

# PLANNING STATEMENT

## Pembroke Dock Infrastructure Project

On behalf of Milford Haven Port Authority



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Planning Statement  
A  
February 2020

## REPORT

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## Contents

|          |                                                                                         |           |
|----------|-----------------------------------------------------------------------------------------|-----------|
| <b>1</b> | <b>INTRODUCTION .....</b>                                                               | <b>1</b>  |
| 1.2      | Background .....                                                                        | 1         |
| <b>2</b> | <b>POLICY CONTEXT .....</b>                                                             | <b>2</b>  |
| 2.1      | National Legislation, Policy and Guidance.....                                          | 2         |
|          | United Nations Framework Convention on Climate Change: The Paris Agreement (2015) ..... | 2         |
|          | Welsh Government Climate Emergency Declaration.....                                     | 2         |
|          | Well Being and Future Generations Act 2015.....                                         | 2         |
|          | The Milford Haven Conservancy Act 1958 .....                                            | 3         |
|          | Wales Spatial Plan Update 2008 .....                                                    | 3         |
|          | Consultation Draft National Development Framework 2020-2040 .....                       | 4         |
|          | Welsh National Marine Plan.....                                                         | 4         |
|          | Planning Policy Wales Edition 10 (December 2018) .....                                  | 5         |
|          | The Swansea Bay City Deal .....                                                         | 6         |
|          | Technical Advice Note 5: Nature Conservation and Planning .....                         | 6         |
|          | Technical Advice Note 23: Economic Development (October 2014).....                      | 7         |
|          | Technical Advice Note 24: The Historic Environment (May 2017) .....                     | 7         |
| 2.2      | Local Planning Policy .....                                                             | 8         |
|          | Pembrokeshire Local Development Plan (February 2013).....                               | 8         |
| 2.3      | Planning Policy Context Summary.....                                                    | 10        |
| <b>3</b> | <b>KEY PLANNING CONSIDERATIONS.....</b>                                                 | <b>12</b> |
| 3.2      | Economic development and employment.....                                                | 12        |
| 3.3      | Renewable energy and climate change.....                                                | 13        |
| 3.4      | Heritage.....                                                                           | 14        |
| 3.5      | Landscape and visual .....                                                              | 16        |
| 3.6      | Ecology.....                                                                            | 18        |
|          | Terrestrial .....                                                                       | 18        |
|          | Marine 18                                                                               |           |
|          | Ecology Policy Considerations.....                                                      | 20        |
| 3.7      | Transportation .....                                                                    | 20        |
| 3.8      | Amenity .....                                                                           | 21        |
|          | Noise and vibration .....                                                               | 21        |
|          | Air Quality.....                                                                        | 21        |
|          | Amenity Policy Considerations.....                                                      | 21        |
| <b>4</b> | <b>SUMMARY AND CONCLUSIONS .....</b>                                                    | <b>23</b> |

# 1 INTRODUCTION

- 1.1.1 This document has been prepared by RPS on behalf of Port of Milford Haven Authority (the applicant) regarding the proposed development at Pembroke Port, Pembroke Dock.
- 1.1.2 A detailed physical description of the existing site and the proposed development is provided within the accompanying Design and Access Statement (DAS) and Environmental Statement that this document should be read in conjunction with and is not, therefore, repeated here.

## 1.2 Background

- 1.2.1 In summary, the proposed development, Pembroke Dock Infrastructure, will facilitate the next generation of marine renewable energy technology and help to create a Marine Energy Engineering Centre of Excellence in the Swansea Bay City Region (SBCR), creating investment and jobs supported by the Swansea Bay City Deal (SBCD). It is one of the four main elements of the Pembroke Dock Marine (PDM) Project, a named project in the SBCD.
- 1.2.2 The proposed development is the outcome of lengthy period of consultation with Pembrokeshire County Council (PCC), Cadw and other stakeholders and consultees over the course of two years, focussing on the site's location within the historic dockyard at Pembroke Port.
- 1.2.3 While the historic fabric of the historic dockyard has been compromised to a significant degree by successive phases of development over the course of its existence, the outcome of the process of consultation has been that there will be no wholesale irreversible loss of any statutorily designated historic asset within the application site as a result of the proposed development. Simultaneously, it will also accommodate modern large-scale marine engineering and fabrication buildings, open assembly and transition areas and a multi-purpose slipway with access to deep water and nearby marine testing and commercial deployment areas that will be attractive to marine renewable energy device developers and the associated suite of supporting marine businesses.
- 1.2.4 The proposal will deliver a large number of high quality jobs and contribute to meeting current and future generations' energy needs while also addressing the challenge of climate change, contributing to Welsh and UK Governments' targets for decarbonising Wales' electricity generating systems by 2030 and achieving a 95% reduction in greenhouse gas emissions by 2050 and beyond.
- 1.2.5 The following section will review and summarise the legislative and policy context for the proposed development.
- 1.2.6 Section 3 will consider the key planning issues arising from the legislative and policy review and how the proposed development complies with the development plan and the key material considerations.
- 1.2.7 Section 4 provides an overall summary and conclusions.

## 2 POLICY CONTEXT

### 2.1 National Legislation, Policy and Guidance

#### United Nations Framework Convention on Climate Change: The Paris Agreement (2015)

- 2.1.1 The Paris Agreement aims to strengthen the global response to the threat of climate change by keeping a global temperature rise this century below 2 degrees Celsius above pre-industrial levels, and to pursue efforts to limit the temperature increase even further to 1.5 degrees Celsius.

#### Welsh Government Climate Emergency Declaration

- 2.1.2 On 29 April 2019 the Welsh Government declared a 'climate emergency', recognising:

"... it threatens our health, economy, infrastructure and our natural environment"

- 2.1.3 On 11 June 2019 the Welsh Government also accepted the Committee on Climate Change recommendation for a 95% reduction in greenhouse gas emissions and stated an ambition to go further to reach net-zero by 2050. The target is proposed to be introduced in legislation in 2020.

#### Well Being and Future Generations Act 2015

- 2.1.4 The Well-being of Future Generations (Wales) Act 2015 ('WBFGA 2015') places a duty on public bodies to place the principles of sustainability and sustainable development at the heart of its decision-making processes. The objectives of the WBFGA 2015 are set out as follows:

##### A Prosperous Wales

- Promoting resource-efficient and climate change resilient settlement patterns which minimise land take and urban sprawl, especially through the reuse of suitable previously developed land and buildings, wherever possible avoiding development on greenfield sites;
- Play an appropriate role to facilitate sustainable building standards;
- Play an appropriate role in securing the provision of infrastructure to form the physical basis for sustainable communities;
- Support initiative and innovation and avoid placing unnecessary burdens on enterprises so as to enhance the economic success of both urban and rural areas, helping businesses to maximise their competitiveness;

##### A Resilient Wales

- Contributing to the protection and improvement of the environment, so as to improve the quality of life, and protect local and global ecosystems;

##### A Healthier Wales

- Contribute to the protection and, where possible, the improvement of people's health and well-being as a core component of achieving the well-being goals and responding to climate change;

##### A More Equal Wales

- Promoting access to, inter alia, employment, shopping, education and community facilities and open and green space, maximising opportunities for community development and social welfare;

- Promote quality, lasting, environmentally-sound and flexible employment opportunities;
- Respect and encourage diversity in the local economy;

### **A Wales of Cohesive Communities**

- Locating development so as to minimise the demand for travel, especially by private car;
- Fostering improvement to transport facilities and services which maintain or improve accessibility to services and facilities, secure employment, economic and environmental objectives, and improve safety and amenity;
- Fostering social inclusion by ensuring that full advantage is taken of the opportunities to secure a more accessible environment for everyone that the development of land and buildings provides. This includes helping to ensure that the development is accessible by means other than the private car;

### **A Wales of Vibrant Culture and Thriving Welsh Language**

- Helping to ensure the conservation of the historic environment and cultural heritage;
- Positively contribute to the well-being of the Welsh language;

### **A Globally Responsive Wales**

- Support the need to tackle the causes of climate change by moving towards a low carbon economy.

## **The Milford Haven Conservancy Act 1958**

2.1.5 The Port of Milford Haven (or MHPA) is a Trust Port, a statutory entity brought into existence by The Milford Haven Conservancy Act 1958. There have been subsequent acts of Parliament to amend this original act, with the result that the following acts of Parliament essentially encompass the entire body of legislation and consolidate the various acts that constitute the Port in its present form:

- Milford Haven Conservancy Act 1983
- Milford Haven Port Authority Act 1986
- Milford Haven Port Authority Harbour Revision Order 2000
- Milford Haven Port Authority Act 2002
- Milford Haven Port Authority Harbour Revision Order 2012.

2.1.6 The obligation on the Port therefore is:

1. First and foremost, to comply with the MHPA Acts as a fundamental legal requirement; and
2. Operate so far as reasonably practicable and relevant to the particular circumstances of Milford Haven, in accordance with the guidance set out in "Ports Good Governance Guidance" (Department for Transport, March 2018).

## **Wales Spatial Plan Update 2008**

2.1.7 The Wales Spatial Plan identifies 'Pembrokeshire - The Haven', comprising the 'Haven Towns' of Haverfordwest (including Merlins Bridge), Milford Haven, Neyland, Pembroke and Pembroke Dock, as a strategic Hub that perform an important regional role and should be a focus for future investment.



### Consultation Draft National Development Framework 2020-2040

- 2.1.8 The National Development Framework (NDF), when published, will replace the Wales Spatial Plan and become part of the Development Plan for the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004. The draft version was issued on 7<sup>th</sup> August 2019 and was consulted upon until 15<sup>th</sup> November 2019.
- 2.1.9 Generally, the NDF recognises the importance of ports to the Welsh economy and it also recognises Wales' potential to become a world leader in renewable energy technology and Milford Haven is recognised as a Strategic Port in the Spatial Strategy on page 25.
- 2.1.10 The NDF splits Wales into three regions with Pembroke Dock being located within the Mid and West Wales Region. The Mid and West Wales Region is recognised as having significant renewable energy potential and the Haven Waterway has its own policy (Policy 25) within the NDF.
- 2.1.11 Policy 25 states that the Welsh Government supports continued operations and future development at the Haven Waterway and that Strategic and Local Development Plans should support its growth and seek to maximise the benefits it provides to the region and Wales, with Welsh Government confirming that it will work with operators, local authorities and investors to support and facilitate appropriate new development.
- 2.1.12 The supporting text to Policy 25 confirms that the Haven Waterway has a unique combination of a natural harbour, long established industries and the potential for new strategic development and that Development plans should recognise this and provide a framework for managing future growth.

### Welsh National Marine Plan

- 2.1.13 The Welsh National Marine Plan (WNMP) was published 12 November 2019. The WNMP introduces a framework to support sustainable decision-making for the marine environment and includes policies specific to the ports and renewables sectors.
- 2.1.14 The WNMP overlapping objectives with PPW in terms of the protection of biodiversity and enhancement of resilience of marine ecosystems and has also informed the production of the draft NDF.
- 2.1.15 The WNMP includes a goal to achieve or maintain Good Environmental Status (GES) in coastal and marine waters as required under the UK Marine Strategy. The plan also includes policies specific to the ports sector and to dredging and disposal of sediments and highlights the potential impacts that could occur in relation to ports.
- 2.1.16 The plan also highlights the potential opportunities for building in beneficial biodiversity features as part of project design and the need to consider mitigation where environmental impacts are predicted in order to ensure the risk of disturbance or damage to species or habitats is minimised.
- 2.1.17 In particular, of relevance to the proposed development, the WNMP includes the following policies:
- ECON\_01: Sustainable economic growth– encourages proposals for economically sustainable activities
  - SOC\_05: Historic assets – requires proposals to demonstrate how potential impacts on historic assets have been taken into consideration and seeks to avoid, minimise and/or mitigate impacts, or where impacts cannot be minimised requires justification for proceeding. The policy also encourages opportunities to enhance historic assets.
  - ELC\_01: Low carbon energy – strongly encourages proposals for all types of marine renewable energy generation (wind, tidal and wave energy) and associated infrastructure especially in defined renewable energy technology test and demonstration zones and resource areas.

- P&S\_01: Ports and Shipping – encourages proposals for ports, harbours and shipping activities in Strategic Resource Areas.
- P&S\_02: Ports and Shipping – encourages proposals that provide for the maintenance, repair, development and diversification of port and harbour facilities.

### Planning Policy Wales Edition 10 (December 2018)

- 2.1.18 Planning Policy Wales ('PPW') Edition 10 was completely revised in December 2018 to accord with the vision for Wales set out in the WBFGA 2015. PPW sets out 5 key planning principles aimed at 'achieving the right development in the right place' as follows:
- Growing our economy in a sustainable manner;
  - Making better use of resources;
  - Facilitating accessible and healthy environments;
  - Creating and sustaining communities; and
  - Maximising environmental protection and limiting environmental impact.
- 2.1.19 Paragraph 5.3.14 states functional and attractive ports, harbours, marinas and inland waterways, which meet current and future demand, make Wales an attractive location for businesses, visitors and freight transportation. Support and investment in these facilities unlocks potential to boost the economy both directly, from the greater use of the facilities, and indirectly through the opportunities that improved maritime transport infrastructure provide for other sectors (both nationally and internationally).
- 2.1.20 Paragraph 5.3.15 states the Welsh National Marine Plan (WNMP) provides a vision within which ports, harbours, marinas and inland waterways can plan their current and future operations, including options for expansion and diversification. Planning authorities must consider the land use implications of the WNMP.
- 2.1.21 Paragraph 5.3.16 states planning authorities should seek to promote the use of ports, harbours, marinas and inland waterways by the protection or provision of access to them and by the retention or provision of appropriate wharf, dock, harbour and rail transfer facilities to support economic activities in a way that minimises any adverse impacts on the environment. Planning authorities should also consider and, where appropriate, promote ports, and their surrounding area, for inter-modal freight interchanges and strategic employment sites.
- 2.1.22 Paragraph 5.4.1 defines economic development as development of land and buildings for activities that generate sustainable long-term prosperity, jobs and incomes.
- 2.1.23 Paragraph 5.4.2 states economic land uses include the traditional employment land uses (offices, research and development, industry and warehousing), as well as uses such as retail, tourism, and public services. It also states that the construction, energy, minerals, waste and telecommunications sectors are also essential to the economy.
- 2.1.24 Paragraph 5.4.4 states, wherever possible, planning authorities should encourage and support developments which generate economic prosperity and regeneration.
- 2.1.25 Paragraph 6.5.9 states development should not normally be proposed in coastal locations unless it needs to be on the coast. Where new development requires a coastal location, developed coastal areas will normally provide the best option, provided that issues associated with coastal change have been taken into account. Such issues include the risks of erosion, flooding, land instability, and the preferred approaches to address such risks, and impacts on biodiversity and ecological resilience.



- 2.1.26 Paragraph 6.5.10 states before permanent and long-term developments, including those of regional or national importance, can be granted permission it will be essential to demonstrate that a coastal location is required based on the characteristics of the coastline in question. Where development is considered to be justified it should be designed so as to be resilient to the effects of climate change over its lifetime and not result in unacceptable incremental increases in risk.
- 2.1.27 Paragraph 6.1.15 states that there is a strong presumption against the granting of planning permission for developments that damage the character or appearance of a conservation area or its setting to an unacceptable level but confirms that, in exceptional cases, the presumption may be overridden in favour of development considered desirable on public interest grounds.

### **The Swansea Bay City Deal**

- 2.1.28 The Swansea Bay City Deal is a £1.3bn investment in 11 major projects across the Swansea Bay City Region, which is made up of Carmarthenshire, Neath Port Talbot, Pembrokeshire and Swansea.
- 2.1.29 The City Deal is being funded, subject to the approval of project business cases, by the UK Government, the Welsh Government, the public sector and the private sector and over the next 15 years, it is intended to boost the regional economy by £1.8bn and generate almost 10,000 new, high-quality jobs.
- 2.1.30 City Deal projects are based on key themes of Economic Acceleration, Life Science and Well-being, Energy, and Smart Manufacturing. Each project will be supported by world class digital infrastructure and a skills and talent initiative that will give local people a pathway to access the jobs that will be created.
- 2.1.31 Pembroke Dock Marine is a named project within the City Deal. It will create a world class marine energy and engineering fabrication, test and deployment hub, delivering the support and infrastructure needed to further grow Wales' blue economy. The project expands upon the Swansea Bay City Region's established facilities and extensive skill base, ensuring maximum operational efficiency and increased innovation opportunities, which will help drive down marine energy production costs.
- 2.1.32 The proposed development, Pembroke Dock Infrastructure, is one of the four elements of the Pembroke Dock Marine project. In particular it will regenerate an area of Pembroke Port to create a dedicated site which will be used as a base by marine energy developers to progress their devices from an idea to a commercial product, allowing developers to test, manufacture and maintain offshore renewable energy devices via the Marine Energy Test Area (META) and the Pembrokeshire Demonstration Zone (PDZ).

### **Technical Advice Note 5: Nature Conservation and Planning**

- 2.1.33 Technical Advice Note (TAN) 5 (Welsh Assembly Government, 2009) provides advice about how the land use planning system should contribute to protecting and enhancing biodiversity and geological conservation. The TAN provides advice for local planning authorities on:
- The key principles of positive planning for nature conservation;
  - Nature conservation and Local Development Plans;
  - Nature conservation in development management procedures;
  - Development affecting protected internationally and nationally designated sites and habitats; and
  - Development affecting protected and priority habitats and species.

### Technical Advice Note 23: Economic Development (October 2014)

- 2.1.34 Technical Advice Note (TAN) 23 paragraph 1.1.1 states economic development can include any form of development that generates wealth, jobs and income. It is important that the planning system recognises the economic aspects of all development and that planning decisions are made in a sustainable way which balance social, environmental and economic considerations.
- 2.1.35 Paragraph 1.1.5 states economic land uses also include construction.
- 2.1.36 Paragraph 1.2.1 states the economic benefits associated with development may be geographically spread out far beyond the area where the development is located. Consequently, it is essential that the planning system recognises, and gives due weight to, the economic benefits associated with new development.
- 2.1.37 Paragraph 1.2.2 advises that planning for economic land uses should aim to provide the land that the market requires, unless there are good reasons to the contrary. Where markets work well, this will help maximise economic efficiency and growth.
- 2.1.38 Paragraph 1.2.5 states local planning authorities (LPAs) should recognise market signals and have regard to the need to guide economic development to the most appropriate locations, rather than prevent or discourage such development.
- 2.1.39 Paragraph 2.1.2 states economic development would cause environmental or social harm which cannot be fully mitigated, careful consideration of the economic benefits will be necessary.
- 2.1.40 Paragraph 2.1.5 states that where an LPA is considering a planning application that could cause harm to the environment or social cohesion the following three questions should be asked to help clarity and balance the economic, social and environmental issues:
3. Alternatives: if the land is not made available (the site is not allocated, or the application is refused), is it likely that the demand could be met on a site where development would cause less harm, and if so where?
  4. Jobs accommodated: how many direct jobs will be based at the site?
  5. Special merit: would the development make any special contribution to policy objectives?
- 2.1.41 Paragraph 2.1.13 advises that the planning system should support, in particular, the low-carbon economy, innovative business or technology clusters and social enterprises which are defined as businesses that are particularly important in providing opportunities for social groups disadvantaged in the labour market. Developments that will provide space for these categories of businesses count as making special policy contributions.

### Technical Advice Note 24: The Historic Environment (May 2017)

- 2.1.42 TAN 24 sets out conservation principles to assess the potential impacts of a development proposal on the significance of any historic asset(s) and to assist in the decision making where the historic environment is affected. The six principles are as follows:
1. Historic assets will be managed to sustain their values;
  2. Understanding the significance of historic assets is vital;
  3. The historic environment is a shared resource;
  4. Everyone will be able to participate in sustaining the historic environment;
  5. Decisions about change must be reasonable, transparent and consistent;
  6. Documenting and learning from decisions is essential.

- 2.1.43 Paragraph 1.12 encourages the use of these principles when considering development proposals and other works to historic assets. There are four heritage values which need to be understood before the significance of the asset can be assessed.
1. Evidential value;
  2. Historical value;
  3. Aesthetic value;
  4. Communal value.
- 2.1.44 An understanding of these values forms the basis of a statement of significance prepared as part of a heritage impact statement.
- 2.1.45 Paragraph 1.9 states that “*Changes in the historic environment are inevitable. This can be the result of decay caused by natural processes, damage caused by wear and tear of use, and the need to respond to social, cultural, economic and technological changes*” (paragraph 1.8). In a section regarding climate change, the TAN identifies that ‘*The public benefit of taking action to reduce carbon emissions, or to adapt to the impact of climate change, should be weighed against any harm to the significance of heritage assets*’.

## 2.2 Local Planning Policy

- 2.2.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that decisions made in under the planning acts should be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan in the case of this application is the Pembrokeshire Local Development Plan (LDP), adopted February 2013.

### Pembrokeshire Local Development Plan (February 2013)

- 2.2.2 The Pembrokeshire LDP Proposals Map identifies the application site as:
- Designated for Port and Energy Related Development (Policy SP 2); and
  - Within the settlement boundary of Pembroke Dock (Policy SP 13); and
  - Within a Conservation Area (Policy GN.38); and
  - Partly within a Hard Rock Resource area (Policy GN.22).
- 2.2.3 To the north east of the application site lies a designated Existing Mineral and Quarry Site (Policy GN.23) within the north-eastern perimeter of Pembroke Port. In addition, two Scheduled Ancient Monuments (‘SAMs’) are indicated near the southern and south-western boundary of the site (Policy GN.38) together with an area of Amenity Open Space (Policy GN.35) to the south east along Meyrick Owen Way. The Milford Haven Waterway, at approximately 250 m to the north of the quayside, is designated as a Special Area of Conservation (‘SAC’) (Policy GN.37).
- 2.2.4 Policy SP1 ‘Sustainable Development’ states all development proposals must demonstrate how positive economic, social and environmental impacts will be achieved and adverse impacts minimised.
- 2.2.5 Policy SP 2 ‘Port and Energy Related Development’ states development at the Port of Milford Haven, which includes Pembroke Port at Pembroke Dock, will be permitted for port related facilities and infrastructure, including energy related development.
- 2.2.6 Policy SP 13 ‘Settlement Boundaries’ states Settlement Boundaries define the areas within which development opportunities may be appropriate.

- 2.2.7 Policy GN.1 'General Development Policy' states development will be permitted where the following criteria are met:
1. The nature, location, siting and scale of the proposed development is compatible with the capacity and character of the site and the area within which it is located;
  2. It would not result in a significant detrimental impact on local amenity in terms of visual impact, loss of light or privacy, odours, smoke, fumes, dust, air quality or an increase in noise or vibration levels;
  3. It would not adversely affect landscape character, quality or diversity, including the special qualities of the Pembrokeshire Coast National Park and neighbouring authorities;
  4. It respects and protects the natural environment including protected habitats and species;
  5. It would take place in an accessible location, would incorporate sustainable transport and accessibility principles and would not result in a detrimental impact on highway safety or in traffic exceeding the capacity of the highway network;
  6. Necessary and appropriate service infrastructure, access and parking can be provided;
  7. It would not cause or result in unacceptable harm to health and safety;
  8. It would not have a significant adverse impact on water quality; and
  9. It would neither contribute to the coalescence of distinct settlements nor create or consolidate ribbon development.
- 2.2.8 Policy GN.2 'Sustainable Design' states 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 adaptable 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 adjoining streets and spaces; and
  7. It contributes to delivering well designed outdoor space with good linkages to adjoining streets, spaces and other green infrastructure.
- 2.2.9 GN.6 'Employment Proposals' states Class B1, B2 and B8 uses on unallocated land will be permitted on sites within Settlement Boundaries.
- 2.2.10 GN.9 'Extensions to Employment Sites' states proposals to diversify or intensify employment uses and/or extend them onto adjacent land will be permitted where the scale and nature of the original development together with the extension is compatible with its location.

- 2.2.11 GN.37 'Protection and Enhancement of Biodiversity' states all development should demonstrate a positive approach to maintaining and, wherever possible, enhancing biodiversity. Development that would disturb or otherwise harm protected species or their habitats, or the integrity of other habitats, sites or features of importance to wildlife and individual species, will only be permitted in exceptional circumstances where the effects are minimised or mitigated through careful design, work scheduling or other appropriate measures.
- 2.2.12 Policy GN.38 'Protection and Enhancement of the Historic Environment' states 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.

## 2.3 Planning Policy Context Summary

- 2.3.1 In summary, the development is supported in principle by development plan policies SP2 (Port and Energy Related Development), SP 13 (Settlement Boundaries), GN.6 (Employment Proposals) GN.9 (Extensions to Employment Sites) and material considerations PPW, TAN and The Paris Agreement, subject to consideration of the following development plan considerations:
1. The nature, location, siting and scale of the proposed development is compatible with the capacity and character of the site and the area within which it is located (Policy GN.1);
  2. It would not result in a significant detrimental impact on local amenity in terms of visual impact, loss of light or privacy, odours, smoke, fumes, dust, air quality or an increase in noise or vibration levels (Policy GN.1);
  3. It would not adversely affect landscape character, quality or diversity, including the special qualities of the Pembrokeshire Coast National Park and neighbouring authorities (Policy GN.1);
  4. It respects and protects the natural environment including protected habitats and species (Policy GN.1);
  5. It would take place in an accessible location, would incorporate sustainable transport and accessibility principles and would not result in a detrimental impact on highway safety or in traffic exceeding the capacity of the highway network (Policy GN.1);
  6. Necessary and appropriate service infrastructure, access and parking can be provided (Policy GN.1);
  7. It would not cause or result in unacceptable harm to health and safety (Policy GN.1);
  8. It would not have a significant adverse impact on water quality (Policy GN.1);
  9. It would neither contribute to the coalescence of distinct settlements nor create or consolidate ribbon development (Policy GN.1);
  10. It is of a good design which pays due regard to local distinctiveness and contributes positively to the local context;
  11. 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;
  12. 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;
  13. It achieves a flexible and adaptable design;
  14. It creates an inclusive and accessible environment for users that addresses community safety;

- 15. It provides a good quality, vibrant public realm that integrates well with adjoining streets and spaces and
- 16. It contributes to delivering well designed outdoor space with good linkages to adjoining streets, spaces and other green infrastructure.
- 17. Maintain and enhance biodiversity (GN.37);
- 18. Protect and enhance the character and integrity of the historic environment (GN.38).

2.3.2 Policy GN.2 'Sustainable Design' is addressed within the accompanying Design and Access Statement and so is not replicated here.



### 3 KEY PLANNING CONSIDERATIONS

3.1.1 Having regard to the previous section, the key planning issues the proposed development should address are as follows:

1. Economic development and employment;
2. Renewable energy and climate change;
3. Heritage;
4. Landscape and visual;
5. Ecology;
6. Transportation; and
7. Amenity.

3.1.2 The following sections consider these matters in more detail.

#### 3.2 Economic development and employment

3.2.1 The Wales Spatial Plan identifies the 'Haven Towns,' including Pembroke Dock, as a strategic hub that perform an important regional role and should be a focus for future investment. This high level policy support is also evident in the emerging NDF which recognises both the importance of ports to the Welsh economy and Wales' potential to become a world leader in renewable energy technology. In this regard Milford Haven is recognised in the NDF as a Strategic Port and the Haven Waterway has its own policy (Policy 25) that supports continued operations and future development at the Waterway to support its growth and maximise the benefits it provides to Wales.

3.2.2 It is recognised that the existing economy of Pembrokeshire, although part of the energy sector, is heavily reliant on oil and gas resources. The future, however, points towards the need for the energy sector to diversify towards renewable sources of energy and the proposed development providing an opportunity to exploit one such possible avenue of diversification.

3.2.3 As such, the area is also included in the SBCR with the proposed development specifically included as a project within the SBCD that will facilitate the next generation of marine renewable energy technology and thereby create investment and jobs.

3.2.4 In terms of its potential economic benefits, the socio-economic chapter of the accompanying Environmental Statement indicates that the proposed development will generate the following:

- 288–975 full time equivalent (FTE) jobs for Pembrokeshire;
- £10.1 million–£33.6 million in wages; and
- £16.7 million–£53.6 million in gross value added (GVA) annually.

3.2.5 The jobs created would represent approximately 0.6%–2.0% of total employment in Pembrokeshire and approximately 5%–16% of employment in the Energy, Manufacturing, Transport and Storage, and Professional, Scientific and Technical Activities sectors. This effect is considered to be of moderate/major beneficial significance and it is anticipated that it will be long term.

3.2.6 Similarly, the wages generated and the increase in GVA for the area is considered to represent moderate/major beneficial effects which, again are anticipated to be long term.

3.2.7 In this regard the proposed development accords with PPW10 and in particular the key planning principles therein that are aimed at '*achieving the right development in the right place*'. It will do this

by making Pembroke Port a more functional port that will meet future demands helping to make Wales an attractive location for associated businesses in accordance with Paragraphs 5.3.14 and 5.3.16 which support investment in such facilities in order to unlock the potential to boost the economy.

- 3.2.8 In this regard, PPW10 confirms that economic development is the development of land and buildings for activities that generate sustainable long-term prosperity, jobs and incomes (paragraph 5.4.1) and that, as well as traditional employment land uses, sectors such as energy are essential to the economy (paragraph 5.4.2). As such paragraph 5.4.4 states that, wherever possible, planning authorities should encourage and support developments which generate economic prosperity and regeneration.
- 3.2.9 TAN 23 reiterates that economic development can include any form of development that generates wealth, jobs and income (paragraph 1.1.1) and, in particular, that LPAs should have regard to the need to guide economic development to the most appropriate locations, rather than prevent or discourage such development (paragraph 1.2.5) and that the planning system should support the low-carbon economy and innovative business or technology clusters (paragraph 2.1.13).
- 3.2.10 It is clear, therefore, that the proposed development in economic terms is fully in accordance with national planning policy.
- 3.2.11 Similarly, regarding the WNMP, the proposed development would accord with a number of policies including: ECON\_01 which encourages sustainable economic growth; P&S\_01 which encourages proposals for ports, harbours and shipping activities in Strategic Resource Areas and P&S\_02 which encourages proposals that provide for the maintenance, repair, development and diversification of port and harbour facilities.
- 3.2.12 In terms of the extant Development Plan, the proposed development is also supported by policy SP2 which seeks to permit development at the Port of Milford Haven, including Pembroke Port at Pembroke Dock, for port related facilities and infrastructure, including energy related development, as well as, more generally, by policy GN.6 which seeks to permit employment proposals within settlement boundaries and policy GN.9 which seeks to permit proposals to diversify or intensify employment uses.
- 3.2.13 The proposed development therefore accords fully with national, regional and local policy in terms of economic development and employment.

### **3.3 Renewable energy and climate change**

- 3.3.1 There is a strong legislative and policy context aimed at responding to climate change with one of the key solutions being increased use of renewable energy.
- 3.3.2 In this regard, Pembrokeshire has the highest concentration of wave resource in Wales. This equates to an indicative capacity of up to 5.6 GW which provides a significant opportunity for development of the industry. It also has excellent wind resources in deep water offshore locations as well as an abundant tidal range resource.
- 3.3.3 This context is set by the Paris Agreement and, in Wales, the Welsh Government has declared a 'climate emergency' and has accepted the Committee on Climate Change recommendation for a 95% reduction in greenhouse gas emissions and its ambition to attain carbon net-zero by 2050, with these targets proposed to be incorporated in legislation this year.
- 3.3.4 The WBFGA 2015 also places a duty on public bodies to place the principles of sustainability and sustainable development at the heart of decision-making processes and includes, under the objective of 'A Globally Responsive Wales' support to tackle the causes of climate change by moving towards a low carbon economy. The objectives of the WBFGA are embedded in PPW10 and in particular in its key planning principles which include 'growing our economy in a sustainable manner' and 'making better use of resources'.

- 3.3.5 The context is informing the emerging NDF and of specific relevance to the proposed development, the NDF recognises the importance of ports to the Welsh economy and Wales' potential to become a world leader in renewable energy technology, with Milford Haven recognised as a Strategic Port and the Mid and West Wales Region recognised as having significant renewable energy potential. It is within this context that, as mentioned above, the Haven Waterway has its own policy (Policy 25) within the NDF, the supporting text of which confirms that the Haven Waterway has a unique combination of a natural harbour, long established industries and the potential for new strategic development that development plans should recognise.
- 3.3.6 A similar policy context, supportive of to the proposed development, is included in the WNMP via policy ECON\_01 which encourages proposals for economically sustainable activities, policy ELC\_01 which strongly encourages proposals for all types of marine renewable energy generation (wind, tidal and wave energy) and associated infrastructure, especially in defined renewable energy technology test and demonstration zones and resource areas and policy P&S\_02 that encourages proposals that provide for the maintenance, repair, development and diversification of port and harbour facilities.
- 3.3.7 Whilst the extant Development Plan pre-dates much of the above, the proposed development is, as mentioned above, also supported by policy SP2 which seeks to permit development at the Port of Milford Haven, including Pembroke Port at Pembroke Dock, for port related facilities and infrastructure, including energy related development.
- 3.3.8 The proposed development accords fully with national, regional and local policy in terms of renewable energy and climate change.

### 3.4 Heritage

- 3.4.1 The application site is located within the Milford Haven Waterway Landscape of Outstanding Historic Interest (LOHI) and within the Pembroke Dock Conservation Area.
- 3.4.2 The Royal Dockyard (HM Pembroke Dockyard) was established as a naval dockyard from around 1812 and was used for shipbuilding until 1926 covering the period from wooden ships under sail, to wooden steamships, ironclads and then full steel vessels, with the dockyard adapting to all these changes in technology. Following the closure of most of the dockyard in 1926, it was reused and redeveloped from 1931 by the Royal Air Force (RAF) as a base for flying boats. The RAF left in 1959 since when the dockyard has evolved to accommodate new users and tenants.
- 3.4.3 This necessary evolution has seen the introduction of the Irish Ferries service operating between Pembroke Dock and Rosslare in the central area of the Port. The eastern, Gate 1, area of the Port contains a multi-purpose quay and cargo handling facility serving regular cargo trades including animal feed stuffs, refuse derived fuel, aggregates and intermittent project cargos/heavy lifts and the western, Gate 4, area activities centre around vessel repair, light engineering industry and the provision of service boats such as harbour tugs, line boats, range boats.
- 3.4.4 Several listed buildings are present within the site, including the Grade II\* listed Graving Dock, two Grade II listed shipbuilding slips, the Grade II listed Timber Pond and the Grade II listed former foremen's office. The dockyard walls which form the southern and much of the western boundary of the proposal site are also listed at Grade II.
- 3.4.5 Other historic assets are present within the dockyard but outside of the application site, including a medieval tower, Georgian and Victorian officers' accommodation and office buildings and a chapel, and two large hangars built for the maintenance and repair of flying boats. Outside the dockyard are other historic assets including two gun platforms (Martello towers) to the north-east and south-west of the dockyard, a substantial mid 19-th century defensible barracks further to the south, and two pre-Second World War bomb stores to the south-west.
- 3.4.6 The assessed likely impacts and effects on aspects of the historic environment are presented in the Historic Environment chapter of the Environmental Statement. Significant adverse effects during construction have been identified with regard to the following historic assets:

- The Grade II\* listed Graving Dock (infilled and partially built over);
- The Grade II listed Timber Pond (infilled and built over);
- The Grade II listed Building Slips No. 1 and 2 (partially removed);
- Five non-designated Admiralty buildings of c. 1861 - 1926 date (dismantled);
- Three non-designated Air Ministry buildings of c. 1926-1945 date (dismantled);
- Eleven non-designated Admiralty buildings of c. 1926 - 1945 (dismantled);
- The non-designated 'paddock wall' (partially dismantled); and
- The Grade II\* listed Dockyard Walls (changes within setting).

- 3.4.7 Whilst such effects can be considered to be significant in environmental terms, importantly, the proposal does not result in the whole demolition or loss of any statutorily designated asset and the majority of the effects are reversible.
- 3.4.8 All other effects regarding historic assets, including the Pembroke Dock Conservation Area, are not be significant in environmental terms.
- 3.4.9 A detailed assessment of the effect of the proposed development on the Milford Haven Waterway LOHI confirms that the overall significance would be Moderate, on a six-part scale of: Very Slight; Slight; Moderate; Considerable; Severe; Very Severe.
- 3.4.10 In recognition of the historic sensitivity of the site and its immediate surroundings, the potential to retain and reuse historic assets has been considered at length over several years by MHPA and the potential effects have been discussed and mitigated as far as possible in consultation with Cadw and PCC over the past two years. As a result of this process of consultation with the statutory authorities' various design options have been reviewed and discussed and various measures have been incorporated into the design of the proposed development in order to avoid or reduce any adverse impacts and effects.
- 3.4.11 Revisions were made to the layout of the proposed development such that the Grade II listed former foremen's office, which is currently in poor condition, could be retained. This building will now be conserved and restored to use as part of the proposed development and existing unsightly modern structures currently in the vicinity of the building will be removed, which will allow the building to be appreciated more widely.
- 3.4.12 Although the Grade II\* listed Graving Dock will be carefully infilled and a new building constructed partially over it, the design of the works has evolved such that it now allows for the retention of the dock entrance as a visible feature. It will also allow for the relocation of existing bollards and capstans. The caisson, which formerly sealed the dock when necessary, is currently in a location where it continues to deteriorate. However, following some initial survey work undertaken by MHPA during the evolution of the proposed development, it is now proposed to carefully remove it from its current location so that it can be conserved and placed on display close to the Graving Dock entrance where it will be seen in the context of its original use and to allow future maintenance to be undertaken. In addition, ultimately, due to the careful infill proposed the works to the Graving Dock would be reversible.
- 3.4.13 Grade II listed Timber Pond will also be carefully infilled with a new building constructed partially over it. The current perimeter of the Pond will be de-lined where possible in the proposed development and, ultimately, due to the careful infill proposed the works to the Pond would be reversible.

- 3.4.14 The works to the Grade II listed Slips No. 1 and 2 will involve the removal of the innermost slipway flank walls but will include underpinning and retention of the outermost flank walls. The outermost walls will therefore remain visible in part.
- 3.4.15 Indicative designs for the two largest of the three new buildings have been prepared, showing how these could reflect the heritage of the dockyard by referencing the design of the former large shipbuilding sheds (slipway covers) which once extended along most of the northern edge of the dockyard, as well as referencing the design of the existing listed Sunderland hangars in the eastern part of the dockyard.
- 3.4.16 A proposed programme of historic building recording would further help to offset the effects of the proposed development on the historic assets. The results of this work could be utilised within a digital history of the dockyard appreciated through virtual or augmented reality technology and would have the potential to allow a wider audience to appreciate the dockyard's history.
- 3.4.17 In terms of planning legislation and policy, the WBFGA 2015 includes, under the objective of 'A Wales of Vibrant Culture and Thriving Welsh Language', helping to ensure the conservation of the historic environment and cultural heritage. The objectives of the WBFGA are embedded in PPW10 and in particular in its key planning principles which include 'growing our economy in a sustainable manner' and 'making better use of resources' and whilst there is a presumption against the granting of planning permission for developments that damage the character or appearance of a conservation area or its setting to an unacceptable level it confirms that, in exceptional cases, the presumption may be overridden in favour of development considered desirable on public interest grounds (paragraph 6.1.15).
- 3.4.18 The WNMP via policy SOC\_05 requires proposals to demonstrate how potential impacts on historic assets have been taken into consideration and seeks to avoid, minimise and/or mitigate impacts, or where impacts cannot be minimised requires justification for proceeding. The policy also encourages opportunities to enhance historic assets.
- 3.4.19 More detailed guidance in TAN 24 sets out conservation principles to assess the potential impacts of a development proposal that seek to ensure, amongst other things, that historic assets will be managed to sustain their values; their significance is understood; the historic environment is a shared resource; everyone will be able to participate in sustaining the historic environment and decisions about change must be reasonable. The TAN, however, confirms that changes in the historic environment are inevitable and that this can be the result of decay caused by natural processes, damage caused by wear and tear and the need to respond to social, cultural, economic and technological changes. It also recognises that the public benefit of taking action to reduce carbon emissions, or to adapt to the impact of climate change, should be weighed against any harm to the significance of heritage assets.
- 3.4.20 In terms of the Development Plan, Policy GN.38 seeks to protect the historic environment only permitting development that would protect or enhance their character and integrity.
- 3.4.21 As stated above, the Historic Environment chapter of the Environmental Statement confirms that the proposed development would not have a significant effect on the Pembroke Dock Conservation Area and whilst some significant effects are anticipated on existing heritage assets, much has been done via the evolution of the design in order to minimise these and provide appropriate mitigation. Indeed, some of the proposed mitigation will ensure that currently deteriorating and isolated assets are conserved, refurbished and made available to be appreciated more widely. In addition, the majority of the effects on assets will, ultimately, be reversible. As such, it is considered that the proposed development accords with national and local planning policy in relation to heritage, especially when the wider public benefits associated with the development, including its contribution to reducing carbon emissions and adapting to the impact of climate change, are taken into consideration.

## 3.5 Landscape and visual

- 3.5.1 The Landscape and Visual chapter of the Environmental Statement confirms that the Milford Haven Waterway is an integral part of Britain's oil and gas industry and one of the busiest ports in the UK that can be described as an intensely used urban waterway scattered with commercial shipping,



commercial and fishing boats and marker buoys. Port operational activities are dominant in the Waterway, including ferries, tugs, service and pilot vessels, large jetty and slipway structures are common and many views are dominated by tall oil refinery structures, gas and chemical storage tanks and the power station, some of which are elevated on the cliffs above the Waterway.

- 3.5.2 The application site lies approximately 3.1 km from the nearest boundary of Pembrokeshire Coast National Park and there is no inter-visibility. There are no statutory landscape designations associated directly with the application site, although it lies within the Milford Haven Waterway Registered LOHI and the Pembroke Dock Historic Landscape Character Area. LANDMAP classifies the application site as 'urban'.
- 3.5.3 The design of the proposed development has evolved via an interactive process within the design team and in conjunction with PCC and Cadw. As such, the design and location of the proposed buildings has been refined in order to reduce any likely landscape and visual effects.
- 3.5.4 In this regard, the chapter confirms that the primary landscape qualities of the relevant aspect areas would be maintained and respected due to the site's land use remaining as a functional port and the proposed development fitting in with the existing urban pattern.
- 3.5.5 In terms of landscape, the effect on the relevant designations and the effects for users of the Wales Coastal Path and recreational users of the Waterway are considered to be significant in environmental terms.
- 3.5.6 In terms of the viewpoints assessed, fifteen of the sixteen viewpoints are considered to be likely to experience effects that are considered significant in environmental terms, with the likely effect on one viewpoint not being significant in environmental terms.
- 3.5.7 MHPA has recognised during scheme development that, in particular, buildings A and B are large and it is because of this that they sought to evolve the design via the interactive process set out above. The fundamental requirement, however, is that buildings of this size are integral to the success of the proposed development and the wider Pembroke Dock Marine (PDM) Project as envisaged by the SBCD. As well as being required to support the manufacture of large scale marine renewable energy devices, PDM will give rise to the need for additional tugs and other work boats (such as offshore maintenance vessels) in the Milford Haven Waterway. These would require routine maintenance and fabrication on dry land within a high bay facilities, which do not exist along the Waterway currently.
- 3.5.8 The design evolution included the design team examining several envelope options that delivered buildings of the required size but incorporated design measures to reduce their mass and scale so as to visually diminish the effect they would have and reference some of the former and existing buildings in the dockyard with historic value.
- 3.5.9 The resulting design concept for buildings A and B draws references the former large shipbuilding sheds, or slipway covers, that were located over the original slipways. The structures had curved, mansard roofs and a scatter of roof lights to provide the maximum quantity of natural light technically available at that time which contributed to their distinctive appearance. It is these elements that have been used as a concept for the proposed buildings including panelisation of the side walls using a scatter pattern of blue translucent panels and contrast colour of pewter. At night the structures will provide a filigree of light from the translucent panels that will visually diminish the mass.
- 3.5.10 In terms of the Development Plan, the General Development Policy, GN.1, requires development to be compatible with the capacity and character of the site and the area within which it is located and not to result in a significant detrimental impact in terms of visual impact, nor to adversely affect landscape character, quality or diversity.
- 3.5.11 In this regard, it must be acknowledged that delivery of the proposed development, as with any type of development, will give rise to change in the visual character of the application site itself and to the views of people viewing the site. However, in the context of the local area where large scale, prominent port buildings and other significant energy-related infrastructure are common the



proposed development is not considered to be significantly detrimental and does not, therefore conflict with planning policy.

### 3.6 Ecology

- 3.6.1 The application site is located adjacent to the Pembrokeshire Marine SAC and Milford Haven Waterway SSSI and, accordingly, the accompanying Environmental Statement covers both terrestrial and marine ecology.
- 3.6.2 Potential impacts on the SAC during construction of the proposed development are considered in detail in the Report to Inform Appropriate Assessment (RIAA) which has been prepared in accordance with the Habitat Regulations Assessment (HRA) process. This concludes that the proposed development would not have an adverse effect on the integrity of any qualifying features of the SAC.

#### Terrestrial

- 3.6.3 With regard to terrestrial ecology, the Environmental Statement confirms that much of the site comprises buildings, concrete or asphalt hardstanding or compacted stone surfaced ground. There are, however, some localised areas of scrub, grassland, woodland, individual trees and ruderal habitats within the site and a small number of areas of revegetating, previously disturbed ground are considered to qualify as Open Mosaic Habitat (OMH) which is a habitat of conservation importance in Wales. The most species-rich of these areas is located adjacent to the Graving Dock.
- 3.6.4 There is only one bat roost, of up to two common pipistrelles, within a building in the application site although there are three roosts in buildings outside the site, all of which are used by individual or very small numbers of bats. The southern boundary of the site and adjacent streets serve as potential bat flight lines providing connectivity between the site and the wider area.
- 3.6.5 In terms of other species, an otter footprint was recorded in intertidal mud below the dock in 2015 indicating occasional activity in this area and the site is within the territory of a badger social group (a single outlier sett within the site was closed under licence in 2018). The site has negligible value for birds.
- 3.6.6 The proposed development will result in the permanent loss of the vegetated habitats within the site with the exception of some mature trees and a narrow strip of scrub, trees and ruderals/grassland on the southern boundary. A linear area of green space along the southern boundary is included in the proposed masterplan that is intended to incorporate many of the retained trees and plants and topsoil translocated from the OMH area at the Graving Dock. The green space will be subject to low intensity management. The effect of the proposed development on habitats is not considered to be significant in environmental terms.
- 3.6.7 Whilst the building containing a bat roost will be demolished, this work will be carried out under a licence issued by NRW. The licence method statement will specify the details of exclusion or soft demolition, as appropriate, to avoid harming bats and, if deemed necessary by NRW, will detail the provision of a replacement roost in advance of demolition. Artificial lighting during construction and operation will be designed to avoid light spill onto the off-site buildings containing bat roosts and onto the potential bat flight lines to the south of the site. The linear green space mentioned above will also form a dark corridor to maintain and enhance the function of the southern boundary as a bat flight line and the retained trees and native shrub planting within that space will further enhance the value of the feature for bats.
- 3.6.8 Having regard to the above, in terms of effects on species, including bats, otter, badger and birds, the proposed development is not considered to result in anything significant in environmental terms.

#### Marine

- 3.6.9 The marine ecology chapter of the Environmental Statement has noted that the area of the proposed slipway Graving Dock that is proposed to be dredged contains some low levels of sediment

contamination. These have been considered in the assessment of potential effects on the Milford Haven Waterway (MHW).

- 3.6.10 Several mitigation measures have been considered as part of the proposed development that will reduce potential environmental effects on the MHW. These include the following:
- A Construction Environmental Management Plan (CEMP);
  - An Environmental Management Plan (EMP);
  - An Invasive and Non-Native Species (INNS) Management Plan;
  - Installation of a cofferdam at the entrance to the Graving Dock;
  - Use of backhoe dredge to undertake dredging activities;
  - Piling activities undertaken in daylight hours only; and
  - Soft start procedure to be implemented prior to commencement of piling activity.
- 3.6.11 Taking the above measures into account, some permanent and temporary loss of, or disturbance to seabed habitat as a result of construction works is expected within the proposed development area. However, due to the low abundance and the diversity of benthic and shellfish communities, this activity is not expected to have a significant effect.
- 3.6.12 Similarly, increased suspended sediment in the water column as a result of construction is unlikely to affect benthic habitats, fish and marine mammal species due to the localised extent of sediment plumes that will be generated by the activities and the short duration of works. Contaminant release from sediments during dredging is also unlikely due to the low volume of sediment and low levels of contaminants within sediments.
- 3.6.13 Whilst noise impacts associated with the installation of sheet piling have the potential to cause injury and disturbance to marine mammals and fish species, the densities of animals within the zone of influence are so small that populations are unlikely to be affected. Injury to marine mammals would not occur other than for harbour porpoise which would require individual animals to remain within a few metres of the noise source for a substantial length of time, and as such injury to individuals is not predicted.
- 3.6.14 Noise from underwater piling will be insufficient to cause death in any fish species and no injury would be caused to fish from the piling activity as they would be expected to move away from the noise source. Disturbance to marine mammals is predicted to occur out to 2.8 km for impact piling, 4 km for vibropiling and 1.6 km for dredging activities. For fish behavioural effects including startle responses, strong avoidance behaviour, changes in swimming or schooling behaviour or changes of position in the water column from impact piling could be observed within 850 m. For vessel movements and dredging, disturbance ranges of 19 m and 5 m are predicted respectively. The soft start procedure to be implemented prior to commencement of piling activity listed above will help to mitigate any disturbance predicted.
- 3.6.15 Increased collision risk to marine mammals as a result of vessel movement during the construction phase is expected to be low, primarily as the increase in number of vessels from the existing operational levels of the port is only marginal, and vessel speed will be low.
- 3.6.16 It is possible that an accidental loss of diesel from vessels involved in the PDI, could impact negatively on marine biodiversity receptor through toxicological effects or through smothering by oil. However, marine mammals and fish species are highly mobile and are able to detect these pollutants and as a result are expected to avoid areas where pollution has occurred. Immobile species that live on the seabed are more vulnerable to accidental pollution, however the likelihood of a large spill occurring is extremely low, because the risk will be managed by a CEMP and by MHPA's oil spill response procedures during the operational phase.

- 3.6.17 Overall, therefore, effects on marine ecology are not considered to be significant in environmental terms.

### Ecology Policy Considerations

- 3.6.18 National planning advice on ecology is contained in TAN 5, which sets out how the land use planning system should contribute to protecting and enhancing biodiversity and geological conservation and whilst the TAN was produced in 2009, similar guidance is included in PPW10 with one of the key planning principles being 'maximising environmental protection and limiting environmental impact'.
- 3.6.19 The Development Plan recognises the adjacent SAC and SSSI designations and contains a General Development Policy, GN.1, that requires development to respect and protect the natural environment including protected habitats and species. It also contains a more specific policy related to the protection and enhancement of biodiversity, GN.37. This requires that all development should demonstrate a positive approach to maintaining and, wherever possible, enhancing biodiversity and that development that would disturb or otherwise harm protected species or their habitats, or the integrity of other habitats, sites or features of importance to wildlife and individual species, will only be permitted in exceptional circumstances where the effects are minimised or mitigated through careful design, work scheduling or other appropriate measures.
- 3.6.20 In this regard, and especially with the mitigation measures set out above, the proposed development accords with both national and local planning policy in respect of ecology.

## 3.7 Transportation

- 3.7.1 There is good vehicular access to Pembroke Port and existing pedestrianised footpaths located to the south of the dockyard provide good access from the site to local amenities and public transport connections.
- 3.7.2 In terms of public transport, there are bus stops located along Meyrick Owen Way which provide regular connections to surrounding areas throughout the day and Pembroke Dock train station is located approximately 10 minutes' walk from the Port.
- 3.7.3 The Transportation chapter of the Environmental Statement confirms that whilst the construction phase of the proposed development will generate traffic associated with the transportation of construction plant and materials to and from the site and construction workers, the traffic associated with construction will be lower than the predicted trip generation associated with the operational phase of the proposed development. Notwithstanding this, a Construction Traffic Management Plan (CTMP) will be prepared and implemented prior to the commencement of any works on site in order to ensure that any effects are minimised and mitigated.
- 3.7.4 In terms of the potential environmental effects required to be considered; which include severance, driver delay, pedestrian amenity and delay, fear and intimidation, and accidents and safety, all effects are considered to be either minor or negligible and not significant in environmental terms.
- 3.7.5 Again, however, notwithstanding this, some mitigation is proposed in order to ensure effects are minimised in the form of a Travel Plan (TP). This will be designed to encourage staff to use more sustainable modes of travel and reduce their reliance on the private car. The TP will seek to achieve this through measures such as a dedicated car-sharing scheme, with priority parking for high occupancy vehicles, provision of showers, lockers and drying facilities and the use of a company intranet site displaying relevant travel information, public transport routes/timetables, cycle routes and infrastructure, location of cycle parking spaces on-site as well as the location of the showers, lockers and drying rooms.
- 3.7.6 Given the above it is considered that the proposed development would help to deliver the WBFGA objective relating to 'A Wales of Cohesive Communities' which includes seeking to minimise the demand for travel, especially by private car and would also accord with the General Development Policy, GN.1, of the Development Plan by providing development in an accessible location that incorporates sustainable transport and accessibility principles and that would not result in a detrimental impact on highway safety or in traffic exceeding the capacity of the highway network.

### 3.8 Amenity

- 3.8.1 In general, the redevelopment of some of the land within the walled boundaries of the long-established Pembroke Port for port-related activities, as proposed, would not be likely to have significant effects on the amenity of nearby occupiers. Notwithstanding this, the accompanying Environmental Statement covers some matters relating to amenity such as noise and vibration and air quality.

#### Noise and vibration

- 3.8.2 It is considered that potential noise and vibration effects could result from the temporary construction of the proposed development and from plant and activities on site whilst the development is operational.
- 3.8.3 The existing main sources of noise in the surrounding area are from the established activities within the Port, as well as some sounds from vessels on MHW and natural sources.
- 3.8.4 Construction work is likely to involve noise generating plant such as excavators, dump trucks, telehandlers, mobile cranes, delivery lorries, concrete breakers, concrete mixers and pumps, concrete rollers and vibrations, a concrete batching plant and concrete crushing plant. Piling may be required for building foundations and therefore vibration effects may also occur.
- 3.8.5 There are residential properties and two hospitals relatively close to the site, within 100 m. Therefore, without mitigation, there is potential for noise disturbance and, albeit less likely, vibration disturbance as a result of construction activities. Noise and vibration would, however, be controlled by the CEMP to ensure this is minimised.
- 3.8.6 During the operation of the proposed development standard noise suppression measures could be implemented and, if considered necessary given the long-established use of the site, these can be required and controlled via an appropriately worded planning condition.

#### Air Quality

- 3.8.7 Potential air quality effects could also arise from the temporary construction and operation activities of the proposed development. These are could be from construction dust and construction vehicle emissions and from development traffic.
- 3.8.8 The site is not located within an Air Quality Management Area (AQMA) and existing air quality at the site and in the immediate surrounding area is very good.
- 3.8.9 For the construction phase, appropriate industry standard mitigation as set out in the Air Quality chapter of the Environmental Statement would ensure that any effects are not significant in environmental terms.
- 3.8.10 Development traffic has been modelled in the Traffic and Transport chapter of the Environmental Statement and this has been the subject of detailed atmospheric dispersion modelling in the Air Quality chapter. The modelling has confirmed that predicted pollutant concentrations will be well within relevant health-based air quality objectives.

#### Amenity Policy Considerations

- 3.8.11 Having regard to planning policy related to amenity, the Policy SP1 'Sustainable Development' of the Development Plan requires development proposals to demonstrate how positive economic, social and environmental impacts will be achieved and adverse impacts minimised and the General Development Policy, GN.1, permits development that would not result in a significant detrimental impact on local amenity in terms of visual impact, loss of light or privacy, odours, smoke, fumes, dust, air quality or an increase in noise or vibration levels.
- 3.8.12 Having regard to that policy context and to the information provided above, whilst there is potential for adverse effects to arise, with the proposed controls and mitigation, the proposed development

## PLANNING STATEMENT

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will not, in noise and vibration or in air quality terms, result in any likely adverse effects. Accordingly, the proposed development is considered to accord with relevant planning policy relating to amenity.

## 4 SUMMARY AND CONCLUSIONS

- 4.1.1 The proposed development, Pembroke Dock Infrastructure (PDI), is one of the four elements of Pembroke Dock Marine (PDM), a named project within the Swansea Bay City Deal (SBCD). PDM will create a world class marine energy and engineering fabrication, test and deployment hub, delivering the support and infrastructure needed to further grow Wales' blue economy by expanding upon established facilities and an extensive skill base to ensure maximum operational efficiency and increased innovation opportunities, which will help drive down marine energy production costs.
- 4.1.2 In particular, PDI will regenerate an under-utilised area of Pembroke Port to create a dedicated site which will be used as a base by marine energy developers to progress their devices from an idea to a commercial product, allowing developers to test, manufacture and maintain offshore renewable energy devices via the Marine Energy Test Area (META) and the Pembrokeshire Demonstration Zone (PDZ).
- 4.1.3 The PDI project will result in the efficient re-use of under-utilised brownfield land within a long-established operational port located within the town of Pembroke Dock and in an area of Wales that has the highest concentration of wave resource, excellent wind resources in deep water offshore locations and an abundant tidal range resource.
- 4.1.4 As such, the proposed development will not only contribute to meeting current and future generations' energy needs, it will also contribute to addressing the global challenge of climate change. It will make a valuable contribution to the Welsh Government's target for decarbonising Wales' electricity generating systems and achieving a 95% reduction in greenhouse gas emissions by 2050 and beyond.
- 4.1.5 It is, therefore, the 'right development in the right place' in accordance with the key planning principles within PPW10.
- 4.1.6 The proposed development is also strongly supported by the objectives of the WBFGA 2015, up which PPW10 is based, which place the principles of sustainability and sustainable development at the heart of decision-making. Furthermore, it is supported by the emerging NDF which recognises the importance of ports to the Welsh economy and Wales' potential to become a world leader in renewable energy technology, with Milford Haven specifically recognised as having significant renewable energy potential.
- 4.1.7 Likewise, it is supported by the WNMP which strongly encourages proposals for all types of marine renewable energy generation, especially in defined renewable energy technology test and demonstration zones and encourages proposals that provide for the development and diversification of port and harbour facilities.
- 4.1.8 In terms of its potential economic benefits, the proposed development is estimated to be able to generate up to 975 full time equivalent jobs, up to £33.6 million in wages and up to £53.6 million in gross value added (GVA) annually. This economic benefit is likely to be exacerbated locally by the support given via the SBCD, which will provide digital infrastructure and a skills and talent initiative that will give local people a pathway to access the jobs that will be created.
- 4.1.9 The proposed development will have no significant effects on either terrestrial or marine ecology, and, subject to industry standard good practice measures during construction and operation delivered via appropriate management plans, will not, in noise and vibration or in air quality terms, result in any likely adverse effects.
- 4.1.10 In transportation terms, PDI represents development in an accessible location that incorporates sustainable transport and accessibility principles that would not result in a detrimental impact on highway safety or in traffic exceeding the capacity of the highway network.
- 4.1.11 It is recognised that the proposed development is located in an historically sensitive area and, as such, MHPA has gone to great lengths to seek to minimise any adverse effects in this regard and maximise the opportunities that the development provides. The detailed historic environment



assessment work undertaken confirms that the proposed development would not have a significant effect on the Pembroke Dock Conservation Area and whilst some significant effects are anticipated on existing heritage assets, much has been done via the evolution of the design, in liaison with PCC and Cadw, in order to minimise these effects and provide appropriate mitigation. Indeed, some of the proposed mitigation will ensure that currently deteriorating and isolated assets are conserved, refurbished and made available to be appreciated more widely. In addition, the majority of the effects on assets will, ultimately, be reversible. As such, it is considered that the proposed development accords with national and local planning policy in relation to heritage, especially when the wider public and economic benefits associated with the development, including its contribution to reducing carbon emissions and adapting to the impact of climate change, are taken into consideration.

- 4.1.12 MHPA has also recognised that the buildings proposed are, necessarily, large and it has, similarly, sought to minimise any landscape and visual effects through an iterative design process. It is acknowledged that delivery of the proposed development, as with any type of development, will give rise to change in the visual character of the application site itself and to the views of people viewing the site. The fundamental requirement, however, is that buildings of this size are integral to the success of the proposed development and to the wider PDM Project, as envisaged by the SBCD because the high bay facilities required are not available along Milford Haven Waterway currently.
- 4.1.13 The design process has resulted in measures being incorporated into the design of the buildings that reduce their mass and scale so as to diminish the visual effect they would have. The design also acknowledges some of the features of former and existing buildings in the dockyard of historic value. Therefore, in the context of the urban and operational site within which PDI is located and of the Milford Haven Waterway area in general, where large scale, prominent port buildings and other significant energy-related infrastructure are common, the proposed development is not considered to be significantly detrimental and does not, therefore conflict with planning policy.
- 4.1.14 Specifically, in relation to the Local Development Plan, the proposed development is supported by policy SP2 which seeks to permit development at the Port of Milford Haven, including Pembroke Port at Pembroke Dock, for port related facilities and infrastructure, including energy related development. Also, having regard to the effects outlined above, when considered on balance with the benefits from an economic, renewable energy and climate change perspective, and alongside the proposed mitigation, especially in terms of historic interest, the proposed development is considered to accord with local planning policy.