

## REPORT

### Document status

Version	Purpose of document	Authored by	Reviewed by	Approved by	Review date
vA	Pre-Application Consultation	RL	DP	DP	June 2019
vC	Application Submission	RL	DP	DP	July 2019

### Approval for issue

Darren Parker	DP	23 July 2019
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## EXECUTIVE SUMMARY

RPS, on behalf of Legal & General (Strategic Land) Ltd has prepared an outline planning application for a proposed 44.79ha business park on land at Port Road, Rhoose, adjacent to Cardiff Airport. The application proposes approximately 1.7 million sq ft Class B1, B2 and B8 floorspace, car parking, landscaping, drainage infrastructure and biodiversity enhancement. It will provide high quality offices, light industrial and warehousing and distribution units in a unique setting.

The site falls within the Cardiff Capital Region and within the Gateway Development Zone of the St Athan - Cardiff Airport Enterprise Zone. The Enterprise Zone has been designated by Welsh Government for aerospace and defence related investment. The site is also allocated within the Local Development Plan for employment uses under Strategic Policy SP2 and Development Management Policies MG9 and MG10.

The provision of high-quality employment units will offer significant cluster opportunities for aerospace related advance manufacturing, research and development and innovation, building on the existing skills base of Cardiff Airport, British Airways Maintenance Cardiff and the aerospace training courses provided by Cardiff and Vale College.

The application is submitted in outline, accompanied by parameter plans, detailed access design and an indicative concept masterplan. As part of the proposal, 42ha of land in Legal & General's ownership will be transferred to the Vale of Glamorgan Council to facilitate an extension to Porthkerry Country Park.

The application is supported by a number of technical reports and surveys relating to ecology, heritage, archaeology, drainage, ground conditions, transport and highways, landscape and visual impact. The application is also supported by a Design and Access Statement and Design Brief, which will guide the future development of the site.

The application is considered fully compliant with both national and local planning policy.

# 1 INTRODUCTION

- 1.1 This Planning Statement has been prepared on behalf of Legal & General (Strategic Land) Ltd in support of a planning application for a Class B1/B2/B8 business park on land at Model Farm, Port Road, Rhoose. The application is made in outline, with all matters aside from access reserved for subsequent approval.
- 1.2 The application site falls within the Gateway Development Zone of the St Athan - Cardiff Airport Enterprise Zone, designated by Welsh Government to attract further aerospace and defence related investment to South East Wales. The application proposal represents the first scheme to come forward within the Gateway Development Zone and Legal & General and RPS have been working closely with the Vale of Glamorgan Council and other key stakeholders since the adoption of the Local Development Plan in 2017 to bring the proposal forward.
- 1.3 The application is supported by a number of technical reports and this Statement should be read in conjunction with the following documents, prepared by RPS:
- Pre-application Consultation Report
  - Design and Access Statement
  - Design Brief
  - Transport Assessment
  - Framework Travel Plan
  - Preliminary Ecological Appraisal
  - Landscape and Visual Impact Assessment
  - Desk Based Archaeological Assessment
  - Built Heritage Statement
  - Drainage Strategy
  - Desk Study and Preliminary Risk Assessment (covering ground conditions)
  - Air Quality Assessment
  - Environmental Statement
    - Volume 1: Main Text and Figures
    - Volume 2: Appendices
    - Volume 3: Non-Technical Summary
- 1.4 The following plans, prepared by RPS, are also included in the submission:
- i. Site Location Plan
  - ii. Parameter Plan – Land Use and Storey Heights
  - iii. Parameter Plan – Movement and Access
  - iv. Parameter Plan – Green Infrastructure
  - v. Indicative Concept Masterplan (for illustrative purposes only)
  - vi. Preliminary Spine Road Alignment (including proposed accesses from Port Road and Porthkerry Road)
- 1.5 Section 2 of this Statement provides a detailed description of the site and the surrounding area. Section 3 describes the application proposals and section 4 sets out the national planning policy framework. Section 5 deals with the local planning policy context. Section 6 sets out pre-application

## PLANNING STATEMENT

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discussions to date and Section 7 assesses the proposal against the key planning issues associated with the proposal. Section 8 provides our conclusions.

## 2 SITE CONTEXT

- 2.1 The application site extends to 44.79ha and lies wholly within the Vale of Glamorgan Council's administrative boundary. It sits adjacent to Cardiff Airport, 14km south west of Cardiff city centre, 2km east of Barry and immediately north and west of Porthkerry Country Park. A Site Location Plan is included at **Appendix A**.
- 2.2 The site is bounded to the north by Port Road (A4226), open agricultural land to the east, Porthkerry Park to the south and Cardiff Airport's runway to the west.
- 2.3 The site is currently in agricultural use, with arable pasture fields being the dominant uses. The land is considered to be of moderate to poor agricultural quality, with the majority in Grades 3b and 4. A map showing the Agricultural Land Classification is included at **Appendix B**.
- 2.4 The field system is enclosed by hedgerows of varying heights and density and is intensively managed through annual cutting. There are a number of buildings on the site including the farm house and agricultural buildings.
- 2.5 The site slopes gently from north to south in its upper reaches, before falling away steeply in the southern portion. This southern part of the site is characterised by more significant areas of mature vegetation, mostly woodland.
- 2.6 There are no water features within the application site, but Bullhouse Brook and Whitehouse Brook fall immediately outside of the application site boundary, and within the ownership of Legal & General.
- 2.7 A Public Right of Way (PRoW) runs along the eastern boundary of the site.
- 2.8 The upper reaches of the site, comprising the fields, are considered to be of low ecological value and are not considered to be species-rich under the JNCC Phase 1 Habitat Classification System. The semi-natural broadleaved woodland in the south is considered to be of high ecological value in the context of the site.
- 2.9 Much of the surrounding landscape to the north, south and east can be considered rural in nature, but the character to the west is dominated by large scale infrastructure associated with Cardiff Airport (runway and terminal building), Cardiff and Vale College's International Centre for Aerospace Training ("ICAT") campus and the British Airways Maintenance Cardiff hanger, which lies beyond the Airport.
- 2.10 The land to the north, known as Nant Llancarfan, is allocated as a Special Landscape Area in the adopted Vale of Glamorgan Local Development Plan.
- 2.11 A three/four storey Holiday Inn Express hotel sits immediately adjacent to the site's north western corner. Other built form within the vicinity includes The Old Rectory, Lower Porthkerry Farm and Church Farm.
- 2.12 The application site itself does not include any heritage assets, but there are a number within a 1km radius. These comprise nine Grade II listed buildings and structures (including Porthkerry Viaduct), three Grade II\* listed buildings, two Conservation Areas and a number of buildings considered worthy of non-designated heritage asset status in the Vale of Glamorgan Council's County Treasures List. Furthermore, there are several Scheduled Ancient Monuments within the 1km radius.
- 2.13 There is no recent, relevant planning history on the site itself, or in the vicinity.

### 3 APPLICATION PROPOSAL

3.1 Planning permission is sought for the following:

*“Outline application comprising demolition of existing buildings and erection of 44.79ha Class B1/B2/B8 business park, car parking, landscaping, drainage infrastructure, biodiversity provision, and ancillary works. All matters reserved aside from access.”*

3.2 Access is to be considered at outline stage. The proposed primary access will be at the eastern end of the site, via a new arm off the existing Port Road/A4226 junction, with secondary access available from the existing Holiday Inn roundabout at the western end. Full details of the access are provided on the ‘Preliminary Spine Road Alignment’ drawings included in the application submission.

3.3 Maximum flexibility will be sought to ensure the scheme can adapt quickly to the market and meet the needs of potential occupiers. An Indicative Concept Masterplan (**Appendix C**) has been prepared, informed by a detailed study of the site's constraints and opportunities and pre-application discussions with officers at the Vale of Glamorgan Council. The Indicative Concept Masterplan includes the following:

- Access points and internal road layout;
- Approximate position of development blocks and uses;
- Pedestrian and cycle links;
- Landscaping zones including robust mitigation planting along the southern boundary of the site;
- Drainage features including attenuation areas and swales; and
- Extension to Porthkerry Country Park to the south.

3.4 Car parking levels will be driven by the mix of uses, but there will be a presumption in favour of under provision as a measure to decrease the number of single occupancy vehicle trips and encourage a modal shift to walking, cycling and public transport.

3.5 In line with Welsh Government's new sustainable drainage requirements, the Masterplan has been led by the need to incorporate sustainable drainage and green infrastructure across the site and the drainage strategy has already been subject to scrutiny by the Vale of Glamorgan Council's SuDS Approval Body through the pre-application process. The proposed drainage principles are accepted by the SuDS Approval Body and relevant correspondence is included at Appendix E of the Sustainable Drainage Assessment prepared by RPS and submitted with the application.

3.6 The proposed extension to Porthkerry Country Park will be dealt with via a land transfer to the Vale of Glamorgan Council on receipt of planning permission.

3.7 The application is accompanied by a Design Brief, which includes parameter plans relating to green infrastructure, movement and access and land use and storey heights. These will form the framework for the future development of the site through reserved matters.

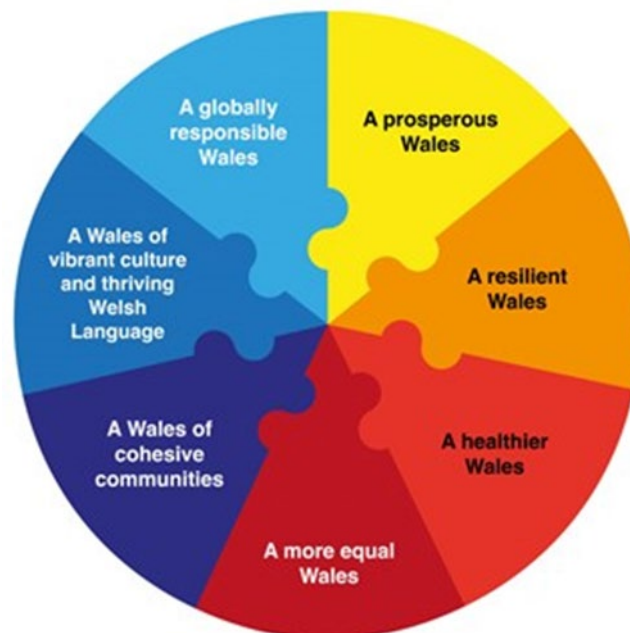
## 4 PLANNING POLICY FRAMEWORK

- 4.1 In accordance with S38(6) of the Planning and Compulsory Purchase Act 2004, applications must be determined in accordance with the development plan, unless material considerations indicate otherwise. In this case, the starting point is the Vale of Glamorgan Local Development Plan, adopted in 2017. Notwithstanding, other key relevant “material considerations” include, in particular, Welsh Government policy guidance contained within Planning Policy Wales (Edition 10) and associated Technical Advice Notes.

### Planning Policy Wales

- 4.2 Planning Policy Wales (“PPW”) was revised in 2018 to take account of the Well-Being of Future Generations (Wales) Act 2015.
- 4.3 The Well-Being of Future Generations Act sets seven wellbeing goals that are intended to shape the work of all public bodies in Wales.

**Figure 1: The Well-Being of Future Generations (Wales) Act Goals**



- 4.4 To demonstrate appropriate consideration has been given to the goals and sustainable development principles, public bodies are required to have regard to the “five ways of working” contained in the Well-Being Act – involvement, collaboration, integration, prevention and long term factors.
- 4.5 The revision to PPW represents a structural overhaul of the document, although the underlying policy messages remain largely unchanged.
- 4.6 The primary objective of the latest version of PPW, set out at paragraph 1.2, is to ensure that:
- “The planning system contributes to the delivery of sustainable development and improves the social, economic, environmental and cultural wellbeing of Wales, as required by the Planning (Wales) Act 2015, the Well-Being of Future Generations (Wales) Act 2015 (“the Well-Being Act”) and other key legislation”.*
- 4.7 Paragraph 1.3 sets the context for the determination of planning applications as follows:

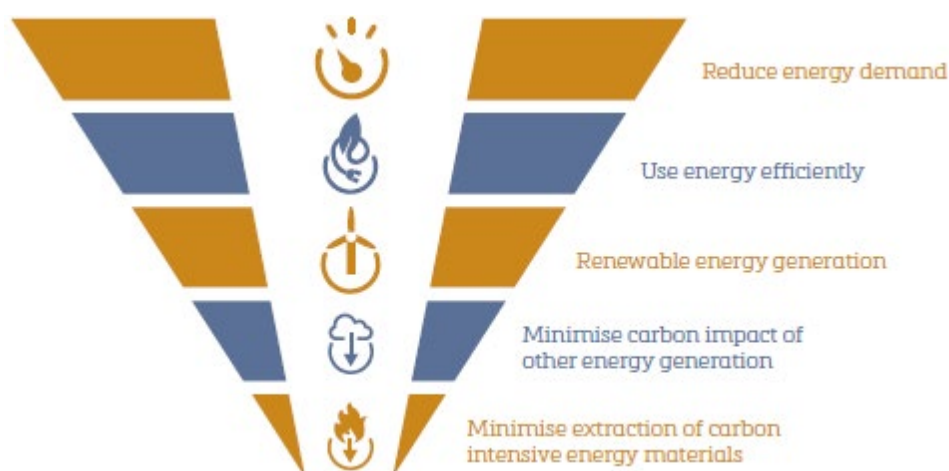
*“PPW encourages a wider, sustainable and problem-solving outlook, which focuses on integrating and addressing multiple issues rather than on an approach which is fragmented, un-coordinated and deals with issues in isolation.”*

- 4.8 At Figure 4, PPW sets down five key sustainable placemaking outcomes against which development proposals should be assessed, in order to achieve the right development in the right place:
- Growing the economy in a sustainable manner;
  - Making best use of resources;
  - Facilitating accessible and healthy environments;
  - Creating and sustaining communities; and
  - Maximising environmental protection and limiting environmental impact.
- 4.9 PPW puts sustainable placemaking at its heart. Four themes are identified as individually contributing to placemaking:
- **‘Strategic and Spatial Choices’** is the overarching theme, concerned with good design, promoting healthier places, the Welsh language, managing natural resources sustainably, strategic planning, placemaking in rural areas and managing settlement form.
  - **‘Active and Social Places’** is concerned with transport, housing, retail and commercial centres, community facilities and recreational spaces.
  - **‘Distinctive and Natural Places’** relates to landscape, coastal areas, the historic environment, infrastructure, biodiversity, water, air, soundscape and light, flooding and de-risking the impacts of development.
  - **‘Productive and Enterprising Places’** is focused on economic development, tourism, the rural economy, transportation infrastructure, telecommunications, energy, minerals and waste.
- 4.10 Figure 6 sets out how development proposals should be assessed. Stage 1 should assess the proposal against the “Strategic and Spatial Choices”. Stage 2 should assess the detailed impact and contribution the proposal will make to “Active and Social Places”, Productive and Enterprising Places and “Distinctive and Natural Places”. Taking this approach will result in a strategy or proposal which contributes to the sustaining of, or creation of, sustainable places and which delivers on the national sustainable placemaking outcomes.
- 4.11 Paragraphs 2.24 to 2.26 are concerned with ensuring the sustainable benefits of development are fully assessed against social, economic, cultural and environmental considerations and set out a number of questions to be addressed in assessing the sustainable benefits of development.
- 4.12 Section 3 of PPW is concerned with Strategic and Spatial Choices and highlights the importance of the location of development in ensuring the creation of a sustainable place. Development plans will provide the basis for sustainable places, by identifying areas and sites for new development.
- 4.13 Paragraph 3.40 makes it clear that the identification of sites in the open countryside must only be considered in exceptional circumstances. The search process and identification of land for development must be in a manner that fully complies with the requirements of all relevant national planning policy.
- 4.14 Section 4 of PPW relates to Active and Social Places. Paragraph 4.1.8 outlines Welsh Government’s commitment to reducing reliance on the private car and supporting a modal shift to walking, cycling and public transport to assist with decarbonisation, improving air quality and increasing physical activity, all of which will make an important contribution to realising the goals of the Well-being of Future Generations Act.
- 4.15 Paragraph 4.1.50 acknowledges car parking provision is a major influence on how people choose to travel. Paragraph 4.1.51 states that parking provision should be informed by the local context,

including public transport accessibility, urban design principles and the objective of reducing reliance on the private car and supporting a modal shift to walking, cycling and public transport. Furthermore, it makes it clear that planning authorities must support schemes which keep parking levels down, especially off-street parking when well designed.

- 4.16 Section 5 of PPW is concerned with “Productive and Enterprising Places” - those which promote economic, social, environmental and cultural well-being by providing well connected employment and sustainable economic development. Key issues around the theme include ensuring that there is sufficient employment land to meet the needs and requirements of a range of future employment scenarios.
- 4.17 Section 5 makes it clear that development proposals should:
- Look to the long term to consider how they can be flexible to adapt to future employment needs and practices;
  - Prevent problems from getting worse including the generation of carbon emissions, poor air quality and waste and the depletion of natural resources; and
  - Aim for integration to ensure common issues are considered and accommodated early on.
- 4.18 The importance of collaboration is highlighted, in order to plan strategically for employment, energy, waste and mineral needs.
- 4.19 Paragraph 5.3.17 specifically acknowledges the importance of airports, identifying the important role they play in providing national and international connectivity for business. The Welsh Government supports the growth and enhancement of airports and their infrastructure and paragraph 5.3.18 states further that planning authorities should recognise the strategic and local importance of airports and their potential as centres of economic activity.
- 4.20 Paragraph 5.7.14 states that Welsh Government expects all new development to mitigate the cause of climate change in accordance with the energy hierarchy:

**Figure 2: The Energy Hierarchy for Planning**



- 4.21 Section 6 is concerned with Distinctive and Natural Places. Paragraph 6.1.6 sets down Welsh Government’s specific objectives for the historic environment, including:
- Conserving archaeological remains;
  - Safeguarding the character of historic buildings; and
  - Preserving or enhancing the character and appearance of conservation areas;

- 4.22 Paragraph 6.3.3 notes the intrinsic contribution the landscapes of Wales make to a sense of place and states that local authorities should protect and enhance their special characteristics whilst paying due regard to the social, economic, environmental and cultural benefits they provide and to their role in creating valued places. Paragraph 6.3.4 makes it clear that when adverse effects on landscape character cannot be avoided, it will be necessary to refuse planning permission.

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

- 4.23 Paragraph 1.2.7 of TAN 23 stipulates that in identifying land for economic uses in development plans, or when determining applications, local planning authorities should apply a sequential test approach. Land in the open countryside should be the third choice, but if the resulting benefits outweigh any adverse impacts of the development, land may be identified in such locations.
- 4.24 Paragraph 2.1.1 is clear that it should not be assumed that economic objectives are necessarily in conflict with social and environmental objectives and paragraph 2.1.5 states further that where a planning authority is considering a site allocation or planning application that could cause harm to the environment or social cohesion, it should ask three questions to help balance the economic, social and environmental issues:
- **Alternatives:** if the land is not made available is it likely that the demand could be met on a site where development would cause less harm?
  - **Jobs accommodated:** how many direct jobs will be based at the site?
  - **Special merit:** would the development make any special contribution to policy objectives?
- 4.25 Paragraph 2.1.14 advises that planning authorities should use these criteria comparatively and should assess the additional benefits of development of the subject site (if any) against those of meeting demand in locations where the development would cause no harm (if any).

### **Technical Advice Note 5: Nature Conservation and Planning (2009)**

- 4.26 Paragraph 2.4 of TAN 5 states that when deciding planning applications that may affect nature conservation, local planning authorities should:
- Pay particular attention to the principles of sustainable development;
  - Contribute to the protection and improvement of the environment;
  - Ensure all material considerations are taken into account and decisions are informed by adequate information about the potential effects of development on nature conservation;
  - Ensure that the range and population of protected species is sustained;
  - Adopt a step-wise approach to avoid harm to nature conservation, minimise unavoidable harm by mitigation measures, offset residual harm by compensation measures and look for new opportunities to enhance nature conservation; where there may be significant harmful effects local planning authorities will need to be satisfied that any reasonable alternative sites that would result in less or no harm have been fully considered.
- 4.27 Paragraph 4.1 sets out a range of measures to assist in delivering the protection and enhancement of nature conservation, including;
- Adopting a five-point approach to decision making – information, avoidance, mitigation, compensation and new benefits;
  - ensuring that planning applications are submitted with adequate information, using early negotiation, checklists, requiring ecological surveys and appropriate consultation
  - securing necessary measures to protect, enhance, mitigate and compensate through planning conditions and obligations;

- identifying ways to build nature conservation into the design of new development.

4.28 Paragraph 6.2.1 states that the presence of a protected species is a material consideration when a local planning authority is considering a development that, if carried out, would be likely to result in disturbance or harm to the species or its habitat.

### **Technical Advice Note 6: Planning for Sustainable Rural Communities (July 2010)**

4.29 TAN 6 provides practical guidance on the role of the planning system in supporting the delivery of sustainable rural communities and highlights the key role the planning system has by ensuring that appropriate development takes place in the right place at the right time, making sufficient land available to provide homes and employment opportunities.

4.30 Paragraph 6.2.1 states that when preparing development plans and considering planning applications, planning authorities should consider the quality of agricultural land and other agricultural factors and seek to minimise any adverse effects on the environment.

4.31 Paragraph 6.2.3 highlights that agricultural land is classified by grades – 1 to 5, with grade 3 divided into two sub-grades. The best and most versatile land falls into grades 1, 2 and sub-grade 3a and is the most flexible, productive and efficient in response to inputs.

4.32 Paragraph 6.2.4 makes reference to the Agricultural Land Classification Map for Wales, noting this is published at a scale of 1:250,000 and provides only a generalised indication of the distribution of land quality. As such, the map is not considered suitable for use for evaluating individual sites and in such cases a resurvey at a larger scale is necessary to obtain a definitive grade.

### **Technical Advice Note 12: Design (March 2016)**

4.33 TAN 12 promotes a collaborative, creative, inclusive, innovative and holistic approach to design and the use of design briefs is advocated as a route to good design.

4.34 Section 5.12 is concerned with the design of employment and commercial areas. Paragraph 5.12.1 stipulates the design of employment areas is important as high quality design can add value to commercial property, support the image of modern businesses and encourage further investment.

4.35 Paragraph 5.12.3 makes it clear that where employment premises are grouped together, a sufficient scale of planting and earth forms is essential, to absorb the bulk of the building, ancillary circulation and parking areas. Mixed employment uses would improve the feasibility and viability of such schemes and care should be taken to avoid the creation of insular estates. Furthermore, efforts should be made to present a positive, outward looking image by ensuring key buildings in the development front onto road and help improve connectivity.

### **Technical Advice Note 18: Transport (March 2007)**

4.36 TAN 18 highlights the role that integrating land use planning and development of transport infrastructure can play in addressing the environmental aspects of sustainable development. Paragraph 2.3 sets out how integration can help the Welsh Government achieve wider sustainable development policy objectives through a number of measures:

- Ensuring new development is located where there is, or will be, good access by public transport, walking and cycling, to minimise the need for travel;
- Managing parking provision – using maximum car parking standards as a form of demand management;
- Encouraging the location of development near other related uses to encourage multi-purpose trips;
- Promoting cycling and walking; and
- Supporting the provision of high quality, inclusive public transport.

- 4.37 Section 7 of TAN 18 is concerned with public transport. Paragraph 7.1 acknowledges that new and improved public transport provision has the potential to provide alternatives to private vehicle use and to change existing travel demands. It states further that where enhanced public transport services or infrastructure is necessary to serve new development, but provision on a commercial basis is not viable, a developer contribution may be appropriate.
- 4.38 Paragraph 8.12 stipulates development which attracts substantial movements of freight, including large scale warehousing and distribution, should be located away from congested inner areas and residential neighbourhoods.
- 4.39 Paragraph 8.19 states that development plans should consider the contribution air traffic makes to the Welsh economy and also consider the benefits of having suitable ancillary or dependent facilities, although this should be balanced against the environmental impact on surrounding areas in terms of road and rail access, traffic and noise generation or floodplain protection.
- 4.40 Paragraph 8.20 states further that in determining planning applications planning authorities need to give careful consideration to the extent to which proposed development is related to the operation of the airport and is sustainable given the existing and planned levels of public transport.
- 4.41 Paragraph 9.2 requires developers to submit a Transport Assessment with any planning applications that are likely to result in significant trip generation. Early engagement with the relevant local highway authority is encouraged.

### **Technical Advice Note 24: The Historic Environment**

- 4.42 With particular regard to archaeology, paragraph 4.5 states that where there is a possibility that archaeological remains may be present, applicants are encouraged to make an enquiry with the body responsible for the relevant historic environment record.

### **St Athan – Cardiff Airport Enterprise Zone**

- 4.43 The application site lies within the Cardiff Capital Region and within the Gateway Development Zone of the St Athan - Cardiff Airport Enterprise Zone. The Enterprise Zone has been designated by Welsh Government for aerospace and defence related investment. Through effective public and private sector partnership working the Enterprise Zone aims to deliver:
- A thriving aerospace and defence cluster built upon a strong heritage of aeronautical excellence
  - Europe's hub for aerospace education, training and research and development
  - Unique and state of the art accommodation fit for a range of civilian or military aviation purposes
  - World class office accommodation and light industrial units
  - An international logistics hub
  - A gateway to Wales' business, tourism and leisure destinations; and
  - A quality environment in which to do business

- 4.44 The application proposal is the first to come forward in the Gateway Development Zone.

### **Cardiff Airport 2040 Vision**

- 4.45 In July 2018 Cardiff Airport launched its plans to develop over the next 20 years. The Draft Masterplan document set out the Airport's aspirations to grow the current passenger numbers of 1.5 million per annum to over 3 million and beyond. The proposals include a new terminal building, transport hub and car park, improved road and rail access and a new 4 star hotel.

## 5 LOCAL PLANNING POLICY CONTEXT

### Vale of Glamorgan Local Development Plan (2017)

#### Strategic Policies

- 5.1 The overarching strategy of the Local Development Plan comprises four key elements, including ensuring the St Athan area is a key development opportunity and Cardiff Airport is a focus for transport and employment investment.
- 5.2 Strategic Policy SP1, 'Delivering the Strategy', seeks to improve the living and working environment, promote enjoyment of the countryside and coast and manage important environmental assets.
- 5.3 Strategic Policy SP2 allocates land adjacent to Cardiff Airport and Port Road for employment uses as part of the St Athan – Cardiff Airport Enterprise Zone. Furthermore, Strategic Policy SP5 allocates a total of 492ha of land to meet regional and local employment needs.
- 5.4 Strategic Policy SP7 sets out a range of proposed sustainable transport improvements, including improvements to the A4226 between Waycock Cross, Barry and Sycamore Cross (Five Mile Lane). These improvements are now well advanced and should be complete by early 2020.
- 5.5 Strategic Policy SP10 states that development proposals must preserve and where appropriate enhance the rich and diverse built and natural environment and heritage of the Vale of Glamorgan including conservation areas, special landscape areas and important archaeological features.

#### Development Management Policies

- 5.6 Policy MG9 allocates land for three strategic employment sites including 77.4ha of land adjacent to Cardiff Airport and Port Road for Class B1, B2 and B8 uses. Supporting text to the policy makes it clear that all three sites are intended to cater for the needs of the aerospace industry and high-tech manufacturing, encouraging investment from the regional and sub-regional market place.
- 5.7 Policy MG10 is concerned with the St Athan – Cardiff Airport Enterprise Zone. The policy states the development of the Enterprise Zone will be guided by a masterplan, which will include the following in relation to the application site:
  - New aerospace, education, research and development, manufacturing, office and other ancillary development at the Cardiff Airport and gateway development zone (77ha)
  - A 42ha extension to Porthkerry Country Park
  - Provision of sustainable transport infrastructure; and
  - The incorporation of a sustainable energy centre at the Cardiff Airport and gateway development zone.
- 5.8 With specific regard to the application site, supporting text to the policy reiterates that development in the Enterprise Zone will focus on the aerospace and defence sectors. The policy is clear that it is not allocated to meet local market demand for general industrial or office uses, but rather to accommodate business and employment uses catering specifically for the needs of the aerospace industry and high tech manufacturing.
- 5.9 The Vale of Glamorgan Council is in the process of preparing a draft masterplan for consultation.
- 5.10 Appendix 4 of the Plan provides individual site details of each allocated employment site. In respect of MG10, which as noted above covers a total of 77.4ha, the agricultural land classification is a mixture of arable cultivation, improved pasture and permanent pasture, but only 1.7% (of the 77.4ha total) is of the best and most versatile quality (Grade 3a).
- 5.11 Policy MG17 is concerned with Special Landscape Areas ("SLA"). The land to the north of the application site, Nant Llancarfan, is designated as an SLA. Supporting text to the policy stipulates

that any development proposal that is likely to have a significant impact on landscape character, or have a significant visual effect within the wider landscape, will need to be supported by a Landscape and Visual Impact Assessment.

- 5.12 Policy MG20 refers to nationally protected sites and species. The policy states that development proposals likely to affect protected species will only be permitted where it is demonstrated that:
- The population range and distribution of the species will not be adversely impacted;
  - There is no suitable alternative to the proposed development;
  - The benefits of the development clearly outweigh any adverse impacts; and
  - Appropriate avoidance, mitigation and compensation measures are provided.
- 5.13 Policy MG21 states development proposals that are likely to have an adverse impact on priority species will only be permitted where the need for development clearly outweighs the conservation value, appropriate and proportionate mitigation and compensation measures can be provided and the development conserves, and where possible, enhances biodiversity interests.
- 5.14 Policy MG28 allocates 42ha of land for the provision of open space and recreational facilities at Porthkerry Country Park. Supporting text to the policy makes it clear that extension will be delivered as part of the first phase of development proposed under Policy MG10.
- 5.15 Chapter 7 of the LDP sets down general development management policies including:
- Policy MD2 – Design of New Development
  - Policy MD4 – Community Infrastructure and Planning Obligations
  - Policy MD7 – Environmental Protection
  - Policy MD8 – Historic Environment
  - Policy MD9 – Promoting Biodiversity
  - Policy MD14 – New Employment Proposals
  - Policy MD15 – Protection of Allocated Employment Sites

### Supplementary Planning Guidance

- 5.16 The following adopted Supplementary Planning Guidance documents are considered relevant to the application proposal:
- **Biodiversity and Development (April 2018)** – provides guidance on how biodiversity in the Vale of Glamorgan will be conserved and enhanced through the planning and development process.
  - **Design in the Landscape (2006)** – provides practical advice and guidance on how design issues affecting the landscape are best addressed in new development proposals within the Vale of Glamorgan.
  - **Parking Standards (March 2019)** – builds upon policies contained within the LDP and reflects the requirement set down in PPW for local authorities to adopt parking standards and keep them under review. The guidance sets out the Council's parking standards according to land use and location and provides information in respect of how the preparation and adoption of travel plans and the availability of alternative modes of transport may be taken into account in the level of parking provision required.
  - **Public Art in New Development (July 2018)** – provides guidance on the provision of public art in new developments.

- **Travel Plan (July 2018)** – provides guidance on when travel plans will be required, the role of travel plans in reducing reliance on the private car and encouraging more sustainable modes of transport, what a travel plan should include and how they should be monitored.
- **Trees, Woodland, Hedgerows and Development (July 2018)** – provides guidance for the protection and integration of existing trees and hedgerows in new developments and explains the approach the Council will take when assessing development proposals that might impact on trees, woodland and hedgerows.
- **Cardiff Airport and Gateway Development Zone** – the Vale of Glamorgan Council has published a Draft Supplementary Planning Guidance document, including an Illustrative Masterplan, specifically relating to the Cardiff Airport and Gateway Development Zone. The document is currently out for consultation. In respect of the application site and the proposed Porthkerry Country Park extension, it notes:
  - No dedicated route is identified or safeguarded in the LDP or the Masterplan for the provision of a dedicated rail link [across the application site] because there is no certainty of delivery and it would be unreasonable to fetter the delivery of development in the Enterprise Zone on this basis. Notwithstanding, delivering sustainable public transport links to Cardiff Airport and the Enterprise Zone remains a key aim.
  - A substantial landscape buffer should be provided between development parcels on the application site and the listed buildings to the south.
  - The transfer of the land to the Council to provide the extension to the Park would be subject to a legal agreement, the details of which would need to be agreed prior to the determination of any planning application in respect of the employment allocation south of Port Road (the application site).

### Summary

- 5.17 The allocation has been made with the intention of assisting in the delivery of the aims and aspirations of the St Athan – Cardiff Airport Enterprise Zone, designated by Welsh Government in 2012.
- 5.18 The adopted Local Development Plan allocates the application site at both a strategic and development management level for Class B1/B2/B8 employment uses, specifically for aerospace, education, research and development, manufacturing and office development.
- 5.19 The planning policy framework is therefore supportive of the application proposal.

## 6 PRE-APPLICATION CONSULTATION

### Pre-application Request

- 6.1 On 6<sup>th</sup> November 2018 RPS submitted a formal pre-application request to the Vale of Glamorgan Council. The submission included a schematic Concept Masterplan, illustrating access via the existing roundabout on Port Road, built form at the northern end of the site and a substantial extension to Porthkerry Country Park encompassing the southern reaches of Legal & General's ownership.
- 6.2 RPS received a pre-application consultation response from the Council on 31<sup>st</sup> January 2019. The response advised:
- The principle of development and the proposed mixture of uses is in accordance with the LDP allocation set down in Policies MG9 and MG10;
  - A Transport Assessment and Travel Plan would be required to be submitted with any future application, informed by appropriate modelling at key junctions;
  - Modal shift to walking, cycling and the use of bus and rail services should be encouraged in any future development (importantly, it was noted the prospect of a new rail spur to Cardiff Airport is unlikely to be justified on the basis of existing demand or that generated by the application proposal);
  - Any application would need to be supported by a Landscape and Visual Impact Assessment, given the strong rural character of the area;
  - New development should reflect the scale of existing buildings. Parts of the site could accommodate higher density development up to 5/6 storeys, with lower scale development directed to those parts on the southern and eastern peripheries;
  - A landscape buffer between the site and Porthkerry Country Park would need to be maintained;
  - The existing heritage context would need to be assessed to consider the impact of any development proposals on listed buildings, Conservation Areas and Scheduled Ancient Monuments in the vicinity of the site;
  - A preliminary ecological appraisal would be required to support an outline application;
  - Any development proposal would need to demonstrate compliance with the new statutory drainage standards regulated by the SuDS Approval Body ("SAB"); and
  - Any development proposal could attract planning obligations in respect of the maintenance of the Country Park extension, sustainable transport, training and development, public art and public open space.

### Pre-application Meetings

- 6.3 Since receiving the pre-application advice, RPS and representatives from Legal & General have undertaken a series of meetings with officers from the Development Management, Highways and Drainage sections, to agree scoping of technical reports and discuss the proposed drainage strategy to ensure compliance with the SuDS Approval Body.

### Environmental Impact Assessment – Screening Opinion

- 6.4 On 1<sup>st</sup> March 2019 RPS submitted a Screening request to the Vale of Glamorgan Council under the Town and Country Planning (Environmental Impact Assessment) (Wales) Regulations 2017. RPS' view was that the application proposal would not constitute "EIA" development, as any environmental impact could be dealt with through mitigation.

- 6.5 The Council issued a comprehensive formal Screening Opinion on 15<sup>th</sup> May 2019, advising an EIA would be required for the following reason:

*“Having regard to the key issues identified in Schedule 3 of the 2017 Regulations and WO Circular 11/99, the Local Planning Authority is of the view that the characteristics, location and any potential impact of the development as outlined in the supporting documentation are likely to be significant upon the environment for the reasons identified in the screening opinion attached. Accordingly, there is considered to be a requirement for a formal Environmental Impact Assessment to be submitted under the Town and Country Planning (Environmental Impact Assessment) (Wales) Regulations 2017.”*

- 6.6 The Screening Report is clear that the impacts of the development are considered to relate to landscape and visual impact, traffic and transportation and built heritage. The report confirms that in respect of ecology, pollution and ground conditions and drainage and hydrology, any impacts can either be mitigated against, or are unlikely to be of more than local significance and therefore not warrant EIA.
- 6.7 On 21<sup>st</sup> May 2019 RPS emailed the case officer to clarify that in the absence of any other current development proposals in the vicinity of the site, there would be no requirement to address cumulative impact in the Environmental Statement. The case officer confirmed this approach to be acceptable.
- 6.8 The Screening Report, Screening Opinion and correspondence with the case officer is included at Appendices 1.1 and 1.2 of the Environmental Statement.
- 6.9 The Environmental Statement, prepared by RPS, covers the following topics:
- Landscape and visual impact
  - Traffic and transportation
  - Built heritage
  - Socio-economics

### **Public Consultation**

- 6.10 To comply with the requirements of the Town and Country Planning (Development Management Procedure) (Wales) (Amendments) Order 2016, RPS undertook a pre-application consultation process in June 2019.
- 6.11 Prior to the start of the formal pre-application consultation process on Wednesday 12<sup>th</sup> June 2019, RPS organised a public exhibition to provide local residents and interested parties with details of the application proposals.
- 6.12 The public exhibition was held on Friday 7<sup>th</sup> June 2019 at the Rhose & District Social Club & Institute between 12:00 and 19:00 and was publicised in the following ways:
- Full page advertisement in The Glamorgan Gem, a free weekly paper covering the Vale of Glamorgan and Bridgend, in the edition published on Thursday 30<sup>th</sup> May 2019;
  - Full page advertisement in the Barry & District News, a paid for weekly paper covering Barry and Rhose, in the edition published on Thursday 30<sup>th</sup> May 2019;
  - The same advertisement was displayed in the following locations from Saturday 1<sup>st</sup> June 2019;
    - Co-Op Petrol Filling Station and Convenience Store, Waycock Cross, Port Road, Barry
    - Rhose & District Social Club & Institute, Fontygary Road, Rhose
    - Golden Star Chinese Takeaway, 17 Fontygary Road, Rhose

– Tesco Express, Fontygary Road, Rhoose.

- A leaflet drop to approximately 2,400 dwellings in Rhoose, Penmark and northern Barry around Waycock Cross was carried out between Tuesday 4<sup>th</sup> June 2019 and Thursday 6<sup>th</sup> June 2019.

6.13 At the public exhibition details of the application were provided via a display of five A1 information boards, provided in both English and Welsh. Members of the design team and representatives from Legal & General were on hand to answer questions. Feedback forms were provided, again in both English and Welsh, for attendees to provide comments on the proposals.

6.14 Over 300 people attended the exhibition and 119 feedback forms were received on the day.

## 7 PLANNING ASSESSMENT

7.1 The application seeks outline consent for a 44.79ha Class B1/B2/B8 business park, to include car parking, landscaping, drainage infrastructure, biodiversity provision and ancillary works. All matters aside from access are reserved for subsequent approval.

7.2 The review of national and local planning policy highlights a number of key issues to be considered.

### Principle of Development

7.3 The overarching strategy of the adopted Vale of Glamorgan Local Development Plan includes ensuring Cardiff Airport is a focus for transport and employment investment. Specifically, Policy SP2 allocates land, including the application site, for employment uses to assist in the delivery of the aims of the St Athan - Cardiff Airport Enterprise Zone, designated by Welsh Government in 2012.

7.4 The strategic policy goal is strengthened through development management Policies MG9 and MG10 of the LDP, which provide a clear framework for the delivery of the allocation. As such, from a local policy perspective, the principle of development on the site is fully supported.

7.5 At a national level, TAN 23 makes it clear that in considering a site allocation or planning application that could cause harm to the environment or social cohesion, alternatives, job creation and any special merits should be considered to help balance the issues.

7.6 With regard to alternatives, the site's location within the St Athan – Cardiff Airport Enterprise Zone, and immediately adjacent to Cardiff Airport, fulfils a very specific policy requirement – to deliver aerospace and defence related investment through making suitable land available to attract such investment. To locate the proposal elsewhere, outside of the allocation and the Enterprise Zone, would not meet the policy requirement.

7.7 At outline stage it is difficult to accurately quantify the number of jobs that could be created by the development but it is estimated upwards of 2,000 skilled jobs (including apprenticeships) could be accommodated once the site is fully operational, with further job creation at the construction phase. The scheme would make a significant contribution to economic growth in the Vale of Glamorgan and the wider Cardiff Capital Region.

7.8 In terms of any special contribution the proposal might make to policy objectives, as noted at paragraphs 7.3 and 7.4, the proposal will deliver on a strategic aim of the Local Development Plan and assist in Welsh Government's aspirations for the Enterprise Zone.

7.9 Policy MG10 outlines the development of the St Athan – Cardiff Airport Enterprise Zone will be guided by a masterplan, to include the following:

1. New aerospace, education, research and development, manufacturing, office and other ancillary development at the Cardiff Airport and gateway development zone (77ha);
2. A 42ha extension to Porthkerry Country Park;
3. Provision of sustainable transport infrastructure; and
4. The incorporation of a sustainable energy centre at the Cardiff Airport and gateway development zone.

7.10 There is currently no adopted masterplan associated with Policy MG10, although at the time of writing, and as noted at paragraph 5.16, an Illustrative Masterplan has been published by the Council as part of a draft SPG document. The Illustrative Masterplan mirrors the development parcels proposed on the Indicative Concept Masterplan for the application site (included at **Appendix C**).

7.11 The application will deliver a significant quantum (up to 44.79ha) of the development envisaged by the policy and the extension to Porthkerry Country Park. The land associated with the extension will be transferred to the Vale of Glamorgan Council on the grant of planning permission. The detail

relating to the ongoing maintenance and management of the extension to the Park will be negotiated through the course of the planning application.

- 7.12 With regard to sustainable transport infrastructure, Legal & General is part of a working group with Cardiff Airport and Cardiff and Vale College, also drawing on expertise from the Council's Sustainable Transport Officer, to ensure a joined-up approach to any improvements. This is critical given the aspirations for passenger number growth at the Airport and the College's proposals for a new campus to replace the existing ICAT buildings. Collaboration between all parties will be key to promoting a modal shift away from the private car towards walking, cycling and public transport, which will in turn deliver on PPW's goal to reduce carbon emissions, improve air quality and increase physical activity. Achieving a modal shift will also assist in meeting goals of The Well-being of Future Generations Act – a healthier Wales and a globally responsible Wales.
- 7.13 The application proposal does not any include any specific provision for a sustainable energy centre, but it is envisaged the development will adhere to the energy hierarchy set down in Figure 9 of PPW.
- 7.14 Overall, the application proposal is in accordance with strategic and detailed local planning policies and also the provisions of TAN 23. The principle of development is considered to be acceptable.

### **Other Considerations**

- 7.15 Other material considerations include:
- Landscape and visual impact
  - Built heritage
  - Transport and accessibility
  - Ecology and biodiversity provision
  - Archaeology
  - Mitigation
  - Impact on existing operational farm business

### **Landscape and Visual Impact**

- 7.16 It is acknowledged that any development will give rise to change in the landscape character of the application site itself and to the views of people overlooking, visiting or walking through the area. The extent of change will influence the judgement on acceptability and must be weighed against the benefits delivered by the proposal.
- 7.17 The application site does not form part of any statutory landscape designations and there are no nationally designated landscapes within the 5km study area. It is situated less than 100m south of the locally designated and non-statutory Nant Llancarfan Special Landscape Area (SLA) at its closest point in the northeast of the site. Porthkerry Country Park which is also locally designated as a Green Wedge in the LDP forms most of the southern boundary of the application site.
- 7.18 Analysis of the LANDMAP Aspect Areas reveal that the application site lies outside the SLA designations. Any potential adverse effects on landscape character within the Nant Llancarfan SLA in the wider landscape to the north east is likely to be very localised due to limited inter-visibility. The primary landscape qualities of the Aspect Areas are maintained and respected.
- 7.19 The land use of the application site would change from one of agriculture to one of development for mixed business use, associated access infrastructure and landscape/ecological mitigation.
- 7.20 The proposed development will largely fit within and respect the existing field boundaries. The layout has been designed to retain the existing green infrastructure and the combination of the retention of the existing woodland, trees and field boundary hedgerows, together with the creation of new areas of woodland, scrub and rough grassland, would result in a longer-term benefit for both the application

site and the surrounding landscape, especially along the boundary with the land to be transferred to extend Porthkerry Country Park.

- 7.21 There would be some loss of vegetation to accommodate the north east access along Port Road, however this loss would be mitigated by the introduction of extensive areas on new native planting along the eastern boundary and elsewhere on the application site.
- 7.22 The proposed development would generally follow the contours of application site respecting the topography, which would remain largely intact except at a local level where remodelling may be required for site access roads, attenuation areas and localised regrading to create level platforms for the buildings. Consequently, the landscape pattern and complexity would not change extensively as a result of the proposal.
- 7.23 There is very limited inter-visibility with the lower-lying local coastal settlements of Barry and Rhoose as the site benefits from a high level of visual containment created by the surrounding landscape, which arises from a combination of undulating topography and landscape components including established blocks and belts of woodland limiting the effects on visual amenity from the surrounding area.
- 7.24 Cardiff Airport and its associated infrastructure is a dominant built element and a major detractor in the local host landscape. This complex is already visible when looking towards the application site from the fifteen representative viewpoints analysed as part of this study.
- 7.25 Of the sixteen representative viewpoints assessed in the accompanying Landscape and Visual Impact Assessment, 1 to 8 are local views which would undergo “Substantial” or “Major” effects on visual amenity as a result of the proposal at Year 1. It should be noted that all of these impacts are localised which is a predicted result of any type of development. Viewpoints 9 to 15 are long range which would undergo “Minor” or “Negligible” effects on visual amenity, demonstrating there would be limited impacts on the wider landscape visual context.
- 7.26 Consequently, there are a very limited number of visual receptors that would undergo the highest effects. These are limited to those in the immediate vicinity of the application site, namely residents living in Upper Porthkerry Farm private residences, Welford Farm private residences, walkers using the short section of PRoW P4/17/1 as it crosses the open field to the north east of the application site and road users along short sections of Porthkerry Road and Port Road adjacent to the site boundaries. The proposal would appear as a prominent new element within localised views but not to such an extent that it prevents receptors enjoying wider views to the expansive landscape setting in which the proposal would be seen.
- 7.27 Landscape mitigation measures including extensive woodland, tree and hedge planting are proposed along the southern boundary in association with the new attenuation areas and will create screening of the proposed development from views from the south and Porthkerry Road along the western boundary.
- 7.28 The application proposal is considered compliant with LDP Policies MG17 and MG28

### **Built Heritage**

- 7.29 The application is supported by a Built Heritage Statement, which assesses the potential for harm on the historic built environment. The site itself does not include any heritage assets, but there are a number in the vicinity, which could be impacted upon by the proposal.
- 7.30 The Statement concludes that the proposed mitigation, which includes a robust planting buffer along the southern boundary of the application site and the extension to Porthkerry Country Park could reduce harm to the significance of the built heritage assets in the vicinity of the site. The Statement also suggests there may be scope to enhance views from the site to Porthkerry Viaduct to the south, through the careful layout of roads and planting at detailed design stage.
- 7.31 The application is considered compliant with LDP Policy MD8.

### **Transport and Accessibility**

- 7.32 The application is supported by a Transport Assessment the scope of which was agreed through the course of pre-application discussions with the Council's highways officers and Transport for Wales. A Framework Travel Plan is also submitted, which includes measures and initiatives and sets out a monitoring framework to be agreed between Legal & General, the Council and Transport for Wales.
- 7.33 Operational modelling of three junctions has been undertaken as part of the Transport Assessment. The modelling, based on a future year of 2026, shows that the proposed site access and the existing A4226/B4265/Tredogan Road/Dragonfly Drive junctions will operate within their design capacity. The Waycock Cross roundabout will operate over its design capacity but within its theoretical capacity in the AM network peak hour and over its theoretical capacity in the PM network peak hour. Discussions will be held with the Council through the application process to discuss and agree potential mitigation and ensure the proposal complies with LDP Policy MD2 and relevant supplementary planning guidance.
- 7.34 With regard to accessibility, the site is considered to be well located in relation to public transport provision, with future improvements benefitting those accessing the site, the wider Enterprise Zone and the local community. As previously noted, an integrated approach to sustainable transport improvements will be sought, through collaborative working with other key stakeholders in the Enterprise Zone.

### **Socio-economic Impacts**

- 7.35 LDP Policy SP2 seeks to focus employment generating uses on land adjacent to Cardiff Airport and Port Road, to assist in meeting the aims of the St Athan – Cardiff Airport Enterprise Zone, which is seen as a key driver for economic growth across the Cardiff Capital Region. The application proposal can make a significant contribution over the medium to long term. The provision of high-quality business and employment space will be an important catalyst to draw in operators in the aerospace and high-tech manufacturing sectors and it is estimated that once fully operational, the business park could provide a significant number of skilled jobs.
- 7.36 The application proposal is considered compliant with LDP Policies MD14 and MD15.

### **Ecology and Biodiversity Provision**

- 7.37 The application is accompanied by a Preliminary Ecological Appraisal, undertaken in September 2018. The Appraisal assessed the ecological value of all of the land within Legal & General's ownership and recommended further ecology surveys be undertaken to inform any future planning application, including bats, badgers, dormice, otters, breeding birds, reptiles and Great Crested Newts. To date, there is no evidence of badgers, otters, reptiles or Great Crested Newts on the application site or the extended boundary. Surveys will be finalised in the next 6-8 weeks and the findings presented to the Council with any required mitigation.
- 7.38 On the application site itself, existing tree belts and hedgerows will be retained where possible. The surface water drainage through the site has been designed to serve as both ecology and drainage corridors and additional ecological mitigation is proposed through the enhancement of existing woodland areas and the provision of rough grassland and scrub.
- 7.39 Fundamentally, the proposed extension to Porthkerry Country Park will provide an additional 42ha of land for biodiversity provision, open space and recreation. The provision of accessible and high quality green space is a key tenet of the "Facilitating Accessible and Healthy Environments" placemaking outcome set down in PPW and the extension would make a significant contribution to achieving this outcome.
- 7.40 The application proposal is considered compliant with LDP Policies MD7 and MD9 and relevant supplementary planning guidance.

### Archaeology

- 7.41 The application is supported by a Desk Based Archaeological Assessment, which has established there are no designated archaeological assets within the application site. Notwithstanding, the application proposal could potentially have a below ground impact if any buried archaeological remains are present, although the potential is considered to be low and the Assessment concludes the proposal is unlikely to have any significant effect on the buried archaeological element of the historic environment.
- 7.42 Any requirement to undertake archaeological survey work could be dealt with via condition.
- 7.43 The application is considered compliant with LDP Policy MD8.

### Mitigation

- 7.44 The development encompasses a number of mitigation measures to address any identified harm. These include:
- 42ha extension to Porthkerry Country Park. This will be transferred to the Council upon the grant of planning permission and will result in a substantial biodiversity gain for the Park;
  - A Green Infrastructure led approach to the design of the scheme, to maximise opportunities to enhance the existing green infrastructure in the area and also ensure the proposal blends sensitively with the proposed extension to the Park;
  - Ensuring building heights and positions reflect the guidance included in the pre-application advice received in January 2019 to ensure the building does not adversely impact on long or short range views from sensitive locations, including Porthkerry Viaduct and Nant Llancarfan Special Landscape Area.
  - A robust Framework Travel Plan and consideration of public transport enhancements to encourage modal shift; and
  - Retention of all woodland and the majority of hedgerows and additional woodland and hedgerow planting to mitigate any impacts on protected species.

### Impact on Existing Operational Farm Business

- 7.45 The existing farm business, Model Farm, will be lost as a result of the development proposal and many of the representations received through the course of the pre-application consultation period expressed concern the proposal would result in the loss of the livelihood and home of a young family.
- 7.46 Model Farm is a tenanted farm and the farmer has a leasehold arrangement with Legal & General. Discussions are ongoing regarding compensation measures and it is anticipated a satisfactory agreement can be reached.

### Placemaking Outcomes

#### *Strategic and Spatial Choices*

- 7.47 Section 3 of PPW is implicit that development must be located in the right place to be sustainable. Welsh Government, through its designation of the wider St Athan – Cardiff Airport Enterprise Zone, supports aerospace and defence related development in this location.
- 7.48 Importantly, whilst the site is currently in agricultural use, the application site does not comprise the best and most versatile agricultural land and is largely in Grades 3b and 4.
- 7.49 The locational attributes of the application site were subject to significant scrutiny at a local level through the Local Development Plan process prior to its allocation, including a Health Impact Assessment, Habitats Regulation Assessment and a Sustainability Appraisal. The Inspector was

satisfied that the allocation would be a suitable focus for inward investment and would consolidate the role of the Vale of Glamorgan within the Cardiff Capital Region.

- 7.50 Coupled with this, the location of the application site in such close proximity to Cardiff Airport, British Airways Maintenance Cardiff and the existing and proposed campuses of Cardiff and Vale College presents significant cluster opportunities for aerospace related advanced manufacturing, research, and development and innovation. The location of the proposal is considered wholly appropriate in placemaking terms.
- 7.51 With regard to design (a key tenet of placemaking), the scheme is submitted in outline, supported by an Indicative Concept Masterplan, parameter plans, a Design and Access Statement and Design Brief. The Masterplan has been informed by a thorough understanding of the site's constraints and opportunities and the accompanying parameter plans and Design Brief sets out a strong framework for the future development of the site. The Design and Access Statement assesses the site against the objectives of good design set down at Figure 7 of PPW – access, character, movement, community safety, environmental sustainability and movement.
- 7.52 The proposed 42ha extension to Porthkerry Country Park will also assist in promoting health and wellbeing, providing opportunities for amenity and recreation. This will provide a benefit far beyond the application boundary.

### **Active and Social Places**

- 7.53 Active and social places are considered to be those which promote social, economic, environmental and cultural wellbeing by providing well-connected cohesive communities. The proposal will assist in delivering active and social places through:
- Delivering jobs closer to where people live;
  - Improving sustainable access to recreation facilities through the extension to Porthkerry Country Park, providing opportunities for people to adopt healthier lifestyles; and
  - Reducing reliance on the private car over the long term through a collaborative, integrated approach to sustainable transport improvements with key stakeholders in the Enterprise Zone and public sector partnerships.

### **Productive and Enterprising Places**

- 7.54 The application proposal will provide 44.79ha of employment land – 58% of the 77ha proposed under LDP allocation MG10 for the Gateway Development Zone. This will make a significant contribution, at a strategic location, to ensuring there is a sufficient supply of employment land to meet the needs and requirements of a range of future employment scenarios. As previously noted, the application is submitted on a speculative basis but given the aims of the wider Enterprise Zone and the application site's close proximity to Cardiff Airport, Cardiff and Vale College and British Airways Maintenance Cardiff, it is envisaged operators from the aerospace and hi-tech manufacturing sectors will be attracted to the business park.
- 7.55 Maximum flexibility will be sought through any planning permission to ensure the business park can respond quickly to the market and is well placed to adapt to future employment needs and practices. Given the quantum of development proposed, the implementation of the business park is likely to come forward in phases. This will provide further flexibility to ensure the development is 'fit for purpose'.

### **Distinctive and Natural Places**

- 7.56 The application site is currently in agricultural use, albeit *not* within the best and most versatile Grades 1 – 3a (see Agricultural Land Classification Map at **Appendix B**). It is acknowledged the proposal will lead to the loss of the land as an agricultural resource, but it must be considered in the

context of the strategic allocation and will also facilitate delivery of a 42ha extension to Porthkerry Country Park.

- 7.57 RPS has undertaken a raft of technical surveys to support the application including a landscape and visual impact assessment, a range of ecology surveys (ongoing) and assessments of the built heritage and archaeological resource. To date, none of the survey work completed has raised any concern over the impact on the landscape, protected species and habitats, designated heritage assets or the archaeological resource. The proposed enhancements to biodiversity provision through enhanced woodland, scrub and grassland areas will also result in a net benefit.
- 7.58 Overall, the application proposal meets the placemaking outcomes set down in PPW in that it will:
- Contribute to growing the economy in a sustainable manner;
  - Make the best use of resources;
  - Facilitate healthy and accessible environments;
  - Contribute to sustaining communities; and
  - Limit environmental impact through mitigation

### **Assessing the Sustainable Benefits**

#### ***Social Considerations***

- 7.59 The application proposal will facilitate high quality offices, light industrial, warehousing and distribution units at a strategic location. The proposal will provide a significant number of jobs at both the construction and operational phases, with spin-off benefits for the surrounding communities.
- 7.60 The existing business at Model Farm would be lost, and this is regrettable, but given the high infrastructure costs associated with delivering serviced development parcels, without the quantum of development proposed, the scheme would not be viable. Once any consent is granted, the development of the site would be led by market demand and it is envisaged the site will come forward over a number of years. There will be no immediate impact on Model Farm and, if possible, development will be phased in such a way as to limit any short term impact.

#### ***Economic Considerations***

- 7.61 As noted previously, the application proposal will accommodate a significant number of jobs at both construction and operational stage. In line with the aims of the Enterprise Zone, the employment units will be targeted towards the aerospace and hi-tech manufacturing sectors to build on the existing skills base of Cardiff Airport and British Airways Maintenance Cardiff and the training opportunities offered by the close proximity to Cardiff and Vale College.

#### ***Cultural Considerations***

- 7.62 The application proposal will not have any significant impact on heritage assets or the archaeological resource.
- 7.63 The Welsh language will be promoted through the name 'Parc Busnes Porth Cymru' (Gateway Business Park). The site's location immediately adjacent to Cardiff Airport is a significant opportunity to promote the Welsh language, to visitors and tourists arriving into Cardiff Airport.

#### ***Environmental Considerations***

- 7.64 As demonstrated by the supporting technical reports, the application proposal will not have any unacceptable impact on the natural and built environment.
- 7.65 Legal & General will work collaboratively with other key stakeholders in the Enterprise Zone to facilitate sustainable transport improvements as the Enterprise Zone progresses.

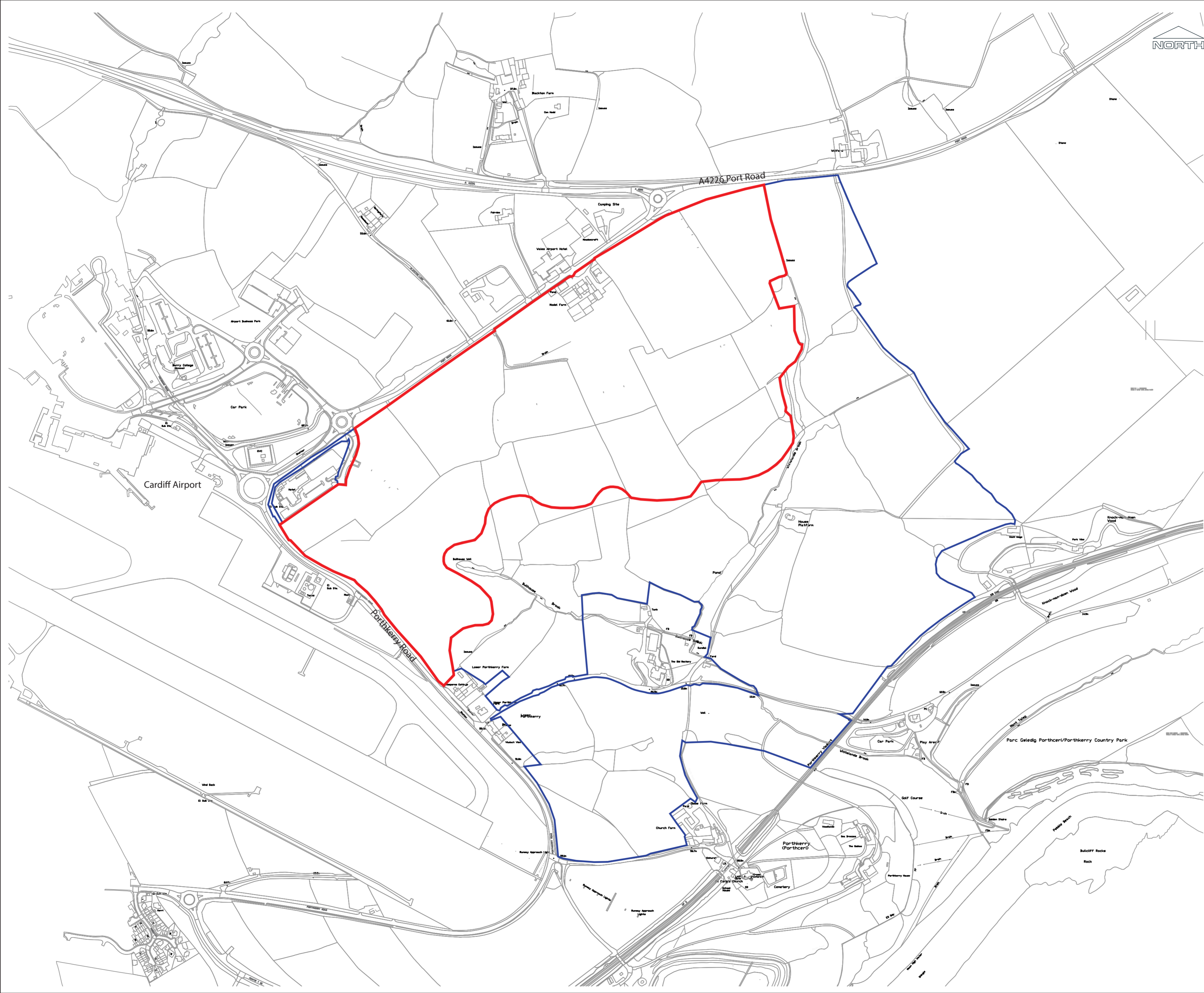
### **Summary**

- 7.66 Overall, the application proposal is considered compliant with the planning policy framework identified in sections 4 and 5.



## 8 CONCLUSION

- 8.1 The application seeks consent for a Class B1/B2/B8 business park on land at Model Farm, Port Road, Rhose. The application is made in outline, with all matters aside from access reserved for subsequent approval.
- 8.2 The site falls within the Cardiff Capital Region and within the Gateway Development Zone of the St Athan - Cardiff Airport Enterprise Zone. The Enterprise Zone has been designated by Welsh Government for aerospace and defence related investment.
- 8.3 The site is allocated within the adopted Local Development Plan for employment uses under Strategic Policy SP2 and Development Management Policies MG9 and MG10. The allocation has been made with the intention of assisting in the delivery of the aims and aspirations of the Enterprise Zone. The Plan allocates the application site at both a strategic and development management level for Class B1/B2/B8 employment uses, specifically for aerospace, education, research and development, manufacturing and office development.
- 8.4 The principle of development on the site is accepted, and the proposal is in accordance with both strategic and detailed local planning policies. With regard to other material considerations, the proposal is considered acceptable in respect of landscape and visual impact, built heritage, transport and accessibility, ecology and biodiversity and archaeology. A range of mitigation measures are proposed to address any identified harm.
- 8.5 The application proposal accords with the placemaking outcomes set down in PPW and will also deliver on a number of the goals of The Well-being of Future Generations (Wales) Act 2015.
- 8.6 Overall, there are no justifiable reasons to withhold planning permission.

**Appendix A** Site Location Plan



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Notes  
1. This drawing has been prepared in accordance with the scope of RPS's appointment with its client and is subject to the terms and conditions of that appointment. RPS accepts no liability for any use of this document other than by its client and only for the purposes for which it was prepared and provided.  
2. If received electronically it is the recipients responsibility to print to correct scale. Only written dimensions should be used.

-  Land In Ownership of L&G
-  Site Boundary

Rev	Description	Date	Initial	Checked
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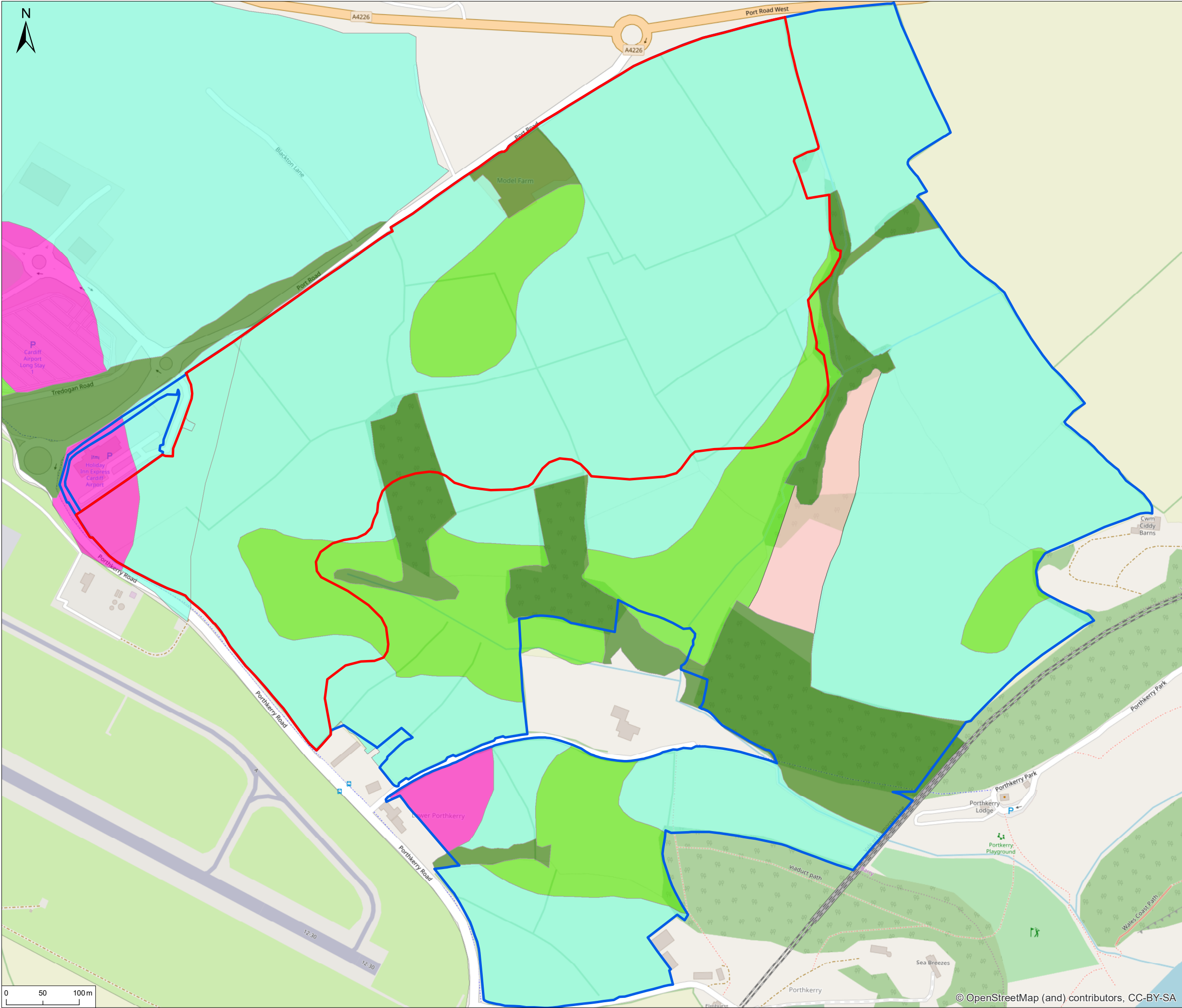
Title Site Boundary Plan

Status DRAFT	Drawn By PO	PM/Checked by RL
Job Ref JCD0064	Scale @ A2 1:5000	Date Created MAY 2019
Drawing Number JCD0064-001		Rev C

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**Appendix B** Agricultural Land Classification Map

O:\04 JOBS\01 OPEN JOBS\UCD00xx\JCD0064\4. Drawings\1. RPS Drawings\MXD\UCD0064-ALC-001RevA\_D190618\_(Agricultural Land Classification).mxd



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Notes

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- Legend**
- Application Boundary
  - Land Within the Applicants

**Post 1988 Surveys**

- Grade**
- Grade 3a
  - Grade 3b
  - Grade 4
  - Grade 5
  - Non Agricultural

Rev	Description	By	CB	Date
A	Updated to use post 1988 survey data	GG	RL	18/06/19



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Project **PARC BUSNES PORTH CYMRU**

Title **AGRICULTURAL  
LAND CLASSIFICATION**

Status	Drawn By	PM/Checked By
<b>PLANNING</b>	-	-
Project Number	Scale @ A3	Date Created
<b>JCC0064</b>	<b>1:5,000</b>	<b>JUL 2019</b>
Drawing Number		Rev
<b>JCD0064-ALC-001</b>		<b>A</b>

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**Appendix C** Indicative Concept Masterplan