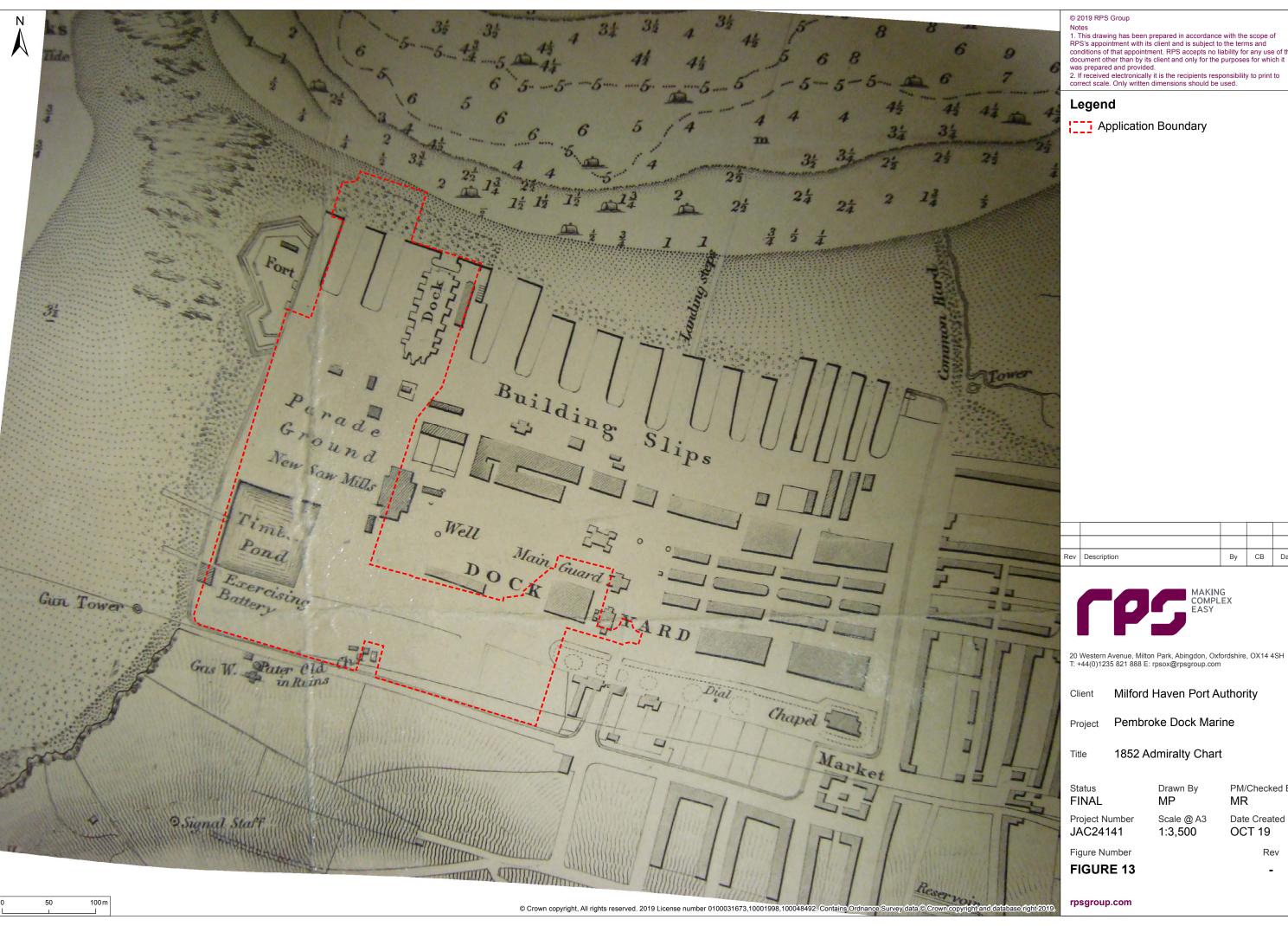
Milford Haven Port Authority

Pembroke Dock Marine

1830 map (Kew 18.8.08146)

Drawn By PM/Checked By MR

Scale @ A3 Date Created OCT 19 1:5,000



Notes

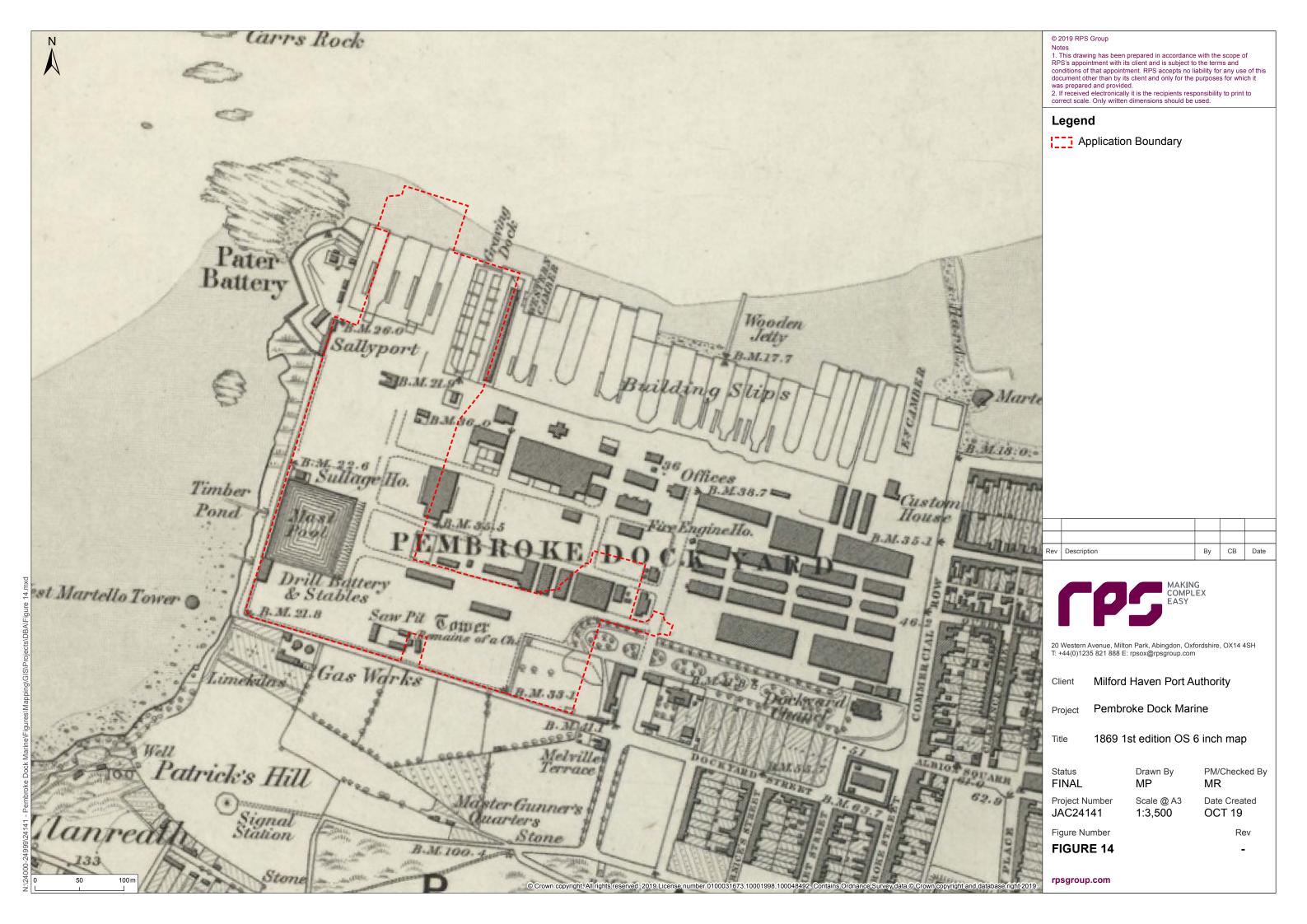
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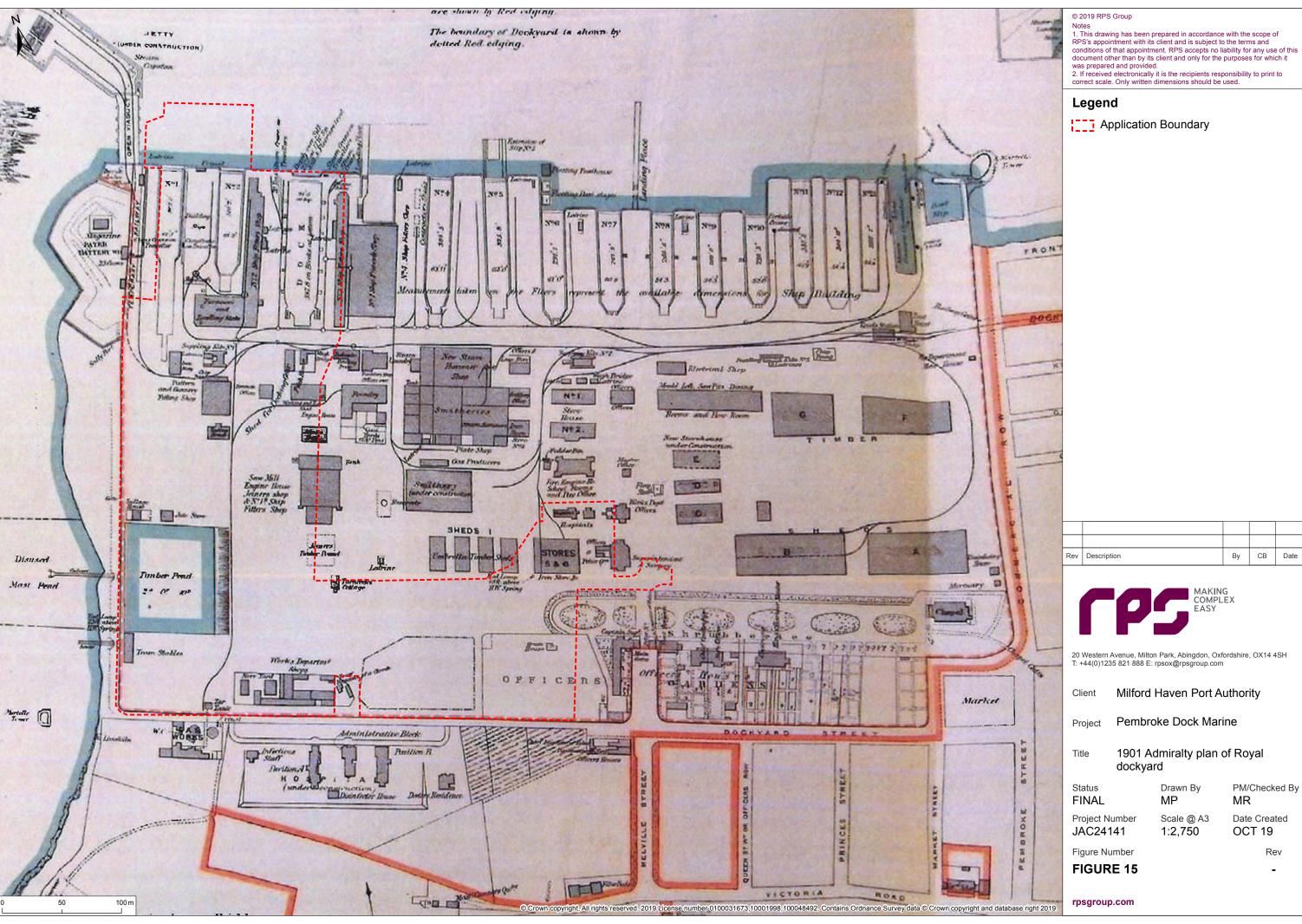
Rev	Description	Ву	СВ	Date



PM/Checked By MR

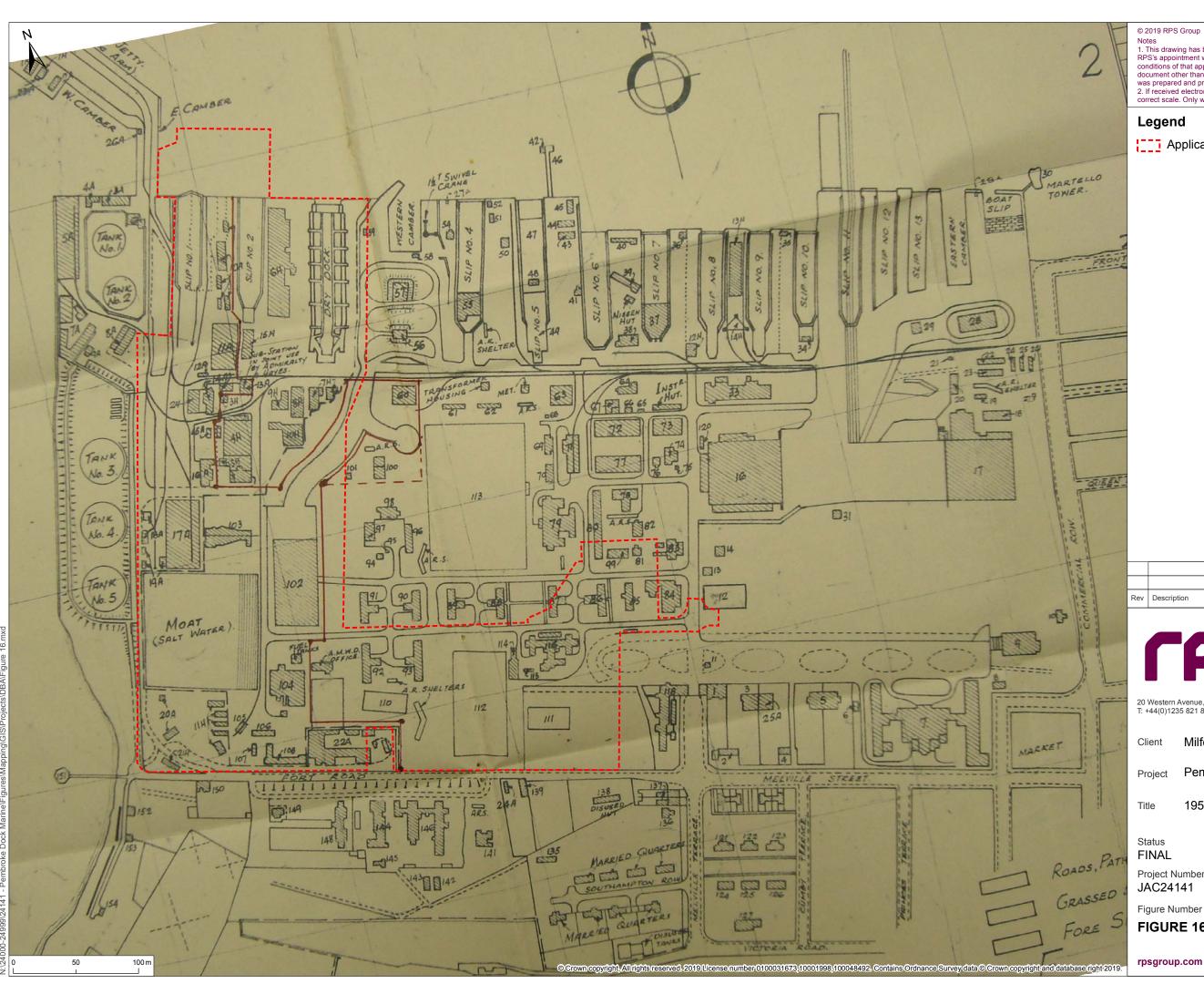
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Milford Haven Port Authority

Pembroke Dock Marine

1957 plan of the dockyard

FINAL Project Number JAC24141

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1:2,750

Date Created Scale @ A3 OCT 19 Rev

FIGURE 16