



# Atlantic Wharf, Butetown Masterplan and Cardiff Arena and Hotel

## Planning Statement

August 2021





## Contents

---

	Page
<b>1 Introduction</b>	<b>1</b>
1.1 Overview	1
1.2 Atlantic Wharf, Butetown Masterplan	1
1.3 The Planning Statement	2
<b>2 The Site</b>	<b>4</b>
2.1 Site Location	4
2.2 Site Context	6
2.3 Planning History	12
<b>3 Pre-application</b>	<b>15</b>
3.1 The Pre-application Process	15
<b>4 Proposed Development</b>	<b>18</b>
4.1 Hybrid Planning Application	18
4.2 Outline Application – Atlantic Wharf, Butetown Masterplan	18
4.3 Full Application – Arena Quarter	33
<b>5 Planning Policy</b>	<b>46</b>
5.1 The Development Plan	46
5.2 Material Planning Considerations	51
<b>6 Planning Assessment</b>	<b>53</b>
6.1 The Planning Assessment	53
6.2 Principle of Development	53
6.3 Policy Considerations	54
<b>7 Conclusion</b>	<b>86</b>
7.1 The Planning Balance	86

## Tables

Table 1:	Planning History
Table 2:	Masterplan Quarters
Table 3:	Proposed Atlantic Wharf, Butetown Outline Masterplan Land Uses
Table 4:	Proposed Indicative Outline Masterplan Quarter Land Use
Table 5:	Parameters Table
Table 6:	Phasing

Table 7:	Atlantic Wharf, Butetown Masterplan Drawings
Table 8:	Hotel Car Parking Provision
Table 9:	Arena Quarter Drawings
Table 10:	Proposed development's response to the WFGA Well-being Goals

## Figures

Figure 2	Site Location Plan
Figure 3	Full Planning Application – Red Line Boundary Plan
Figure 4	Pierhead Conservation Area Boundary
Figure 5	Mount Stuart Square Conservation Area Boundary
Figure 6	Atlantic Wharf below ground level utilities map
Figure 7	CLDP proposals map with application red line boundary overlay
Figure 8	CLDP Constraints Map with application site red line boundary overlay.
Figure 9	WFGA – The Well-being Goals and Ways of Working
Figure 10	Daylight, Sunlight and Overshadowing Assessment Mapping

## Appendices

### Appendix A

#### Planning Policy

# 1 Introduction

---

## 1.1 Overview

Ove Arup and Partners Ltd. (Arup) has been appointed by Robertson Property Ltd. and Cardiff Council as Joint Applicant to prepare this Planning Statement which accompanies a hybrid planning application for part of the Atlantic Wharf, Butetown Masterplan. The application has been submitted to Cardiff Council as the Local Planning Authority (LPA).

The application seeks outline planning permission for part of the Atlantic Wharf, Butetown Masterplan within the Inner Harbour, Cardiff Bay and full planning permission for the proposed development of the Cardiff Arena (Arena) and associated Hotel within this on the site of the existing Cardiff Council County Hall car park. The full description of development reads as follows:

*“Hybrid planning application for the proposed development of part of a mixed use masterplan within the Inner Harbour, Cardiff Bay. Including outline details for up to 1,050no. residential dwellings (Use Class C3), 1,320no. hotel bed spaces (Use Class C1), 19,500sqm of employment floorspace (Use Class B1), 27,500sqm of leisure floorspace (Use Classes D1 and D2) and 12,550sqm of retail floorspace (Use Classes A1 and A3). Plus associated public realm, open space, hard and soft landscaping, drainage, walking, cycling, car parking and other transport infrastructure.*

*Together with full details for a 15,000 space capacity arena (Use Class D2), a 182no. bed space hotel (Use Class C1) plus associated public realm, hard and soft landscaping, drainage, walking, cycling, car parking and other transport infrastructure.”*

## 1.2 Atlantic Wharf, Butetown Masterplan

The Atlantic Wharf, Butetown Masterplan which encompasses the proposed Arena and hotel, is regarded as Cardiff Council’s primary catalyst for the next phase of regeneration within Cardiff Bay. The overall site encompasses circa 23.5ha of land and seeks to deliver a major extension to Cardiff Bay’s Inner Harbour, providing a long-term sustainable footing for the businesses that have already invested in the area, as well as providing the necessary footfall uplift to attract the next phase of new investment. It also seeks to address the Council priority to improve the link between the city centre and Cardiff Bay through redesigning parts of Lloyd George Avenue and by supporting the delivery of new public transport infrastructure and active travel links along the key Lloyd George Avenue route.

This planning application would bring forward part of the overall masterplan, with a focus on those elements within the control of Cardiff Council or areas to be purchased by Cardiff Council including the existing County Hall and car park, the Red Dragon Centre and car park, a small parcel of land within Silurian Park plus Schooner Way and Hemingway Road. The remaining masterplan elements shown

on the Atlantic Wharf, Butetown Masterplan Context Masterplan Plan (Plan ref: 0371-RIO-XX-XX-DR-A-09503) are likely to be delivered separately by the wider landowners or other organisations (e.g. Transport for Wales who will be responsible for transport related improvements).

The new Arena is regarded as the anchor project of the masterplan and, should planning permission be granted, would be the first phase of the development to come forward, with detailed plans submitted in support of the hybrid planning application. The Arena would provide a step-change in the number of visitors to the area, with estimates suggesting over 1 million people attracted to circa 140 events at the venue each year.

The level of footfall increase delivered by the new Arena is also anticipated to attract complementary investment. This would help to support and sustain new public transport services, including the proposed Cardiff Metro tram-train link from the city centre to the Bay.

In order to support delivery of the new Arena, the Council are bringing forward a plan for the transformation of the wider Atlantic Wharf area that would surround the new Arena, both in terms of supporting access to and from the new venue, but also to provide a strong commercial context for the property investment required.

The Atlantic Wharf, Butetown Masterplan presents a vision for a mixed-use development increasing the leisure, commercial and cultural offerings in Cardiff Bay but also providing an extension to the local community, with new mixed tenure homes planned and office development.

The Atlantic Wharf, Butetown Masterplan is a long-term plan with various phases of the development coming forward at different stages, with the Arena and hotel forming the first milestone phase and the final phase the Bute East Dock Quarter anticipated to commence in 2029.

### 1.3 The Planning Statement

This Planning Statement provides further details on the site, proposed development, how its proposals respond to the relevant policies and guidance within the Cardiff Local Development Plan (CLDP), Future Wales and Planning Policy Wales (PPW11) and presents the planning balance to justify the grant of planning permission.

The Statement is ordered as follows:

- Chapter 1 provides an introduction and overview of the planning application;
- Chapter 2 describes the site location, relevant designations and site context;
- Chapter 3 outlines the detailed pre-application process that has been undertaken for the site;
- Chapter 4 provides a detailed description of the proposed development;
- Chapter 5 summarises the relevant planning policy context;

- Chapter 6 provides the planning assessment within the context of relevant local and national planning policies and material considerations; and
- Chapter 7 presents the planning balance for the proposed development to support the grant of planning permission.

The following key documents are also submitted in support of the planning application:

- Application Form;
- Atlantic Wharf, Butetown Masterplan Design and Access Statement (DAS);
- Arena Quarter DAS;
- Environmental Statement (ES) and its Non-Technical Summary;
- Landscape Masterplan Report;
- Arboricultural Impact Assessment (AIA) and Tree Survey;
- Atlantic Wharf, Butetown Masterplan Drainage Strategy;
- Arena Quarter Drainage Strategy;
- Arena Quarter Lighting Assessment;
- Atlantic Wharf, Butetown Masterplan Utilities Report;
- Arena Quarter Utilities Strategy;
- Energy Strategy; and
- Transport Assessment (TA).

## 2 The Site

---

### 2.1 Site Location

The application site comprises two main elements: part of the Atlantic Wharf, Butetown Masterplan and within this the Arena Quarter.

#### 2.1.1 Atlantic Wharf, Butetown Masterplan

The overarching site for the Atlantic Wharf, Butetown Masterplan covers an area of approximately 13.5ha as shown in Figure 1 Site Location Plan and is located within the centre of Cardiff Bay, approximately 1.2km from the Cardiff City Centre.

The site is bound by Schooner Way and Silurian Park to the north, Bute East Dock and the Futures Inn hotel to the east, the A4232 and The Wales Millennium Centre to the south and properties along Lloyd George Avenue and the road itself to the west. The site is currently occupied by County Hall and its car park, the Red Dragon Centre and its car park, the Travelodge Cardiff Atlantic Wharf, the southern extent of Silurian Park and parts of Schooner Way and Hemingway Road.

The majority of the site is brownfield land comprising existing buildings and surface level car parking, although it does contain the southern portion of Silurian Park and several mature trees. It is relatively flat in nature but contains a number of below ground constraints including a Welsh Water sewer which runs underneath the existing Red Dragon Centre, various telecoms and a Dock Feeder.

The principal land use to the north, west and east of the site is residential comprising residential dwellings within Halliard Court, on Lloyd George Avenue and Galleon Way. The Futures Inn Hotel is located immediately east of the site's south eastern corner and the southern boundary of the site is formed by the A4232, a dual carriage way which provides east-west connections underneath Cardiff Bay via the Bute Town Tunnels. To the south of the A4232, Cardiff Bay comprises a mix of uses containing residential, office and leisure, including Roald Dahl Plas and Wales Millennium Centre and other leisure based waterfront uses.

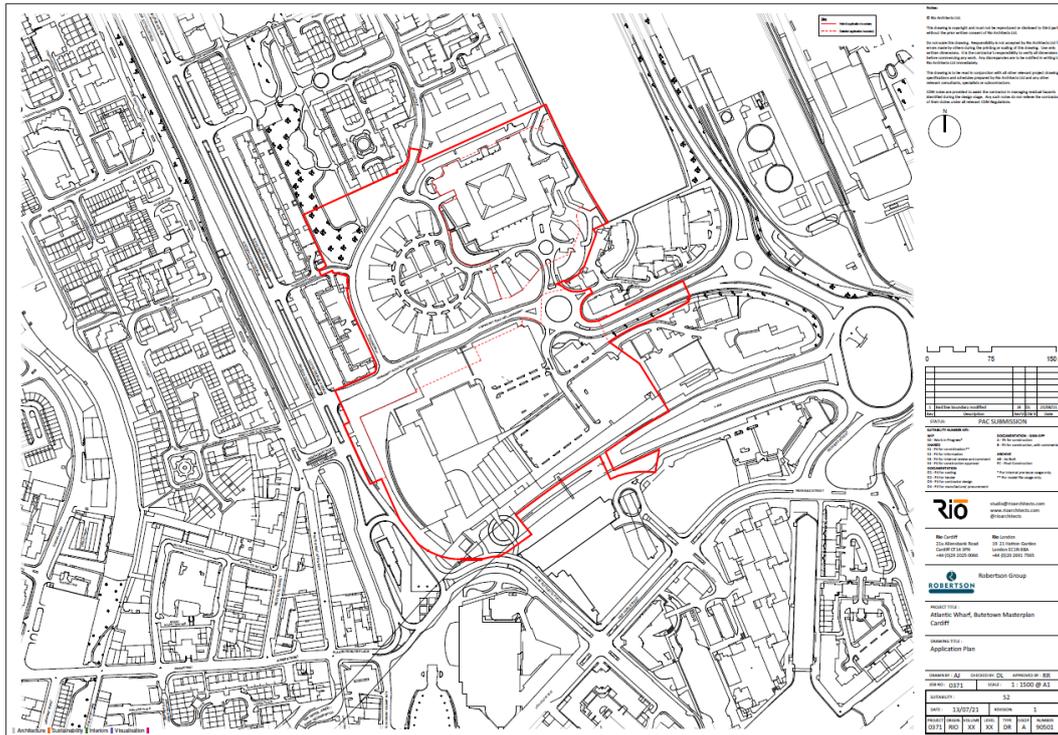


Figure 1 Site Location Plan

## 2.1.2 Arena Quarter

The site for the Arena Quarter which encompasses the proposals for the Arena and hotel covers an area of approximately 5.04ha as shown in Figure 3 Full Planning Application – Red Line Boundary Plan and is located within the north eastern extent of the overarching masterplan area.

The Arena and hotel site is bound by Schooner Way and Silurian Park to the north, Cardiff County Hall and its existing car park road network to the east, the Red Dragon Centre to the south and residential properties along Lloyd George Avenue to the west. The site is currently occupied by County Hall’s car park, the southern extent of Silurian Park, the southern extent of Schooner Way, the Travelodge Cardiff Atlantic Wharf and part of Hemingway Road.

The majority of the site is brownfield comprising car parking within the County Hall car park, the southern section of Schooner Way, the middle section of Hemingway Road and the Travelodge Cardiff Atlantic Wharf. Although it does also include the southern portion of Silurian Park and several mature trees within the County Hall car park.

The site itself is relatively flat but contains a number of below ground constraints including the buried West Dock wall which bisects the site from north to south, a Welsh Water sewer which runs underneath Schooner Way and an Associated British Ports (ABP) culvert at the eastern boundary of the site which runs from north to south.

The principal land use to the north and west of the site is residential dwellings within Halliard Court and along Lloyd George Avenue. Commercial office

development within County Hall to the east and the Red Dragon Centre and its car park to the south.

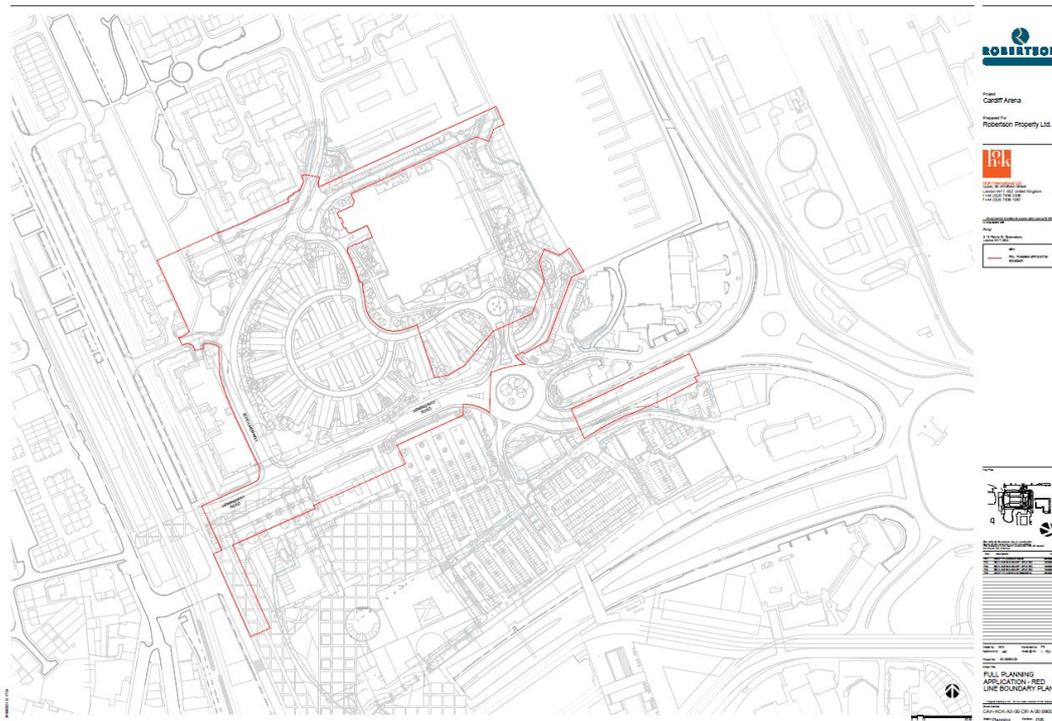


Figure 2 Full Planning Application – Red Line Boundary Plan

## 2.2 Site Context

### 2.2.1 Access

Primary vehicular access to the site is gained off Schooner Way from the north and Hemingway Road via Central Link and Lloyd George Avenue to the east and west respectively. Hemingway Road, Schooner Way and Lloyd George Avenue also contain a number of bus stops providing direct access from the site into the City Centre, the International Sports Village and further afield within Cardiff and the surrounding area.

The site is walkable on foot from the city centre and the remainder of Cardiff Bay. All main roads within the immediate area have lateral footpaths providing safe and accessible access. A key recreational route/corridor runs along the western boundary of the Bute East Dock linking Cardiff city centre to the Bay for pedestrians and cyclists. Lloyd George Avenue also benefits from a wide shared access pedestrian/cycle lane to the southbound carriageway which is well-utilised by pedestrian and cyclists and also provides a link between Cardiff city centre and the Bay.

As noted above, cycling within Cardiff Bay is well facilitated. Next Bike operate a bike sharing facility across the city, with key Next Bike Stations at County Hall, Lloyd George Avenue, Wales Millennium Centre and 4 Pierhead Street as well as many others within the city centre.

Cardiff Bay train station is situated at the southern end of Lloyd George Avenue, providing two services per hour to Cardiff Queen Street. The railway station links Cardiff Bay to the wider regional and national network via Cardiff Central to the north west of the application site.

### 2.2.2 Designations

The site is located within the Bay Business Area and the County Hall car park is identified as an existing Park and Ride facility within the CLDP, other than this the site does not have any other land use designations. However, it is located within close proximity to both the Pierhead Conservation Area and the Mount Stuart Square Conservation Area. It is also located within close proximity to several listed buildings, including the Grade II Listed Former Warehouse (The “D” Shed).

### 2.2.3 Surrounding Land Uses

Atlantic Wharf is predominantly characterised by residential development between Lloyd George Avenue to the west and Bute East Dock to the east. Residential developments to the north of the application site comprise Schooner Wharf to the northern boundary and Halliard and Henke Court, accessible via Schooner Way. Other land uses to the north of the application site include the Holiday Inn Hotel, St Cuthbert’s Primary School and Silurian Park which runs parallel to Lloyd George Avenue to the west.

Bute East Dock is situated to the north-eastern boundary of the site and extends along Atlantic Wharf. The southern extent of the dock arm is characterised by four high rise residential developments, accessible via Galleon Way. Land to the east of the site comprises the Futures Inn Hotel and two restaurant developments to the east of the Red Dragon Centre car park. Notable land uses to the east of the application site includes the A4234 road network and Queens Gate Roundabout as well as the Trident Industrial Park and the Viridor energy from waste plant approximately 800m to the east.

Butetown is situated to the west of the application site, separated by Lloyd George Avenue and the rail line connecting Cardiff Queen Street Station to Cardiff Bay Station, approximately 80m east of the application site. Craft in the Bay is situated to the west of the site, between the northbound and southbound carriageways of Lloyd George Avenue. The wider Butetown area is predominantly characterised by residential properties and ground floor commercial premises within the Bute Street, West Bute Street and Mount Stuart Square area.

Land to the south of the application site and the A4232 is occupied by the Q-Park multi-storey car park (7 storeys) and the Premier Inn Cardiff Bay Hotel. Wider uses within the Pierhead Street area of the Bay include The Senedd, ITV Cymru, offices and high rise residential dwellings. The Wales Millennium Centre (WMC) and BBC National Orchestra of Wales are located upon the opposite side of Bute Place fronting on to Roald Dahl Plass. Mermaid Quay to the south of the site represents a leisure-led redevelopment of Cardiff Bay comprising retail and hospitality uses, representing a key night time economy destination.

## 2.2.4 Environmental

By virtue that the application site occupies an urban location which has been subject to previous development, there are limited statutory and non-statutory designations associated with the area. However, the application site is situated 2km north of the Cardiff Bay Wetlands and Hamadryad Park Local Nature Reserve (LNR), Severn Estuary RAMSAR, Special Area of Conservation (SAC), Special Protected Area (SPA), Site of Special Scientific Interest (SSSI) and European Marine Site (EMS) under the National Site Network (NSN).

## 2.2.5 Cultural Heritage and Archaeology

The application site is not located within any historical designations but is located in close proximity to both the Pierhead Conservation Area and the Mount Stuart Square Conservation Area. Within 1km of the site there are 112 Listed Buildings none of which lie within the application site itself. They form two distinct clusters, the larger and closest to the site is to the southwest of the proposed development, largely within one of the two Conservation Areas, and the smaller group is to the northwest. They include one Grade I Listed Building and four Grade II\* Listed Buildings the remaining Listed Buildings are Grade II listed.

The closest Listed Buildings to the site are the Grade II\* Listed Cardiff Bay Station and the Grade II Listed Former Warehouse (The D Shed).

Cadw interactive mapping indicates that there are no Scheduled Monuments or World Heritage Sites within the setting of the application site.

The application site is situated immediately north of to the Pierhead Conservation Area, separated by Bute Place on the southern Boundary. The Pierhead Conservation Area was designated in 1984 for its historical and architectural quality associated with Butetown's historic dockyard area. The Conservation Area Appraisal<sup>1</sup> outlines that the Conservation Areas was extended in 1992 and within the 30 years has been subject to significant waterfront regeneration projects which has altered the character and appearance. At present, the Conservation Area comprises a mix of historic and contemporary buildings, including high quality buildings and open spaces such as the Wales Millennium Centre (WMC), The Senedd, the Pierhead Building, Mermaid Quay and Roald Dahl Plas. Due to the mix of uses and ages of development within the area, there are a wide variety of building materials and prevailing characters. Stone is an important material in historic buildings and red brick is considered to provide great effect in the architectural quality of the Pierhead Building. Contemporary buildings which have included unusual and local materials have included the WMC, Senedd and the Techniqest Building. Figure 3 illustrates the extents of the Pierhead Conservation Area in relation to the application site and Cardiff Bay.

---

<sup>1</sup> <https://www.cardiff.gov.uk/ENG/resident/Planning/Documents/Pierhead-A.pdf>

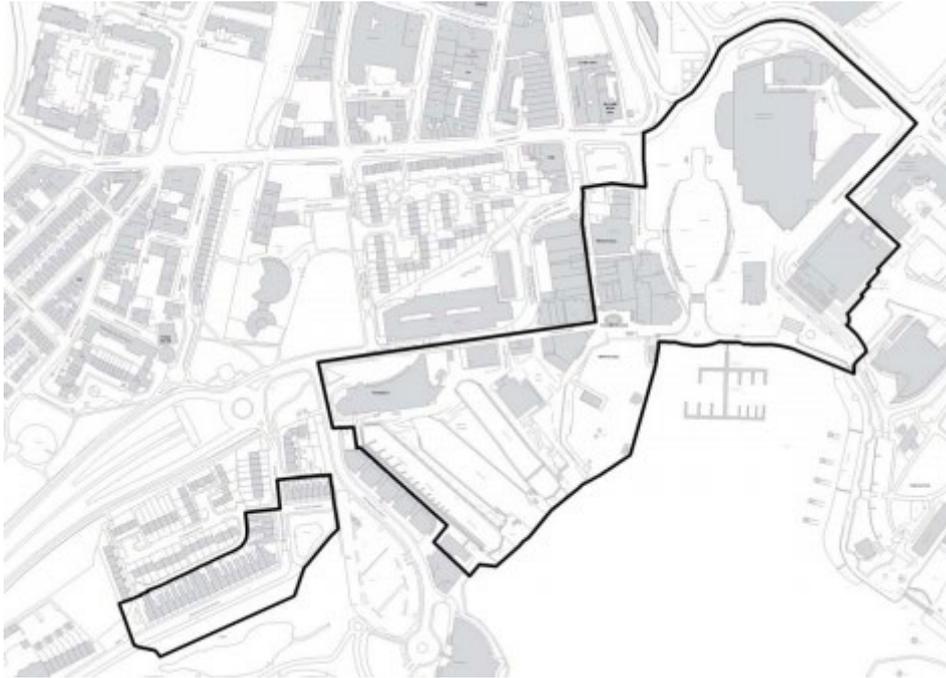


Figure 3 Pierhead Conservation Area Boundary

The application site is situated to the east of the Mount Stuart Square (MSS) Conservation Area, separated by Lloyd George Avenue. As illustrated in Figure 4, the MSS Conservation area incorporates Bute Street, West Bute Street and MSS which host a high concentration of Grade II Listed Buildings. The MSS Conservation Area is situated at the southern extent of Butetown and borders the historic docks area of Cardiff Bay, thus demonstrating a maritime and commercial character shaped by the wealth and prosperity of the iron and coal industries which the docks served. The majority of buildings within the MSS Conservation Area are 3-5 storeys in height, with modern residential and commercial properties evidencing additional height and mass. Figure 4 illustrates the extents of the MSS Conservation Area in relation to the application site and Cardiff Bay.

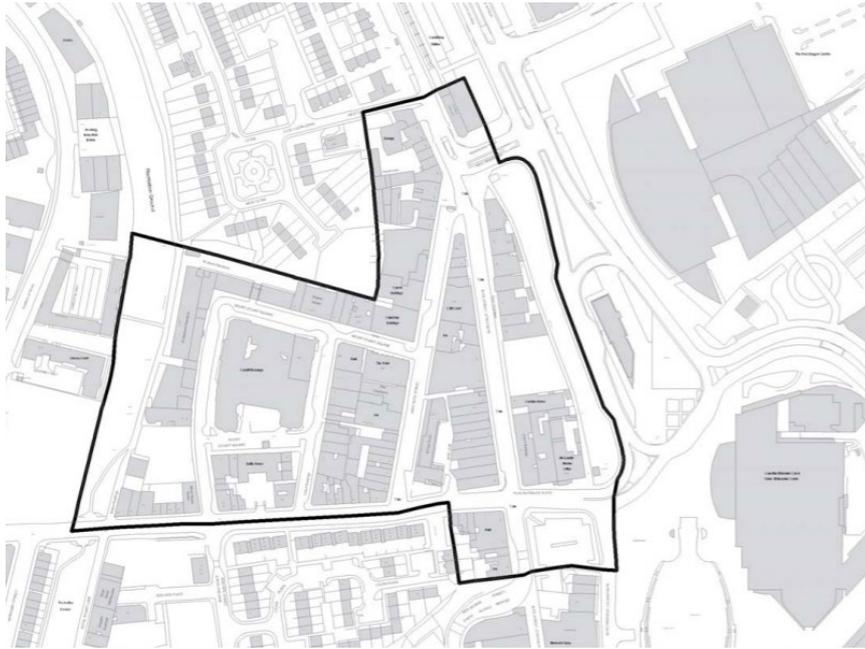


Figure 4 Mount Stuart Square Conservation Area Boundary

## 2.2.6 Ground Conditions

The application site demonstrates a generally flat topography, ranging from 8-15m AOD, with the highest part of the site being located to the north east, proximal to the County Hall.

Construction of Cardiff Docks in the early 1800s resulted in the importing of material to reclaim land from the marshes. The site contained Bute East and West Docks, a reservoir (now infilled), timber ponds (now infilled) and railway trackways. Since the 1980s, significant development on the site has included the construction of County Hall, the A4234, Schooner Way, Travelodge Hotel and the Red Dragon Centre. Natural ground on the site has been significantly disturbed and overlain by made ground materials. Thickness of the made ground is variable throughout the site, however, the greatest thicknesses are anticipated in infilled areas such as the reservoir and timber pond locations.

In regard to geology, the site is overlain by Tidal Flat Deposits comprising clay and silt with beds of peat and Glaciofluvial Deposits. Both layers overlay a Mercia Mudstone Group bedrock. The geological landscape of the site is classified as manmade with engineered and reclaimed/infilled features.

Superficial deposits and bedrock geology are classified by the Environment Agency as secondary acquirers with high vulnerability. Vulnerability indicates a high leachate rate, with potential to transmit contamination to groundwater.

The site is situated outside of a Coal Authority mining reporting area and there is no evidence of coal or other mining within or near the application site. In addition, there are no statutory or non-statutory geological or geomorphological designations associated with the site.

Cardiff docks is a known target of bombing raids during World War II, therefore there are risks of encountering unexploded ordnance. Prior to any groundworks, an Operational UXO Emergency Response Plan would be in place.

By virtue of the sites former industrial use and contamination associated with infilled dock materials, contaminants such as hydrocarbons as a result of fuel spillages, metals, solvents and sulphates may be anticipated. Preliminary and supplementary ground investigations indicated the present of hydrocarbon odour within Bute West Dock and peat layers presented sources of ground gas. No pollution incidents are recorded by NRW.

### 2.2.7 Hydrology

As demonstrated in the Site Layout Plan, the application site is located to the west of the Bute East Dock in the Inner Harbour of Cardiff Bay. There are no mapped watercourses within the site boundary, however, a Dock Feeder Culvert runs from the north in a south eastern direction and under Schooner Way and the CC County Hall carpark. In addition, an ABP culvert is situated at the eastern boundary of the site which runs in a north to south direction.

Atlantic Wharf is situated adjacent to the eastern boundary of the site, with 2no. canal feeders entering the wharf to the north. The Roath Basin and Roath Dock are situated approximately 300m to the south and 390m southeast of the application site. Other watercourses including the River Taff, Cardiff Bay and Severn Estuary are situated approximately 550m (west), 300m (south) and 1.6km (southeast) of the site respectively.

Natural Resources Wales (NRW) Flood Maps evidence that the site is located within Flood Zone B, with further analysis indicating that the site is not located within an area considered to be at risk from fluvial flooding, as further substantiated by Chapter 8 (Water Resources) of the ES. A small area to the north east of the site is shown to be at low to medium risk of coastal flooding and areas across the site demonstrate a low to medium risk of surface water flooding, albeit minor in scale.

### 2.2.8 Utilities

Due to the brownfield nature of the application site and built form of the Inner Harbour, the site exhibits a complex below ground level (BGL) utilities network. A Welsh Water surface level sewer pipeline is located BGL at Hemingway Road measuring 450mm in diameter at the eastern extent, extending to 600mm at the western extent. A further Welsh Water 130mm rising main is located below Hemingway Road which falls from east to west. Additional utilities are located within the immediate vicinity of Hemingway Road including a high voltage 11kV electricity line, low and medium pressure gas lines and communications apparatus.

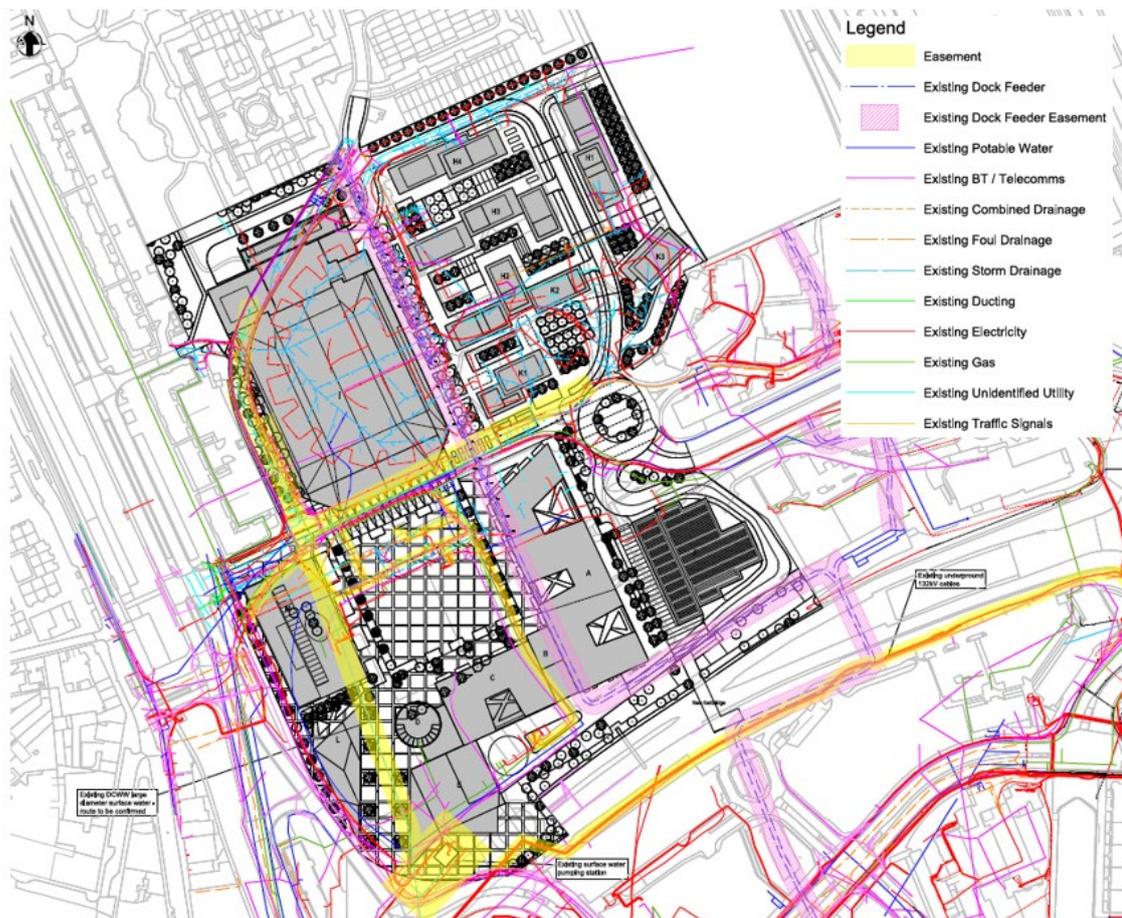


Figure 5 Atlantic Wharf below ground level utilities map

To facilitate the construction of residential and commercial properties along Schooner Way in the late 1990's/early 2000s, a large Welsh Water surface water sewer flows from north to south of Schooner Way, as illustrated in red in Figure 5. The pipeline is 1125mm diameter and is provided 7m BGL. Additional BGL utilities include an 11kV electricity line, low pressure gas pipes, highways drainage/traffic signals and telecomms infrastructure appurtenant to Openreach, Virgin Media and Vodafone. Welsh Water has identified that a potable water pipeline and 300mm water main run along the western side of Schooner Way.

As outlined in the Utilities and Drainage Strategy, record drawings and the geophysical survey indicate the presence of a Dock Feeder Culvert flowing from north to south. The culvert is constructed from reinforced concrete measuring 2.25m in width, 1.8m in height and 4.5-5.1m in depth BGL, as evidenced by ABP records. Surface level car parking at County Hall evidences BGL utilities in the form of surface water drainage which outfalls into the aforementioned Schooner Way sewer flow, as well a street light cabling infrastructure.

### 2.3 Planning History

The application site has an extensive planning history with the following applications considered to be most relevant to the determination of this planning

application, showing a positive planning history for the type of uses applied for. The applications noted below relate to plots within the full and hybrid application site and developments of relevance within the immediate setting.

Table 1: Planning History

Application Ref.	Description of Development	Decision	Date Issued
96/00445/R	Construction of a commercial leisure complex with associated car parking.	Granted	24/05/1996
97/00806/C	Proposed new offices (approval of reserved matters).	Granted	06/08/1997
97/01379/C	New 87 bedroom hotel with associated car parking.	Granted	22/09/1997
98/00528/C	Outline planning application for residential development of approximately 351 units and associated open space, car parking, access, servicing, landscaping including local shopping centre comprising approx. 71 sqm gross of retail floorspace.	Granted	30/06/1999
99/00895/C	Re-erection of the D Shed and construction of extension to create exhibition, retail studio, meeting and office space, plus cafe for craft in the bay.	Granted	18/08/1999
99/01502/C	Proposed residential development comprising 348 no. units, 1 no. retail unit, car parking and associated roads and sewers.	Granted	10/12/1999
A/19/00156/MNR	Static post mounted digital LED Screen.	Granted	24/07/2020
PRAP/20/00003/MNR	A 20 metre monopole, accommodating 6no. antennas, 2no. microwave dishes, the installation of 1no. equipment cabinet, along with ancillary works.	No Prior Approval Required	26/05/2020
00/00376/C	High density residential apartment development of 174 units, in three blocks ranging from 4-15 storeys.	Refused	18/05/2000
00/02411/C	Combined lyric theatre & arts centre with special hostel accommodation for Urdd Gobaith Cymru; retail space including shops, bars & restaurants, and multi-storey car park.	Granted	15/03/2001
01/01397/C	Residential development including car parking and amenity space. Total 194 units.	Granted	24/10/2003
03/02525/C	Residential development (245 units) including car parking and amenity space.	Granted	25/06/2004
05/02508/C	1,238 space multistorey car park.	Granted	28/06/2006
05/02748/C	17,658 sq. m Class B1 office floor space and associated parking and access, the ground floor of which to be used for retail (Use Class A1) and/or food and drink (Use Class a3) and/or offices (Use Class B1), under the provisions of Article 3, Schedule 2, Part 3, Class E of the Town and Country Planning (General Permitted Development) Order.	Granted	14/08/2006
07/01805/C	112 bedroom hotel with ancillary restaurant/bar: external works.	Granted	14/01/2008
09/00590/C	17,658 sq. m Class B1 office floor space and associated parking and access, the ground floor of	Granted	27/05/2009

Application Ref.	Description of Development	Decision	Date Issued
	which to be used for retail (Use Class A1) and/or food and drink (Use Class a3) and/or offices (Use Class B1), under the provisions of Article 3, Schedule 2, Part 3, Class E of the town and country planning (general permitted development) Order 1995 (variation of conditions 1c and 1d of planning permission no. 05/2748c to extend the period for the submission of applications for the approval of reserved matters and for the commencement of development).		
15/00001/M JR	Extension of existing hotel to provide 38 additional rooms.	Granted	05/05/2015
15/02597/M JR	Development of 117 no. residential dwellings including 85 no. market sale apartments and 32 no. affordable houses and associated works.	Granted	17/02/2016
16/00547/M JR	Hybrid application comprising: full planning application for erection of a 210 bed hotel (class c1) (9,334 sqm) fronting Bute Place, including access, service area and six disabled car parking spaces. Outline planning application for the erection of two office buildings (circa 15,687 sqm).	Granted	17/06/2016
16/00660/M JR	Mixed use residential development of 180 dwellings with a1 (retail) and A3 (food and drink) use to ground floor with associated works.	Granted	15/06/2017
17/01850/M JR	Construction of a museum, which includes a cafe, exhibition rooms, collection stores and office space at land off Hemingway road, Cardiff Bay.	Granted	10/11/2017
18/00436/M JR	Extension to hotel to provide cafe/bar.	Granted	19/04/2018
18/00437/M JR	Extension to hotel to provide 32 bedrooms with ground floor retail/commercial unit.	Granted	04/05/2018
18/00455/M JR	Part demolition of existing hotel and erection of hotel, additional parking and ancillary development.	Granted	23/11/2018
19/00632/M JR	Mixed-use development comprising residential (12 units), office (Use Class B1 520 sqm), local needs retail (Use Class A1 two units x 117 sqm each), cafe (Use Class A3 120 sqm), restaurant (Use Class A3 360 sqm), plus undercroft parking.	Pending Consideration	N/A

## 3 Pre-application

---

### 3.1 The Pre-application Process

By virtue of its scale, the proposed development constitutes ‘major development’ and under the provisions of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012, the application is subject to pre-application consultation (PAC). This section outlines the statutory and non-statutory pre-application activities which have been undertaken.

#### 3.1.1 Cardiff Council and Technical Consultees

A Planning Performance Agreement (PPA) is in place for this application and regular pre-application meetings with Cardiff Council have been undertaken to seek input on scope and direction from the LPA and specialist officers. A live account of all pre-application meetings undertaken with the LPA up to PAC is set out in Chapter 6 (Consultation) of ES.

A request for confidential pre-application advice was made to Cardiff Council on 17 May 2021 under reference PA/21/00051/MJR. Responses were provided on pre-application proposals from the following specialist officers:

- Affordable Housing;
- Air Quality;
- Arboriculture;
- Conservation (Heritage);
- Ecology
- Noise;
- Placemaking; and,
- Planning Policy.

An Environmental Impact Assessment (EIA) Scoping Report was submitted to Cardiff Council on the 17 June 2021. Cardiff Council consulted a list of consultees in the process of forming its Scoping Opinion. During the course of the Scoping process, a number of specialist meetings were held with Cardiff Council officers in order to define the proposed approach to assessment and help inform the formal Scoping Opinion. The ES has been prepared based on the responses received to date, with the formal Scoping Opinion yet to be received.

In addition to engagement with Cardiff Council, various other technical consultees such as Welsh Water, Natural Resources Wales and utility providers have been consulted prior to the pre-application consultation process. Their input and guidance has helped inform the draft planning application and the ES and has been particularly valuable given the nature of the site and proposals.

### 3.1.2 Statutory Pre-Application Consultation (PAC)

As stated, the application is subject to PAC, as prescribed under the DMPWO which requires a full draft of the planning application to be made available to the public for 28 days, prior to submission. As part of the PAC process, the Applicant is currently consulting with ‘Specialist Consultees’ including; Welsh Ministers, Cardiff Council Highways Authority, Natural Resources Wales (NRW), Theatres Trust, Canal & Rivers Trust, Welsh Water and Gwent-Glamorgan Archaeological Trust (GGAT).

In addition, community consultees including Members of Parliament (MPs), Members of the Senedd (MS) and community consultees are currently being consulted. Due to the scale of the proposals 710no. landowners/occupiers have been consulted within the defined consultation boundary. A comprehensive list of non-statutory bodies, including national and local hard to reach groups, have been consulted.

In accordance with the requirements of the DMPWO, a Pre-Application Consultation Report will be authored to support the final planning application outlining the consultation process, responses and matters raised.

### 3.1.3 Non-Statutory Pre-Application Consultation

#### Informal pre-application

In preparation of both PAC and the full application, the Applicant has undertaken extensive consultation with communities within the locality of Atlantic Wharf and Butetown. A maildrop was undertaken including 6,800no. properties within a ½ mile radius of the site, to promote the scheme and notify business and residential neighbours of forthcoming consultation and webinar events and the evolving proposals.

A project website ([atlanticwharfcardiff.co.uk](http://atlanticwharfcardiff.co.uk)) was created and has been maintained since 24 May 2021, providing local communities and interested parties with an insight to the Arena and hotel development as well as the wider masterplan proposals, including details on the Joint Applicant, community initiatives, employment opportunities and news updates. A frequently asked questions (FAQ) page has been set up and maintained to ensure that communities and interested parties can continue to raise their queries during the informal consultation process.

The Joint Applicant has hosted 3no. information webinar events during the informal consultation phase as follows:

- On 6 July 2021 (17:30-18:30) the Joint Applicant presented a Masterplan presentation which provided an overview of the proposals, phased delivery, transport linkages and green/blue infrastructure landscaping.
- On 14 July (17:30-18:30) the Joint Applicant hosted a webinar focusing on the Arena and hotel elements of the development, including the drivers behind design, transport links, modal shift in active transport and landscaping.

- On 20 July 2021 (17:30-18:30) the final webinar was hosted by Live Nation on the operational logistics of the Arena and associated transport management arrangements.

All webinar presentations and videos were uploaded to the project website to ensure those unable to attend could view the proposals and pose questions at a later date<sup>2</sup>.

Attendees of the webinars were invited to provide questions relating to each of the presentations which were circulated within the wider design team and answers disseminated on those matters raised. A list of all questions and answers were issued alongside the respective uploaded webinar presentations as well as within the aforementioned project wide FAQ document.

### **Design Commission for Wales**

The Joint Applicant has sought independent advice from the Design Commission for Wales (DCfW) due to the scale and masterplan nature of the works. Pre-submission materials were submitted to the DCfW on 28 July 2021 with a formal review session taking place on 12 August 2021. Following the review session, published response were presented to the Joint Applicant on 26 August, prior to the PAC process.

A copy of the DCfW response will be provided in the PAC Report.

---

<sup>2</sup> <https://atlanticwharfcardsiff.co.uk/consultation/>

## 4 Proposed Development

---

### 4.1 Hybrid Planning Application

This planning application forms a hybrid planning application for a mixed use leisure led development at Atlantic Wharf within the Inner Harbour, Cardiff Bay. The hybrid planning application comprises outline details with all matters reserved (layout, scale, landscaping, access and appearance) for part of the mixed use Atlantic Wharf, Butetown Masterplan and full details for the Arena and hotel and associated infrastructure and enabling works within the Arena Quarter.

The outline element of the planning application is supported by a number of Parameter Plans (Plan ref. 0371-RIO-XX-XX-DR-A-90512, 0371-RIO-XX-XX-DR-A-90513, 0371-RIO-XX-XX-DR-A-90514 and 0371-RIO-XX-XX-DR-A-90515) and these plans set out the parameters and development framework for the masterplan area and have provided the basis for the ES assessments.

An Atlantic Wharf, Butetown Masterplan Illustrative Masterplan (see Plan ref: 0371-RIO-XX-XX-DR-A-90502) and Atlantic Wharf, Butetown Masterplan DAS have also been submitted in support of the outline element of the application and these provide further illustrative information on how the masterplan could be delivered. Other plans and a Landscape Masterplan Report have been submitted to establish guiding principles for the arrangement and provision of green infrastructure and public realm and are intended to guide future applications within this framework at the reserved matters stage should hybrid planning permission be granted.

The full elements of the planning application are accompanied by detailed plans and associated documents for the Arena, hotel and associated works. The intention is that the submitted plans and documents for the enabling works would provide sufficient detail for this element of the application to avoid pre-commencement conditions should planning permission be granted. This would allow for the early commencement of these works, prior to the discharge of detailed conditions for the Arena and hotel and shortly following the grant of planning permission.

A detailed description of the proposed development is outlined in Section 4.2 (outline proposals) and Section 4.3 (full proposals). Development specifications for the application are also set out in the planning drawings, Arena Quarter DAS, Atlantic Wharf, Butetown Masterplan DAS and the ES.

### 4.2 Outline Application – Atlantic Wharf, Butetown Masterplan

A detailed description of the proposed development is presented below but in summary outline planning permission with all matters reserved is sought for a leisure led mixed use masterplan comprising:

- Up to 1,050no. residential dwellings (Use Class C3);

- Up to 1,320no. hotel rooms (Use Class C1);
- Up to 19,500sqm of employment floorspace (Use Class B1);
- Up to 14,000sqm of non-residential institution floorspace (Use Class D1);
- Up to 13,500sqm of leisure floorspace (Use Class D2);
- Up to 2,750sqm of retail floorspace (Use Class A1);
- Up to 9,800sqm of food and drink floorspace (Use Class A3);
- Up to 40,000sqm of car parking spaces including within a Multi-Storey Car Park (MSCP);
- An event square;
- Public realm and open space;
- Pedestrian, cycle and vehicular accesses;
- Landscaping including biodiversity and landscape mitigation and enhancement;
- Drainage; and
- Associated infrastructure.

#### 4.2.1 Masterplan Overview

The Atlantic Wharf, Butetown Masterplan presents a vision for a mixed-use development split into six masterplan quarters as follows and shown on the Atlantic Wharf, Butetown Masterplan Quarters Plan (Plan ref: 0371-RIO-XX-XX-DR-A-09510):

- Arena Quarter;
- Mixed Use Quarter;
- Cultural Quarter;
- Waterfront Quarter;
- Bute East Dock Quarter; and
- Car Parking Quarter.

The masterplan both seeks to create a place that is welcoming and attractive to visitors and is also designed to become an extension of the local community, with up to 1,050no. mixed tenure new homes planned within the Waterfront Quarter, Bute East Dock Quarter and Mixed Use Quarter. The aim of providing this mixed use offering is to establish a vibrant urban environment that is active all year round, including weekends and in the evening.

Investment in high quality public spaces is critical if the plan is to deliver the aspiration of extending the Cardiff Bay visitor destination. The hybrid planning application includes proposals for a major new formal event square (Atlantic Square) in the heart of the masterplan and the Mixed Use Quarter. Atlantic Square would be an 80m x 80m event square and would be able to accommodate major

outdoor events within the city and would be complemented by a series of informal spaces around its edge, which would provide the opportunity for significant greening, including the planting of new trees and informal and formal seating areas, activating the square on non-event days and making it a destination of its own.

Enhancing the relationship between the Atlantic Wharf site and the Cardiff Bay waterfront is also a central design feature of the masterplan. The orientation of public realm corridors and development plots to make the most of the connection back to the waterfront, to offer views from the development and provide a strong pedestrian connection to reinforce the intension that the Atlantic Wharf site becomes an extension of the Inner Harbour area. A pedestrian bridge is proposed across the A4232 within the Car Parking Quarter to link areas south of the road along Pierhead Street and Porth Teigr to the masterplan, as well as providing a future connection to a proposed Transport Hub on Pierhead Street.

The transport strategy for the masterplan is public transport-led. The choice of Atlantic Wharf as the preferred location for the new Arena was cognisant of the need to improve public transport connectivity to Cardiff Bay. The anticipated 1 million visitors to the Arena each year should significantly improve the business case for investment in public transport infrastructure. This includes the potential to extend the committed Cardiff Metro investment, linking Queen Street Station to Cardiff Bay to create a crossrail service and westwards to Central Station and the City Line and eastwards to the proposed new Cardiff Parkway station at St Mellons.

The wider masterplan also proposes the creation of a new transport hub for the Bay on Pierhead Street, providing an interchange for tram-train services and bus services as well as facilities for taxis and coaches. Although this transport hub does not form part of the hybrid planning application.

The proposals also accommodate an element of car based journeys and a new MSCP is proposed within the Car Parking Quarter. However, given Cardiff Council's commitment to the climate emergency, and the desire to deliver a public transport led development, car parking within the MSCP would be limited to the existing level of spaces available across the Atlantic Wharf site. All other car journeys would be expected to utilise existing city centre car parks or Park and Ride Facilities with the last miles of journeys either involving public transport or active travel.

Active travel would also form a key part of the strategy. The plans for the wider masterplan include proposals to remodel Lloyd George Avenue by reducing the road infrastructure from a dual carriageway to a single lane in each direction to free up space to create a much-improved landscaped boulevard corridor linking the city centre to Cardiff Bay. This proposal also explores the potential to improve east-west connectivity by establishing new focal points at intervals along the length of the road to open up access between existing communities either side of the existing railway line and wall, and to provide visitors to the area with facilities and points of interest to break up the journey.

The active travel plan would also be supported by a proposed extension to the existing cycle superhighway plans along Lloyd George Avenue to connect into

the proposed new transport hub on Pierhead Street and beyond through Porth Teigr towards the barrage.

As discussed above the majority of the transport improvements including the Transport Hub and improvements to Lloyd George Avenue fall outside the scope of the hybrid planning application as they are not required to mitigate the impacts of the Arena and hotel from a transport perspective. Instead, the Arena and hotel would be accessible through existing public transport infrastructure to Cardiff Bay, the proposed MSCP car park, taxi and coach pick up and drop off, dedicated cycle parking for the Arena and hotel and dedicated car parking for the hotel.

As discussed throughout this statement, the majority of the proposals subject to this hybrid planning application are submitted in outline (apart from the Arena and hotel) and parameters have been set to guide the future development. The detailed design of the remaining masterplan quarters would be submitted at later reserved matters phases should hybrid planning permission be granted.

The masterplan quarters vision, land uses, parameters and key features are described in further detail below and presented on the submitted Parameter Plans.

For further details on the proposals and design philosophy please refer to the Atlantic Wharf, Butetown Masterplan DAS, Landscape Masterplan Report and for the impacts of the development the ES and TA.

## 4.2.2 Masterplan Quarters

As outlined above the masterplan proposes a mix of uses including residential, office, leisure, retail, food and drink and these uses have been organised into six masterplan quarters.

The masterplan seeks to place key leisure infrastructure including the Arena and Atlantic Square at the heart of the masterplan, with supporting and ancillary quarters focused around this core. The vision for the six masterplan quarters and their proposed land uses are briefly described in Table 2 and shown spatially on the Atlantic Wharf, Butetown Masterplan Quarters Plan (Plan ref: 0371-RIO-XX-XX-DR-A-09510).

Table 2: Masterplan Quarters

Masterplan Quarter	Quarter Vision
<b>Arena Quarter</b> <i>Use Class: A1, A3, C1, D2</i>	<p>The Arena Quarter would be focused around the Arena and supporting development and infrastructure. The Arena would comprise a 15,000 capacity indoor Arena with the ability to host circa 140no. events each year including a wide range of entertainment based content including music, comedy, family shows and occasional international sporting events.</p> <p>The Performance Venue of tomorrow is no longer an independent building functioning as an isolated element of the city. It has progressively become an anchor for new development, a cultural node, which draws together communities. The vision is to create a new Arena that would become the focal point of the wider cultural &amp; leisure destination development that would revitalise the Cardiff Bay area. The project aspires to deliver a benchmark, utilising an architectural design</p>

Masterplan Quarter	Quarter Vision
	<p>that compliments this ambition with a striking yet deliverable and appropriate addition to Cardiff's rich architectural portfolio.</p> <p>The zone would also include a 182no. key 3* hotel to replace the existing hotel on Hemingway Road to be demolished. In addition to the Arena Plaza, accesses and associated public realm and green and blue infrastructure.</p>
<p><b>Mixed Use Quarter</b> <i>Use Class: A1, A3, B1, C3, D1, D2</i></p>	<p>The Mixed Use Quarter would contain a range of commercial, leisure and residential uses, including the new Red Dragon Centre 2 (RDC2), residential development, high quality office accommodation and the new Atlantic Square event square at the heart of the masterplan. This zone would allow for the reprovision of key facilities currently within Atlantic Wharf and provide a hub for day and night time activities at the centre of the site.</p> <p>The proposed Atlantic Square would provide a large flexible space to facilitate city wide events and attractions for example seasonal markets and a range of entertainment events. The space would also allow for outdoor spill out from surrounding food and beverage outlets and be a publicly accessible space for people to dwell on non-event days.</p>
<p><b>Cultural Quarter</b> <i>Use Class: A1, A3, D1</i></p>	<p>The Cultural Quarter would contain a range of leisure and cultural uses, potentially including The Cardiff Story Museum, Wales Millennium Centre Academy and Contemporary Art Museum of Wales.</p> <p>This zone would provide a key gateway into the site from Roald Dahl Plas and would respond to and connect with the existing established cultural uses within Cardiff Bay.</p>
<p><b>Waterfront Quarter</b> <i>Use Class: A3, C1, C3</i></p>	<p>The Waterfront Quarter would contain a number of leisure, residential and hotel led uses. The zone would respond to its waterfront setting and include the landmark building for the masterplan and a new addition to the Cardiff City skyline.</p>
<p><b>Bute East Dock Quarter</b> <i>Use Class: A1, A3, C1, C3</i></p>	<p>The Bute East Dock Quarter would comprise a new residential and hotel district located to the south and west of Bute East Dock and provide a landscaped area for future residents.</p> <p>The zone would also potentially include new 4* hotels located adjacent to the Arena to provide an alternative to the proposed 3* hotel and support the masterplan and Cardiff as an international visitor destination.</p>
<p><b>Car Parking Quarter</b> <i>Use Class: A1, Sui-Generis</i></p>	<p>The Car Parking Quarter would provide a new multistorey car park, replacing existing surface level car parking which dominates the current site and providing car parking to support the proposed Arena and wider masterplan uses.</p> <p>The zone would be located away from the main event spaces of the masterplan but include a direct connection to the future Transport Hub at Pierhead Street.</p>

## 4.2.3 Land Use

### Quantum

As discussed above the overarching aim of the Atlantic Wharf, Butetown Masterplan is to deliver a leisure led mixed use development. The Arena and hotel

are regarded as Cardiff Council's primary catalyst for the next phase of regeneration in Cardiff Bay and the wider Atlantic Wharf, Butetown Masterplan has been designed to support this transformation, through a mix of supporting land use offerings as described below and presented in Table 3.

Table 3 includes the range of uses proposed and maximum floorspace/unit numbers. All figures are presented as 'up to' amounts and represent the maximum quantum of floorspace/units that could be delivered across the outline quarters (excluding the Arena Quarter which is being applied for in full and as such does not have up to limits). For an indicative breakdown of uses by outline quarter please refer to Table 4.

Table 3: Proposed Atlantic Wharf, Butetown Outline Masterplan Land Uses

Proposed Use	Max GIA (sqm)	Max Units
A1 Shops	2,750	
A3 Food and Drink	9,800	
B1 Business	19,500	
C1 Hotels	35,500	1,320 (hotel rooms)
C3 Dwellinghouses	72,500	1,050 (residential dwellings)
D1 Non-residential Institutions	14,000	
D2 Assembly & Leisure	13,500	
Sui Generis	40,000	
<b>TOTAL</b>	<b>207,550</b>	<b>2,370</b>

Table 4: Proposed Indicative Outline Masterplan Quarter Land Use

Zone	Use Class	Use Class GIA (sqm)
<b>Mixed Use Quarter</b>	A1 Shops	2,275
	A3 Food and Drink	5,600
	B1 Business	19,500
	C3 Dwellinghouses	24,500
	D1 Non-residential Institutions	2,000
	D2 Assembly & Leisure	13,500
<b>Cultural Quarter</b>	A1 Shops	200
	A3 Food and Drink	200
	D1 Non-residential Institutions	12,000
<b>Waterfront Quarter</b>	A3 Food and Drink	2,300
	C1 Hotels	16,500
	C3 Dwellinghouses	17,500
<b>Bute East Dock Quarter</b>	A1 Shops	175
	A3 Food and Drink	1,700
	C1 Hotels	19,000
	C3 Dwellinghouses	30,500

Zone	Use Class	Use Class GIA (sqm)
Car Parking Quarter	A1 Shops	100
	Sui Generis	40,000
<b>TOTAL</b>		<b>207,550</b>

## Land Use Offering

The proposed land use quantum is presented in Table 3 and 4 above, further details on the land use offering across the masterplan area is described below alongside a brief rationale for each use.

### Leisure

In addition to the Arena which is being applied for in full and described in Section 4.3 the Atlantic Wharf, Butetown Masterplan proposes up to 14,000sqm of Use Class D1 Non-residential institutions within the Cultural Quarter and Mixed Use Quarter, likely to include museums and visitor attractions and up to 13,500sqm of Use Class D2 Assembly and leisure within the Mixed Use Quarter to include the RDC2 new Red Dragon Centre, which would provide as a minimum the same tenant demise areas and internal floor heights currently within the existing facility and likely to include a cinema, bowling alley, gym, casino etc.

### Retail

In support of the leisure offerings within the masterplan up to 2,750sqm of Use Class A1 Shops are proposed in the Mixed Use Quarter, Cultural Quarter, Bute East Dock Quarter and Car Parking Quarter. This retail offering would provide a complementary and ancillary role to the wider development and provide an element of convenience goods retailing to serve the newly established population.

### Food and Drink

The masterplan would include up to 9,800sqm of Use Class A3 Food and Drink within the Mixed Use Quarter, Cultural Quarter, Waterfront Quarter and Bute East Dock Quarter. This food and drink offering would enhance the existing offerings in Cardiff Bay and its status as a day-time and night-time destination and introduce active ground floor uses around Atlantic Square through outdoor seating and within the waterfront setting of Bute East Dock.

### Employment

The masterplan would include up to 19,500sqm of Use Class B1 Business floorspace located within the Mixed Use Quarter. The employment floorspace is proposed to activate the masterplan during the day and compensate the loss of existing employment floorspace within the Inner Harbour.

### Residential

The masterplan proposes up to 1,050no. Use Class C3 Dwellinghouses within the Waterfront Quarter, Bute East Dock Quarter and the Mixed Use Quarter. The residential dwellings have been proposed to become an extension of the local

community through the provision of a range of 1 bed, 2 bed and 3 bed flats and tenures with a minimum of 20% affordable housing.

### **Hotel**

In addition to the 3\* hotel which is being applied for in full and described in Section 4.3.4 the Atlantic Wharf, Butetown Masterplan proposes up to 1,320no. hotel bed spaces Use Class C1 Hotels within the Waterfront Quarter and Bute East Dock Quarter, with the potential to provide an additional up to 1,320no. hotel rooms within Cardiff Bay. The hotel floorspace is likely to include one new 4\* hotel located adjacent to the Arena to provide an alternative to the proposed 3\* hotel and an apart-hotel in the Waterfront Quarter to support the masterplan and Cardiff Bay as an international visitor destination.

### **Parking**

In support of the new mixed use development the masterplan includes 1,300no. car parking spaces located within a MSCP within the Car Parking Quarter. The car parking is required to support the proposed development and consolidate the existing surface level car parking at the site.

The proposals also include up to 300no. cycle parking spaces to serve the Arena Quarter and 14no. cycle spaces to serve the hotel. Space would also be provided within all buildings in the masterplan for cycle storage to serve the needs of that building. The level and type of cycle parking in the outline area would be defined at the reserved matters stage.

### **Atlantic Square**

At the heart of the masterplan within the Mixed Use Quarter would be the new minimum 80m x 80m Atlantic Square which has been designed to provide a new large flexible space to facilitate city wide attractions for example Winter Wonderland and seasonal markets. The event square would also form part of the landscaping and public realm strategy for the masterplan and allow for outdoor spill out from surrounding food and beverage outlets and be a publicly accessible space for people to dwell on non-event days.

### **Public Realm**

Around the main land uses described above the proposed masterplan would be interspersed with areas of public open space and public realm within all quarters. The residential development within the Mixed Use Quarter, Waterfront Quarter and Bute East Dock Quarter would also be provided with private/semi-private courtyards for future residents.

## **4.2.4 Scale Parameters**

The scale parameters for the proposed masterplan quarters are presented in Table 5 below and represent the minimum and maximum building sizes that could be developed within each quarter.

The height parameters are also set out on the Atlantic Wharf, Butetown Masterplan Maximum Heights Parameter Plan (see Plan ref: 0371-RIO-XX-XX-

DR-A-90512) and would range from between 3m AOD and 81m AOD and 6-26 storeys. This range seeks to both respond to the prevailing heights within the local area and allow for landmark buildings at the site. Tall buildings are proposed at key locations including the Waterfront Quarter and Bute East Dock Quarter to provide feature buildings and create vistas within the development.

Due to the outline nature of the development, the exact location of buildings is unknown, however the Building Heights Parameter Plan does demonstrate the broad location for where the tallest buildings would be located within the Waterfront Quarter and Bute East Dock Quarter. The exact location of buildings within the masterplan would be further tested at the detailed design stage to ensure that their design and impact on amenity is acceptable should planning permission be granted.

Table 5: Parameters Table

Masterplan Quarter	Width (m)		Length (m)		Height (m)		
	Min	Max	Min	Max	Min	Max	Storeys
Mixed Use Quarter	24	50	31	155	3	34	7
The Cultural Quarter	16	55	25	88	3	36	6
Waterfront Quarter	14	22	22	75	3	81	26
Bute East Dock Quarter	14	27	27	95	3	51	17
Car Parking Quarter	17	66	28	72	3	32.5	11

It is important to note that the parameters represent the minimum and maximum dimensions for the development and as the development progresses to the reserved matters stage it would respond to the market conditions and would develop ‘up to’ these parameters to provide flexibility across the site. The net total size of buildings would however be limited by the total amount of proposed floorspace within each Use Class and not all buildings within each quarter would be at the dimensions shown within Table 5 but would instead be within the quarter’s minimum to maximum range.

## 4.2.5 Access

### Pedestrian/Cycle

The masterplan would be a highly permeable scheme which enables pedestrian access along all of its boundaries.

Key pedestrian routes from its peripheries would be provided from Schooner Way, Lloyd George Avenue, Rhod Dahl Plas, Hemingway Road and the proposed pedestrian footbridge over the A4232.

The site would be designed to ensure that the main pedestrian throughput to and from the site is directed to footways located along Lloyd George Avenue and into Rhod Dal Plas as the primary access route to the site.

The new pedestrian footbridge proposed over the A4232 at the southern extent of the Car Parking Quarter would provide access to the site from Pierhead Street and the future Transport Hub.

The proposals for Atlantic Square within the Mixed Use Quarter is expected to provide a welcoming and inviting public realm which would enhance east-west permeability through the site.

Cyclists would also be able to access the site from the carriageways of central link / Hemingway Roundabout and Ffordd Garthorne. Similarly, it is envisaged that the main new highway through the Bute East Dock Quarter would have provision of a minimum 3m shared use pedestrian and cycle track along both sides.

Details relating to the quantum and locations of cycle parking for the proposed uses of the outline element of the application would be fixed through reserved matters application, however indicatively sufficient space for stores has been provided within the buildings.

It also proposed that the cycle parking for the Arena 300no. cycle spaces acts as a cycle hub for the masterplan as a whole and as such can be utilised even when there are no events being held on site.

## Vehicular

Vehicular access into the site would be limited to access to the MSCP, Bute East Dock Quarter and Waterfront Quarter, public transport, drop off and refuse and delivery. Plus access to the hotel and Arena as described in further detail in Section 4.3.3.

During the wider masterplan phases, the stopped-up section of Schooner Way would be reinstated as a vehicular route through the Bute East Dock Quarter. Current thinking includes the provision of a peak hour bus gate at the end of Schooner Way, allowing for bus routes and residential access. It would then connect with the Hemingway Road roundabout which would provide vehicular access from the east (via central link from Queensgate Roundabout). Once available the access to the Arena and hotel would be serviced from this road.

Vehicular access to the Car Park Quarter and the southern section of the masterplan would be provided from the southern arm of the Hemingway Road roundabout. This would facilitate vehicular access to the MSCP and a service area located to the south of the Mixed Use Quarter and the east of the Cultural Quarter.

Ffordd Garthorne bounds the site to the west and would provide vehicular access to the western section of the Arena. This access point would be limited to fire tenderers. Emergency and blue light vehicles would also be able to access the Cultural Quarter from Bute Place.

As part of the masterplan proposals a 1,300no. space MSCP is proposed in the Car Parking Quarter and this has been designed to replace existing surface level car

parking which dominates the current site and provide limited car parking to support the proposed Arena and wider masterplan uses.

The zone would be located away from the main event spaces of the masterplan but include a direct connection to the future Transport Hub at Pierhead Street.

#### 4.2.6 Public Realm and Landscaping

The public realm and landscaping strategy for the Atlantic Wharf, Butetown Masterplan is detailed in the Landscape Masterplan Report submitted in support of the hybrid planning application.

The overall vision for the landscape masterplan is to create a continuous and connecting urban landscape that would help to restore historic connections between the City, Bute East Dock, Butetown and the Bay. The landscape proposals for the masterplan area have been designed to be an extension of Silurian Park and create a north - south link from Herbert Street to the Wales Millennium Centre. It would also bring together an east - west axis from Bute East Dock to Cardiff Bay train station, linking to Canal Park in the west.

The landscape proposals form a major part of the masterplan and would be rich and varied and composed specifically to address Cardiff's One Planet ambition. Their aim is to contribute to wellbeing, create places for habitat and help to reduce the impact of localised flooding. The landscape design goals for the Atlantic Wharf, Butetown Masterplan are to create:

- **A renowned destination:** Outstanding landscape and the public realm design will make Atlantic Wharf a memorable and year round international destination. Every aspect of the landscape design has to converge upon the fulfilment of this ambition, in order to create a renowned vibrant and attractive space for anyone to enjoy and experience at any time of year.
- **An accessible and connected neighbourhood:** the design will guarantee comfortable and enjoyable pedestrians and cyclists accessibility throughout the area to support sustainable and active travel, vehicle movement will be restricted to prioritise pedestrians and cyclists.
- **An inclusive and active neighbourhood:** the public realm will accommodate a variety of uses and events to provide inclusive spaces for everybody to enjoy and experience, and to ensure the spaces are activated throughout the day and the year and so that they feel safe.
- **A living & resilient landscape:** multi-functional blue green infrastructure will be at the core of the delivery of a successful and resilient public realm. greenery should be a dominant visual feature and will blend integrated drainage, large tree species, ornamental planting and new habitat rich environments, while also providing beautiful and diverse natural spaces for people to enjoy and socialise in. greenery should be a dominant visual feature planting should encourage wildlife, wayfinding and should aim for year round interest.

- **A landscape that supports decarbonisation:** by considering microclimate, integration of landscape as part of buildings and supporting the education and awareness for the wider public.
- **A rich and rewarding landscape:** the spaces between the buildings will have depth, detail and diversity. this will be achieved in the planting, hard landscape materials, street furniture, lighting and public art all working together to convey the past, present and future and which includes Cardiff's varied communities in the design process.

The Landscape Masterplan Report includes nine key spatial elements summarised below, for further details on the key design objectives, access and servicing strategy and indicative materials for each key spatial element, alongside their approach to integrating multi-functional green infrastructure and biodiversity please refer to the Landscape Masterplan Report.

- **Atlantic Square** – the centrepiece of the masterplan, Atlantic Square is a proposal for a new civic square that would become the heart of the new development and one of the biggest civic plaza's to be built in the UK this millennium.
- **Arena Plaza** – joined to the Atlantic Square a standalone, but connected civic space fundamental to the operation of the Arena. The Arena Plaza is designed to complement Atlantic Square, yet still a standalone civic space in its own right.
- **The Vista** – starting from Roald Dahl Plass (the Oval) The Vista would end in the proposed Atlantic Square, providing a strong visual and physical corridor that connects Cardiff Bay to the new masterplan. The public space interfaces with the proposed museums and the Wales Millennium Centre Academy.
- **Footbridge Walk** – would be the southern gateway of the masterplan and would be strategically located to connect the future Transport Hub to the new MSCP and the new Red Dragon Centre.
- **Eastern Gateway** – proposes a 4\* hotel, pick-up and drop-off area for disabled and VIP guests of the Arena and pick-up and drop-off area for the 4\* hotel, while introducing extensive blue-green landscape to provide a welcoming experience for visitors accessing the area by bus and providing a transitional space from the large road infrastructure at Hemingway Road roundabout to the pedestrian friendly areas of the masterplan.
- **Western Gateway** – Hemingway Road would provide the western gateway to the masterplan connecting the existing Cardiff Bay Station and Lloyd George Avenue to the Arena and provide a green buffer for existing residential buildings.
- **The Urban Arboretum** – would provide a linear park between the Arena and Bute East Dock Quarter. Providing a buffer between the Arena and proposed residential development, to include a variety of open spaces, including rainwater attenuation and filtration, habitat and space for people living in the proposed development and wider area to play.

- **Waterside Residential** – would include integrated green spaces, play provisions and leisure amenities within the Bute East Dock Quarter and Waterfront Quarter.
- **WMC Creative Space** – is strategically located at the southern edge of the scheme, opposite to the existing Wales Millennium Centre and would provide an outdoor stage for performances and plays, in addition to providing high quality outdoor space for food and drinks businesses that face the public space

Within the main landscape areas, ‘showcase planting’ is proposed to feature a higher proportion of flowering perennials within a base mix of grasses and ferns to maximise colour and interest through the seasons.

In addition to the main landscape areas within the masterplan the proposals include areas of ‘dynamic planting’ in key movement corridors for example around the Arena and along Lloyd George Avenue. These areas are likely to include a planting mix with a greater focus on ornamental grasses and species with foliage that would sway in the breeze coming off the Bay to emphasise the textural and sensory qualities of naturalistic planting. Flowering perennials would still feature but would not play a prominent role.

‘Visual filtering planting’ is also proposed on the site’s peripheries primarily where existing residential development bounds the site to the north and east. This planting would act as visual filters into the scheme but also as important ecological features. The use of native trees, native understorey planting and wildflower planting creates is designed to create natural sense of enclosure while also creating wildlife corridors.

## 4.2.7 Energy

The Atlantic Wharf, Butetown Masterplan as a whole seeks to achieve an operational climate neutral position by 2030 in accordance with One Planet Cardiff. The aim is that each element of the development would have a carbon reduction plan aimed at continuous improvements in energy efficiency and eliminating all avoidable greenhouse gas emissions by 2030 and offsetting unavoidable residual emissions by 2030.

The Energy Strategy submitted in support of the planning application assesses three options for the masterplan:

- A Business-as-Usual Assessment (BAU) based on using conventional gas boilers for heat and power supplied directly from the national grid;
- A all-electric solution assessment to assess the standalone power demands assuming the heat demand is supplied by local heat pumps; and
- A Heat Network assessment assuming the heat is supplied by the Cardiff Heat Network.

Both the all electric assessment and Heat Network assessment show substantial reductions in carbon compared with the BAU. The energy strategy is modelled out until 2045 and it is shown that carbon reduction plans are required for each element of the masterplan to minimise carbon emissions and achieve a carbon

trajectory consistent with UK national and Cardiff City wide policy ambitions. For further information on the energy strategy for the masterplan please refer to the Energy Strategy submitted in support of the planning application.

#### 4.2.8 Utilities

The initial load assessments for electric, water, drainage and gas utilities for the wider masterplan have been provided to the utility providers. Loads have been estimated using the information in the preliminary accommodation schedule. We have considered the types of buildings and used applicable industry standards and appropriate assumptions. The Utilities Report submitted in support of the planning application confirms that connections to gas, telecoms and the Heat Network should be feasible with exact connection points and design capacity to be developed once each building is design. Welsh Water has advised that a detailed hydraulic modelling exercise is required and Western Power Distribution have outlined that due to recent developments within the vicinity of the area, power availability is limited and a new primary substation might be required to serve the full masterplan area.

#### 4.2.9 Phasing

The Atlantic Wharf, Butetown Masterplan Phasing Strategy indicates that the proposed masterplan including the Arena and hotel would be delivered in five development phases as detailed in Table 6 below and the submitted Phasing Strategy:

Table 6: Phasing

Phase	Timescale	Proposal
Phase 00	Spring 2022 – Winter 2023	<ul style="list-style-type: none"> <li>Enabling works to facilitate the delivery of the Arena and Hotel</li> </ul>
Phase 01a	Winter 2023 – Spring 2025	<ul style="list-style-type: none"> <li>Delivery of a 15,000 capacity Arena &amp; Plaza</li> <li>Completion of a 182 room Travelodge</li> <li>Demolition of the existing Travelodge</li> </ul>
Phase 01b	Winter 2023 – Summer 2024	<ul style="list-style-type: none"> <li>Construction of a 1,300 space MSCP</li> <li>Demolition of existing A3 unit</li> </ul>
Phase 02	Autumn 2024 – Spring 2027	<ul style="list-style-type: none"> <li>Construction of a new Red Dragon Centre with residential above (150 units)</li> <li>Construction of This Is Wales (5D Flight Experience)</li> <li>Construction of a new Footbridge over A4232</li> </ul>
Phase 03	2027-2029	<ul style="list-style-type: none"> <li>Demolition of existing RDC</li> <li>Construction of a new WMC Academy</li> <li>Construction of Cardiff Story Museum</li> <li>Construction of Mixed Use development</li> <li>Construction of the Atlantic Square</li> </ul>
Phase 04	2029-2031	<ul style="list-style-type: none"> <li>Demolition of County Hall</li> </ul>

Phase	Timescale	Proposal
		<ul style="list-style-type: none"> <li>• Construction of new Commercial Office adjacent to Lloyd George Avenue</li> <li>• Construction of the new Contemporary Art Museum</li> <li>• Completion of Atlantic Square</li> </ul>
Phase 05	2029-2032	<ul style="list-style-type: none"> <li>• Construction of the new Residential development (900 units)</li> <li>• Construction of 3no. Hotels</li> </ul>

#### 4.2.10 Outline Plans and Documents

The following plans and documents are submitted in support of the outline element of the planning application and provide the illustrative details and fixed parameters for the outline masterplan area.

#### Plans

Table 7: Atlantic Wharf, Butetown Masterplan Drawings

Drawings	
0371-RIO-XX-XX-DR-A-09500	Site Location Plan
0371-RIO-XX-XX-DR-A-09501	Application Plan
0371-RIO-XX-XX-DR-A-09508	Proposed Demolition Plan
0371-RIO-XX-XX-DR-A-09510	Atlantic Wharf, Butetown Masterplan Quarters Plan
0371-RIO-XX-XX-DR-A-90512	Atlantic Wharf, Butetown Masterplan Maximum Heights Parameter Plan
0371-RIO-XX-XX-DR-A-90513	Atlantic Wharf, Butetown Masterplan Land Use Parameter Plan
0371-RIO-XX-XX-DR-A-90514	Atlantic Wharf, Butetown Masterplan Green and Blue Infrastructure Parameter Plan
0371-RIO-XX-XX-DR-A-90515	Atlantic Wharf, Butetown Masterplan Access and Wayfinding Parameter Plan
0371-RIO-XX-XX-DR-A-09502	Atlantic Wharf, Butetown Masterplan Illustrative Masterplan
0371-RIO-XX-XX-DR-A-09511	Atlantic Wharf, Butetown Masterplan Phasing Plan
CAH-URB-XX-DR-L-00-1000	Atlantic Wharf, Butetown Masterplan Illustrative Landscape Masterplan
0371-RIO-XX-XX-DR-A-09503	Atlantic Wharf, Butetown Masterplan Context Masterplan
CAH-ARP-RX-XX-DR-C-90-2502	Atlantic Wharf, Butetown Masterplan Proposed Utility Diversions
CAH-ARP-AX-XX-DR-C-90-2402	Atlantic Wharf, Butetown Masterplan Indicative Surface Water Drainage

#### Documents

- Atlantic Wharf, Butetown Masterplan Design and Access Statement;

- Atlantic Wharf, Butetown Masterplan Drainage Strategy;
- Energy Strategy;
- Environmental Statement;
- Landscape Masterplan Report;
- Planning Statement;
- Transport Assessment; and
- Atlantic Wharf, Butetown Masterplan Utilities Report.

### 4.3 Full Application – Arena Quarter

The Arena and hotel would sit within the Arena Quarter and forms the full element of the hybrid planning application. Therefore, detailed plans have been submitted for all development within this quarter.

A detailed description of the proposed development is presented below but in summary full planning permission is sought for the Arena Quarter comprising:

- A 15,000 seat capacity indoor Arena and associated service yard;
- A 182no. key hotel and associated car park;
- An Arena Plaza;
- Pedestrian, cycle and vehicular accesses;
- Vehicular drop off points;
- Hard and soft landscaping including biodiversity and landscape mitigation and enhancement and security features;
- Drainage;
- Enabling works; and
- Associated infrastructure.

#### 4.3.1 Cardiff Arena

##### **Arena Building**

The Arena would comprise a 15,000 capacity indoor Arena with the ability to host circa 140no. events each year including a wide range of entertainment based content including music, comedy, family shows and occasional international sporting events.

The Arena would contain the following basic facilities:

- GA entrance (portal);
- Main foyer;
- Café;
- Box office/brand centre;
- Club lounge;
- Premium lounge;

- Sponsors lounge;
- Suites/boxes;
- Premium seating;
- Premium arrival;
- Staff arrival;
- Event floor;
- Stage;
- Service yard;
- Event storage;
- Concessions;
- Catering;
- Staff area;
- Venue security;
- WC;
- Plant/event floor rigging;
- Artist/production; and
- Recycling.

The Arena building is proposed to be located on the existing County Hall car park between the ABP culvert easement and a proposed green buffer fronting onto the residential properties off Lloyd George Avenue to the west. In order to accommodate the Arena, the southern extent of Schooner Way is proposed to be stopped up. The Arena site would also include a Plaza to the south of the building and at the entrance which would be created through the relocation of the existing Travelodge on Hemingway Road and the partial stopping up of Hemingway Road from the roundabout at the entrance to County Hall to its junction with Lloyd George Avenue.

The approach to the design of the Arena has been founded on the complex nature of the event space, the maximisation of the patron's experience and by the need to be a revenue generator, a good neighbour and deliverable.

The Arena has been designed to take the form of an elevated horse-shoe bowl with a gross internal floor area (GIA) of 38,935sqm comprising 38,846sqm of Use Class D2 Assembly & Leisure floorspace and 89sqm of A3 Food and Drink floorspace and a maximum height of 34.15m.

The Arena massing is derived directly from the efficient planning of the internal functionality. The western elevation is intentionally paired back of any animation and as such provides no overlooking to the residences opposite. The eastern elevation looks to transcend the corner to engage the premium entry. The Plaza-facing elevations are where the more dynamic response occurs to provide a dramatic backdrop on approach. Care has been taken to ensure the building presents a considered response to the animation within and the perception both during daytime and during evening events.

The materials for the building have been designed to be uniform with metal cladding type and materiality. However, each facet or plane within the overall mass is treated as a single surface in terms of its directionality. The building would appear monolithic and machine-like from afar but would reveal grain and a softer detail when viewed closer. The materiality of the Millennium Centre celebrates the nation's copper and slate heritage and the Arena proposes to celebrate the major contribution that coal and steel has made.

Therefore, in order to enhance the atmosphere and flexibility, a bespoke faceted bowl has been adopted for the Arena which works with focused retract seating to

provide a theatre-style auditorium for smaller event capacities, it also aids in keeping the overall height of the building down which in-turn improves the acoustics.

The elevated horse-shoe bowl option is of particular value when the event calendar has limited sports functionality and requires more of an 'end stage' configuration. In this case the main body of seats faces directly front-on to the stage and is also significantly closer to the main stage. This option allows for a very efficient concourse provision and there is option to create an in-the-round facility with temporary seating.

The Arena bowl incorporates multipurpose features and flexibility to allow the design to quickly adapt from one entertainment event to another. The raised horse-shoe configuration creates a very large event floor ideal for concerts with large standing capacities, Electronic Dance Music events or for large dining. This also creates a 'Mosh Pit' that has direct access to in-bowl concessions and bars ensuring spectators do not miss part of the performance. The event floor would also be capable of accommodating a temporary full size Olympic (60x30m) ice pad, and the larger international shows that use this template.

The elevated bowl form also enables the supporting spaces to be pushed into its undercroft. This permits more space to be given over to public realm. To the west and east flanks this has permitted the integration of raingardens which are a key component of the SABS strategy and also provide a buffer to the building.

The envelope is subsequently tapered to low points towards the neighbours, minimising the buildings impact and maximising the sunlight.

A similar strategy is deployed to the north, above the stage to permit sunlight to the hotel rooms. The vacu-formed/carved mass strategy is an architectural mechanism to enable the building to be read as a single object, punctuated only by its specific areas of animation.

The resulting mass derives itself from the functionality within, reducing its impact as much as possible for a significant building of this size.

Sound insulation for the Arena envelope is critical to mitigate noise impact from the Arena on surrounding residential properties. Containing the sound within the bowl elements minimises the acoustic requirement for the building envelope outside the Arena bowl.

The main entrance for the Arena is aligned with the proposed Arena Plaza, with the main concourse and premium lounge flanked by the box office located at the south eastern corner and a café unit at the south western corner. The south bias to the arrangements has been designed to focus crowds away from the nearby residential properties on the northern and western edge and respond to the remainder of the wider masterplan by providing active frontages at the entrance of the Arena. The south east and south west facets also enable the Arena to address simultaneously the approach from Lloyd George Avenue, Hemingway Road roundabout and both the Arena Plaza and future Atlantic Square. A secondary premium entrance would be located on the Arena's eastern elevation and would provide access from the VIP drop off.

The service yard for the Arena would be located at its rear north-eastern corner between the Arena and proposed hotel and away from the highest density of residential properties. The service yard would be a covered structure with a roof to enclose sound and provide access for deliveries and tour buses.

### 4.3.2 Arena Plaza

To the south of the Arena and outside the main entrance is the proposed Arena Plaza which would form part of the Phase 1 delivery and is required to perform specific functions related to main arrival and departure, wayfinding, marshalling, queuing and security. It has also been designed to accommodate two concession truck zones alongside an activity event zone.

The area has also been designed to aid the mitigation of loss of biodiversity within the Phase 1 boundary and raingardens and landscape planting are strategically placed at its southern extent to help achieve these requirements and provide future connections to Atlantic Square.

### 4.3.3 Arena Access and Parking

#### Pedestrian and Cycle

Primary pedestrian and cycle access to the Arena would be provided at the front of the Arena from the Arena Plaza, via the Western Gateway.

Sustainable travel to the Arena would be promoted, Cardiff Central is located within a 20 minute walk from the site and Cardiff Bay Station is located 200m to the southwest.

To minimise the number of car journeys to the Arena, visitors would be encouraged to use dedicated Park and Ride bus services for Arena events, Cardiff Central, Queen Street and the new Metro and Cross Rail Stations. Convenient park and ride drop off and pick up provision would be provided to ensure easy access to eastern and western park and ride sites to encourage visitors to drive to the edge of the city and use public transport to access the Arena, Cardiff Bay and city centre.

Walking and cycling would also be maximised to the Arena due to its sustainable location and the Arena design which would enhance the permeability of the site and surrounding areas and provide connections from the site's peripheries. The proposed access points would connect with cycle facilities on the existing highway which would facilitate access to the wider area. The new pedestrian footbridge proposed over the A4232 would facilitate access to the proposed Transport Hub that is proposed as part of the wider Atlantic Wharf, Butetown Masterplan.

The Arena would also be provided with 300no. cycle parking spaces along the western side of Western Gateway in the short term and this would include a combination of 4 x blocks double stacked, 2x blocks single stacked and 2x blocks Sheffield stands. In addition, the Arena would be served with 12no. covered and secure spaces for Arena staff. In the longer term and when the wider masterplan

comes forward, the cycle stores on the Western Gateway would be relocated within the masterplan area but the total amount of Arena cycle parking would not change.

## Vehicular

### Cars and Public Transport

Vehicular access to the Arena would be restricted to only a VIP drop off, disabled drop off, servicing and emergency access. Spectators would be encouraged to access the site via public transport and active travel, with spectators expected to utilise existing city centre car parks or Park and Ride Facilities with the last miles of journeys either involving public transport or active travel.

The proposed MSCP in the Car Parking Quarter would however be constructed and operational prior to the opening of the Arena, enabling some spectators to park in here on event days and access the Arena from within the Atlantic Wharf, Butetown Masterplan. An area allocated for Park & Ride pick up/drop off is also identified at the eastern extent of the Arena Quarter on Hemingway Road. Further details on this and other drop off facilities will be provided at the final planning application submission stage.

In order to accommodate the Arena at this site and further reduce associated impacts on surrounding residential properties, the southern section of Schooner Way would be stopped up to through traffic near to the junction with Schooner Drive in the north east corner of the existing County Hall car park to its junction with Hemingway Road at its most southernly extent.

A new junction is proposed at the County Hall entrance which would provide access to the rear of County Hall and connect to a private road/active travel route to the hotel. Buses currently serving Schooner Way would be diverted to Lloyd George Avenue in the short term and the long stay car parking on Schooner Way removed. In the long term buses would be allowed back onto a new road within the Bute East Dock Quarter and Waterfront Quarter as described in Section 4.2.6 with vehicular access also allowed through this Quarter during certain times of the day.

### Servicing

The Arena service yard access in the short term would be provided via the existing County Hall car park access road from the roundabout on Hemingway Road and provide direct access to delivery vehicles and tour buses to the service yard. In the longer term vehicles would access the service yard via a rerouted stretch of Schooner Way which would run between the Waterfront Quarter and Bute East Dock Quarter and would connect Schooner Way and the Hemingway Road roundabout. Service vehicles would access the yard from the south.

### Emergency

The through route from Schooner Way, to Ffordd Gathorne and onto Lloyd George Avenue would also be stopped up as part of the proposed development.

However, emergency access would be retained to provide access to the Arena's north west elevation.

#### 4.3.4 Hotel

The hotel would comprise a 182no. key hotel to replace the current Travelodge on Hemingway Road that sits within the area proposed as the Arena Plaza.

The hotel would have a gross internal floor area of 4,819sqm comprising the following basic facilities:

- 182no. rooms with a mix of double, family, super double, super family, accessible and super accessible rooms;
- 51no. space car park;
- Restaurant;
- Bar;
- Kitchen;
- Reception;
- Lobby;
- Public WC;
- Staff facilities;
- Linen rooms;
- Plant; and
- Bin storage.

The hotel would be located to the north of the Arena. In order to accommodate the hotel, Schooner Way would be stopped up to through traffic.

The hotel building would be six storeys in height and provide the following facilities on each floor:

- Basement – surface level car park, undercroft car park and back of house operations;
- Ground floor – hotel entrance, lobby, reception, restaurant, bar, kitchen, guest bedrooms and back of house operations;
- First – Fourth floors – guest bedrooms and back of house operations; and
- Roof level – plant and green roof.

The hotel forms part of the same visual composition as the Arena. It is the intention that the appearance acknowledges this, and care would be taken to ensure the two buildings would compliment each other. The building would be finished in a predominately dark grey render with a forticrete (or similar) fair faced dark grey concrete block at ground floor level, forming part of the same visual composition as the arena.

### 4.3.5 Hotel Access and Parking

#### Pedestrian and Cycle

The main entrance to the hotel would be located on the eastern elevation to link with the proposed pedestrian walkway off Schooner Way and in the longer term through the Urban Arboretum.

14no. covered cycle parking would also be provided within the hotel undercroft.

#### Vehicular

##### Cars

Vehicular access would be provided via one combined entry and exit access point to the north of the hotel. Access to this section would be restricted to hotel guests via a camera controlled access point to manage the traffic to the hotel.

The hotel would be served by a 51no. dedicated car parking spaces split between a surface level car park and undercroft car park with the provision set out in Table 8.

Table 8: Hotel Car Parking Provision

	Surface Level Car Park	Undercroft Car Park
Standard car parking space	20	21
Disabled car parking space	1	8
Van parking space	0	1

5no. of the car parking spaces within the undercroft car park would be provided with EV charging infrastructure.

##### Servicing

The service bay for the hotel would be located at the hotel's northern-eastern elevation and would be accessed via the new access way in the short term and in the long term via the new access road through the Waterfront Quarter and Bute East Dock Quarter from the south.

### 4.3.6 Arena Quarter Green and Blue Infrastructure

In order to be the best possible neighbour to residential properties to the north and west of the Arena and hotel within Halliard Court and along Lloyd George Avenue, the proposal has sought to maximise separation distances between the built elements with a view of maximising, where possible, the amount of landscaping and public realm on these boundaries to create buffers.

As part of the landscaping proposals and good neighbour strategy, a 10m zone between the Arena and residential properties along Lloyd George Avenue on the western elevation of the Arena would provide a semi-private green buffer which is

proposed to be part of the ‘visual filtering planting’ containing native trees, native understorey planting/hedges and wildflower planting.

Similarly, a 30.2m zone between the hotel and properties within Halliard Court is proposed to the north of the Arena, including a 16.8m green buffer containing retained trees and vegetation to the rear of Halliard Court, semi-mature tree planting, native hedge and ornamental planting. Similar ‘visual filtering planting’ is also provided on the eastern side of the Arena.

Additional rain gardens are also proposed on the eastern and western boundaries of the Arena to soften these edges and provide attenuation and treatment features.

The Arena Plaza area to the front of the building is proposed to be softened with ornamental shrub planting forming rain gardens to reduce the scale of the concourse and allow for attenuation and treatment. In addition, semi-mature features trees are proposed to add interest. The space would also integrate anti-terrorism measures to provide a safe and secure space for all users.

Western Gateway would also include 5no. medium sized trees on the northern side of the concourse and 10.5m green buffer between the southern elevation of the properties on Lloyd George Avenue and concourse which would be planted with ornamental planting. The southern side of the concourse would include cycle parking for the Arena and 6no. small multi-stem trees in HVM planters. At the far west of the concourse HVM bollards would be installed as security measures.

The drainage strategy for the Arena Quarter is to discharge into the Bute East Dock to the east of the site. Initial discussions have been held with ABP regarding discharge into the dock and they have indicated that they are supportive in principle as they would like further discharge into the dock to maintain water levels and flows. Furthermore, Bute East Dock is such a large water body, that it has the additional benefit of providing significant attenuation. It is proposed to connect the drainage from the Arena site via routes to the north and south of County Hall, see Drawing No CAH-ARP-AX-XX-DR-C-XX-2001.

Water discharging from the roofs, roads, car parks and hardstandings would need to be treated prior to discharge into the pipe network. It is therefore proposed to treat the water via the rain gardens proposed around the Arena, hardstandings and roads; permeable paving is also being considered in the parking areas.

### 4.3.7 Arena Quarter Energy

The energy demands for the Arena would differ considerably between normal quiescent operation and on event days, therefore the Energy Strategy addresses the peak demands for heat, cooling and power. Both an air source heat pump providing the baseload heating system and either gas boilers or a connection to the Heat Network providing the peak demand have been explored. A fabric first approach has also been taken to drive down the energy requirements of the building, ambitious targets for fabric efficiency and air permeability have been set.

For the Heat Network it is not clear at present that the Cardiff Heat Network as proposed will be the most effective supply option at building completion, but

provision is made for retro-fit to replace the high efficiency gas boiler providing the peak demand should the Cardiff Heat Network prove to be an effective solution.

Both baseload heat pump solution and Heat Networks are low carbon solutions offering comparable levels of carbon reduction compared to a business-as-usual gas fired boiler and grid electricity solution.

In the as-designed solution baseload heat and cooling would be provided by high efficiency VRF units of 5.13 and 4.44 heating and cooling efficiency respectively. While short duration peak heat and peak cooling would be provided by gas boiler and electric chillers.

These baseload VRF units would be fed by grid electricity, this provides for a decreasing carbon trajectory following the grid decarbonisation projection, with additional decarbonisation as embedded renewable generation is built out in accordance with the masterplan strategy.

Provision is made for retrofit of plate heat exchangers to replace the gas boilers for the peak heat duty should this prove an effective solution.

Both an air source heat pump and providing the baseload heating and DHW system or space heat alone and Heat Networks providing the DHW for the hotel have also been explored, alongside energy efficiency measures and demand reduction measures.

Please refer to the Atlantic Wharf, Butetown Masterplan Energy Strategy for more information.

#### **4.3.8 Arena Quarter Utilities**

The Arena Quarter Utilities Strategy confirms that enquiries have been made with Welsh Water regarding water supply for the development, they have indicated that capacity is currently not available in their network and hydraulic modelling is required to assess what improvements are required to their network. However, the water demand for the Arena would be reduced by the provision of a water storage system within the building. This is a proven solution for buildings with high peak demands that cannot be provided from mains water network.

WWU has confirmed that there is a 250mm diameter gas main located along Schooner Way that is available to supply the buildings based on the estimated demands. It is proposed to divert this gas pipe as part of the works and a new connection can be formed as part of the diversion.

Discussions with the local distribution network operator (WPD) have indicated that a new 11kV ring connection is available from Bute Place to the front of the Wales Millennium Centre. The new circuit would supply a WPD owned and operated 11kV intake within the development footprint with metering being at the 11kV point of connection. The new circuit is subject to design development but at this stage it is proposed that a single metered 11kV supply would be provided to the facility.

New incoming fibre optic connections would be provided to the Arena. The capacity of the incoming fibre connection would be determined but there is an allowance for two separate intake positions for resilience.

### 4.3.9 Arena Quarter Enabling Works

In addition to the permanent works described above for the Arena Quarter, a number of enabling works to divert key utilities, clear and prepare the site would be required prior to the main construction works.

In summary the enabling works would comprise the following and a more detailed description of each element of work is described below.

- **Highway works** – including the stopping up and realignment of Schooner Way and the provision of new access arrangements to County Hall.
- **Utility diversions** – including the diversion of a large Welsh Water surface water sewer underneath Schooner Way, a high voltage 11kV electricity line, low pressure gas main, telecoms, potable water and traffic signal cables.
- **Site clearance** – including tree / vegetation removal and removal of current car parking.
- **Initial landscaping works** – focussed on the new access and alterations to Schooner Way.
- **Site compound and hoarding**

### Highway Works

The highway works would include the stopping up of the southern extent of Schooner Way and the provision of new access arrangements to County Hall.

Schooner Way would be stopped up to through traffic near to the junction with Schooner Drive in the north east corner of the existing County Hall car park to its junction with Hemingway Road. A new junction is proposed at this entrance which would enable restricted access to the County Hall rear car park hotel car park. In addition to providing access to the hotel car park, it would also provide restricted emergency access to the hotel. Pedestrian and cycle access along this stretch would also be retained and provide an access through to Ffordd Garthorne and Lloyd George Avenue.

The southern extent of Schooner Way from the junction with Ffordd Garthorne and Hemingway Road would be completely stopped up to allow for planned sewer and utilities diversion works and reconnections.

With the stopping up of Schooner Way, a new northern access arrangement is also proposed for County Hall which is to be constructed as a private road. The main access to County Hall and the proposed access for HGV's to the Arena would still be to the south of the site off Hemingway Road and the County Hall car park access road in the short term, however a restricted access junction is proposed at the north of the site to provide some staff access, deliveries, creche and north

facing building activities including an ABP access route to the dock. The existing bus stop on Schooner Way would be relocated in advance of any works.

## Sewer and Utilities Diversions

A large Welsh Water surface water sewer runs underneath Schooner Way and a service corridor containing a high voltage 11kV electricity cables, low pressure gas main and telecoms (Openreach, Virgin Media and Vodafone), potable water, highway drainage and traffic signal cables runs along the eastern side of Schooner Way.

With the development of the Arena and stopping up of Schooner Way, the Welsh Water sewer and the service corridor would need to be diverted to follow the new access to the north of the hotel and run down a service corridor to the west of the Arena.

In advance of these works some tree clearance would be required along with the temporary diversion of the current access into Silurian Park from Schooner Way. The proposed sewer and other utilities would be installed via trenches with the final connections to be carried out by the relevant statutory undertaker where required.

Following connections / energising of diverted services, the area would be made good with longer term landscaping proposals as an important interface area between the Arena / hotel and surrounding properties.

## Site Clearance

Site clearance activities would focus on preparing the existing car park site ready for development. This is likely to include the removal of existing tree planting and vegetation, removal of current hardstanding / parking areas and the levelling of the site / necessary earthworks. In advance of these works, street lighting, power connections and car parking machines within the car park would be disconnected and removed.

## Initial Landscaping Works

To enable the stopping up of Schooner Way and associated utilities diversion initial landscaping bund removal and tree removal is required within Silurian Park and on the peripheries of the County Hall car park.

Other areas of landscaping within the car parking and between the car parking spaces would be removed during a later phase of the enabling works.

## Site Compound and Hoarding

As part of the enabling works the Joint Applicant is also proposing to erect a site compound likely to be located to the west of the existing Travelodge with a storage area to the south of the existing County Hall buildings. Plus hoarding around the perimeter of the Arena and hotel site.

### 4.3.10 Arena Quarter Phasing

The Atlantic Wharf, Butetown Masterplan Phasing Strategy indicates that the Arena and hotel would form part of the first phase of the Atlantic Wharf, Butetown Masterplan as detailed in Table 6 above.

In order for Phase 00 to commence as planned in Spring 2022, detailed drawings and specifications for the enabling works have been submitted as part of the full element of the hybrid planning application and their impacts have been assessed in the ES. Alongside the drawings, relevant construction management plans have also been submitted in the hope of avoiding any pre-commencement conditions being applied to the enabling works element of the proposed works, allowing these works to commence immediately following the grant of planning permission.

### 4.3.11 Full Plans and Documents

The following plans and documents are submitted in support of the full element of the planning application and provide full details of the Arena Quarter.

#### Plans

Table 9: Arena Quarter Drawings

Drawings	
0371-RIO-XX-XX-DR-A-09500	Site Location Plan
0371-RIO-XX-XX-DR-A-09501	Application Plan
CAH-HOK-AX-00-DR-A-00-9900	Full Planning Application - Red Line Boundary Plan
CAH-HOK-AX-00-DR-A-00-9901	Arena Quarter Masterplan
CAH-HOK-AX-00-DR-A-00-9902	Arena GA - Ground Floor
CAH-HOK-AX-01-DR-A-00-9903	Arena GA - Level 1
CAH-HOK-AX-02-DR-A-00-9904	Arena GA - Level 2
CAH-HOK-AX-03-DR-A-00-9905	Arena GA - Level 3
CAH-HOK-AX-04-DR-A-00-9906	Arena GA - Level 4
CAH-HOK-AX-RL-DR-A-00-9907	Arena GA - Roof Level
CAH-HOK-AX-ZZ-DR-A-00-9908	Arena Elevations – North and South
CAH-HOK-AX-ZZ-DR-A-00-9909	Arena Elevations - East and West
CAH-HOK-AX-ZZ-DR-A-00-9010	Arena Sections - Centreline Sections
CAH-HOK-AX-ZZ-DR-A-00-9011	Arena Sections - North South Longitudinal Sections
CAH-HOK-AX-ZZ-DR-A-00-9012	Arena Sections - East West Cross Sections
CAH-HOK-HX-00-DR-A-00-9902	Hotel GA - Ground Floor
CAH-HOK-HX-01-DR-A-00-9903	Hotel GA - Level 1
CAH-HOK-HX-02-DR-A-00-9904	Hotel GA - Level 2
CAH-HOK-HX-03-DR-A-00-9905	Hotel GA - Level 3
CAH-HOK-HX-04-DR-A-00-9906	Hotel GA - Level 4

<b>Drawings</b>	
CAH-HOK-HX-05-DR-A-00-9907	Hotel GA - Level 5
CAH-HOK-HX-RL-DR-A-00-9908	Hotel GA - Roof Level
CAH-HOK-HX-ZZ-DR-A-00-9909	Hotel Elevations - South and East
CAH-HOK-HX-ZZ-DR-A-00-9910	Hotel Elevations - North and West
CAH-HOK-HX-ZZ-DR-A-00-9911	Hotel Sections – East West and North South (1 of 2)
CAH-HOK-HX-ZZ-DR-A-00-9912	Hotel Sections – East West and North South (2 of 2)
CAH-URB-XX-ZZ-DR-L-90-0001	Arena Quarter Landscape General Arrangement
CAH-URB-XX-ZZ-DR-L-XX-0007	Arena Quarter Tree Retention & Removal Plan
CAH-ARP-AX-XX-DR-C-90-2400	Arena Quarter Proposed Drainage Layout
CAH-ARP-AX-XX-DR-C-XX-7410	Bute East Dock Outfall Details
CAH-ARP-AX-XX-DR-C-90-2100	Arena Quarter Proposed Finished Levels
CAH-ARP-AX-XX-DR-C-96-2520	Arena Quarter Proposed Utility Layout
CCAH-WSP-AX-ZZ-DR-C-00-0006	Arena Quarter Proposed Hotel Access Road Arrangement and Masterplan

## Documents

- Arena Quarter Arboricultural Impact Assessment and Tree Survey;
- Arena Quarter Design and Access Statement;
- Arena Quarter Drainage Strategy;
- Arena Quarter Construction Environmental Management Plan (CEMP);
- Arena Quarter Construction Traffic Management Plan (CTMP);
- Arena Quarter Enabling Works Sequencing Plan;
- Energy Strategy;
- Environmental Statement;
- Landscape Masterplan Report;
- Arena Quarter Lighting Assessment;
- Planning Statement;
- Transport Assessment; and
- Arena Quarter Utilities Strategy.

## 5 Planning Policy

This chapter sets out the national and local planning policy to be considered in the determination of the planning application alongside relevant material planning considerations. An in depth overview of national and local planning policy context is further outlined in Appendix A of this Planning Statement.

### 5.1 The Development Plan

Section 70(2) of the Town and Country Planning Act 1990 requires that in dealing with an application for planning permission a local planning authority “shall have regard to the provisions of the development plan, so far as material to the application”.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 adds “if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.”

The Development Plan is defined by Section 38(3) of the Planning and Compulsory Purchase Act 2004 (in Wales) as:

- “(a) the National Development Framework for Wales,  
(b) the strategic development plan for any strategic planning area that includes all or part of that area, and  
(c) the local development plan for that area.”

The Development Plan for the application comprises the following:

- Future Wales – The National Plan 2040 – National Development Framework (2021);
- Cardiff Local Development Plan 2006-2026 (2016);
- Cardiff Local Development Plan Proposals Map 2006-2026 (2016); and
- Cardiff Local Development Plan Constraints Map 2006-2026 (2016).

#### 5.1.1 Future Wales – The National Plan 2040 – National Development Framework (2021)

Future Wales – The National Plan 2040 (Future Wales) was published in February 2021 is the new National Development Framework for Wales, replacing the Wales Spatial Plan, setting the direction for development in Wales to 2040. It is a development plan document with a strategy for addressing key national priorities through the planning system, including sustaining and developing a vibrant economy, achieving decarbonisation and climate-resilience, developing strong ecosystems and improving the health and well-being of our communities.

The following Strategic and Spatial Choices policies are considered to be of relevance to the proposed development:

- Policy 1 – Where Wales will grow;
- Policy 2 – Shaping Urban Growth and Regeneration;
- Policy 6 – Town Centre First;
- Policy 7 – Delivering Affordable Homes;
- Policy 9 – Resilient Ecological Networks and Green Infrastructure;
- Policy 12 – Regional Connectivity;
- Policy 16 – Heat Networks;
- Policy 17 – Renewable and Low Carbon Energy and Associated Infrastructure; and,
- Policy 33 – National Growth Area: Cardiff, Newport and the Valleys.

### **5.1.1 Cardiff Local Development Plan 2006-2026 (2016)**

The CLDP was adopted in 2016 and has an end date of 2026. It comprises a Written Statement, Proposals Map and Constraints Map.

The Written Statement sets out the vision for development in Cardiff over the plan period and sets out a number of Key Policies and Detailed Policies which determine and guide how development should be approached within Cardiff.

The CLDP is supplemented by more detailed guidance in Supplementary Planning Guidance (SPG) documents.

### **Proposals Map**

The CLDP proposals map indicates that there are two interplays between the application site and land use allocations. Figure 5 illustrates an insert of the Proposals Map with an application site overlay for reference:

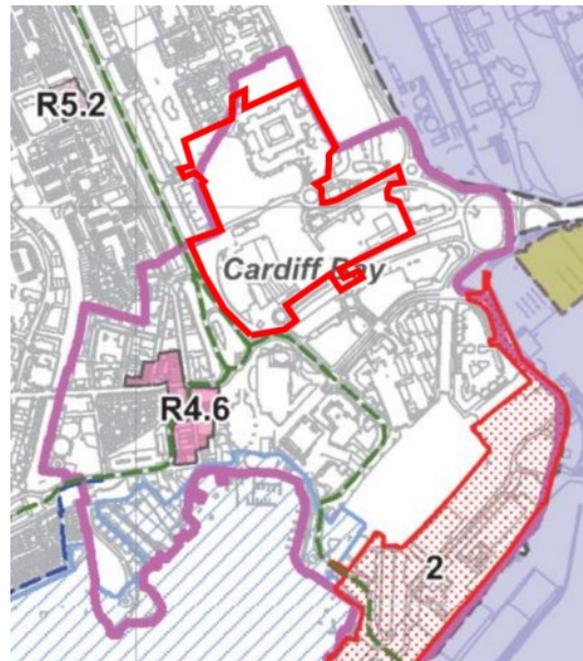


Figure 6 CLDP proposals map with application red line boundary overlay

As illustrated in Figure 6, the application site is situated within the Bay Business Area which incorporates County Hall and the Red Dragon Centre to the north and Cardiff Bay and Mount Stuart Graving Docks to the south. The adopted CLDP seeks to provide new offices, residential and commercial leisure uses within the Central and Bay Business Area under CLDP **Policy KP10**.

As further demonstrated in Figure 6, the western application boundary abuts a Strategic Bus Corridor Enhancement (Southern Bus Corridor) which runs along Lloyd George Avenue and Bute Place. **Policy T2** of the CLDP advocates the functional integration of the Southern Bus Corridor into the wider public transport network to address the movement impacts of new developments.

## Constraints Map

The LDP constraints map indicates that there are three interplays with on-site constraints and a further four within the immediate context. Figure 7 illustrates an insert of the proposals map with an application site overlay for reference:

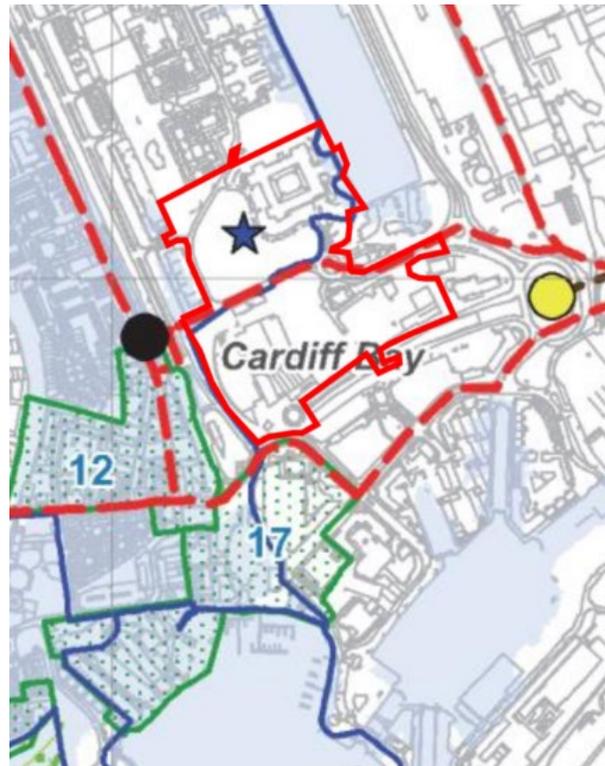


Figure 7 CLDP Constraints Map with application site red line boundary overlay.

As illustrated in Figure 7, the application site is bisected by a rapid transit corridor along Hemingway Road, as demarcated by the dotted red line. In addition, an existing Park and Ride facility is present within the County Hall car park and strategic recreational route connecting from Cardiff Bay along Lloyd George Avenue and Hemingway Road to connect to the Bute East Dock.

As identified, there are four other constraints within the immediate context of the site including Cardiff Bay train station to the west of Lloyd George Avenue and strategic junction improvements at the Queens Gate Roundabout to the west, as demarcated in yellow. Two further heritage assets in the form of the Mount Stuart Square Conservation Area and Pierhead Conservation Area, illustrated as number 12 and 17 respectively in Figure 7.

## Written Statement

In addition to the proposals map and constraints map the following key policies and detailed policies are of relevance to the proposed development and an analysis of how the proposals responds to these is provided in Chapter 6.

Policies KP1 and KP10 are considered to be of particular pertinence to the proposed development:

**Policy KP1 – Levels of Growth:** The LDP makes provision for 45,415 new dwellings (including a 4,000 flexibility allowance) to deliver a housing requirement of 41,415 and 40,000 new jobs in Cardiff between 2006-2026.

**Policy KP10 – Central and Bay Business Area:** The provision of new offices, residential dwellings, commercial uses, enhanced retail/complementary facilities and other uses most appropriately located in city centres are considered appropriate within the Central and Bay Business Areas.

The following key and detailed planning policies from the CLDP are considered to be pertinent to the application:

**Key Policies:**

- Policy KP2 – Strategic Sites;
- Policy KP4 – Master Planning Approach;
- Policy KP5 – Good Quality and Sustainable Design;
- Policy KP6 – New Infrastructure;
- Policy KP7 – Planning Obligations;
- Policy KP8 – Sustainable Transport;
- Policy KP9 – Responding to Evidenced Economic Needs;
- Policy KP12 – Waste;
- Policy KP13 – Responding to Evidenced Social Needs;
- Policy KP14 – Healthy Living;
- Policy KP15 – Climate Change;
- Policy KP16 – Green Infrastructure;
- Policy KP17 – Built Heritage; and,
- Policy KP18 – Natural Resources.

**Detailed Policies:**

- Policy EC1 – Existing Employment Land;
- Policy EC4 – Protecting Offices in the Central and Bay Business Areas;
- Policy EC5 – Hotel Development;
- Policy EN3 – Landscape Protection;
- Policy EN5 – Designated Sites;
- Policy EN6 – Ecological Networks;
- Policy EN7 – Priority Species and Habitats;
- Policy EN8 – Trees, Woodland and Hedgerows;
- Policy EN9 – Conservation of The Historic Environment;
- Policy EN10 – Water Sensitive Design;
- Policy EN11 – Protection of Water Resources;
- Policy EN12 – Renewable Energy & Low Carbon Technology;

- Policy EN13 – Air, Noise, Light Pollution and Land Contamination;
- Policy EN14 – Flood Risk;
- Policy H3 – Affordable Housing;
- Policy H6 – Change of Use or Redevelopment to Residential Use;
- Policy T1 – Walking & Cycling;
- Policy T2 – Strategic Rapid Transit;
- Policy T5 – Managing Transport Impacts;
- Policy T6 – Impact on Transport Networks and Services;
- Policy T8 – Strategic Recreational Routes;
- Policy R1 – Retail Hierarchy;
- Policy R2 – Development in the Central Shopping Area;
- Policy R4 – District Centre;
- Policy R6 – Retail Development (out of centre);
- Policy R8 – Food and Drink Uses;
- Policy C3 – Community Safety/Creating Safe Environments;
- Policy C4 – Protection of Open Space;
- Policy C6 – Health; and,
- Policy W2 – Provision for Waste Management Facilities in Development.

## 5.2 Material Planning Considerations

As required by Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 applications are to be determined in accordance with the Development Plan unless material considerations indicate otherwise.

The other policy and guidance documents that form material considerations in the determination of this planning application are:

- Planning Policy Wales – Edition 11 (2021)
- Technical Advice Notes (TAN):
  - TAN 4: Retail and Commercial Development
  - TAN 5: Nature Conservation and Planning;
  - TAN 11: Noise;
  - TAN 12: Design;
  - TAN 13: Tourism;
  - TAN 15: Development and Flood Risk;
  - TAN 16: Sport, Recreation and Open Space;
  - TAN 18: Transport;
  - TAN 20: Planning and the Welsh Language;
  - TAN 21: Waste; and

- TAN 24: The Historic Environment.
- The Well-being of Future Generations (Wales) Act (2015)
- Building Better Places (2020)
- Cardiff Local Development Plan Review (2021)
- Cardiff's adopted SPGs:
  - Green Infrastructure SPG;
  - Managing Transportation Impacts (Incorporating Parking Standards) SPG;
  - Public Art SPG; and,
  - Tall Buildings SPG.

## 6 Planning Assessment

---

### 6.1 The Planning Assessment

This chapter sets out the key planning assessment for the proposed development in accordance with the relevant policies from the Development Plan, guidance and other material planning considerations in the determination of the planning application.

Key policy considerations are summarised below under a number of themes and presented with an explanation as to how the proposed development has responded to these and is in accordance with the Development Plan as a whole.

Given that Future Wales and PPW11 have been prepared in accordance with the WFGA and embody its central themes, it is further considered that conformity with Future Wales and PPW11 demonstrates alignment with the WFGA.

### 6.2 Principle of Development

The application site is located within the Bay Business Area and as outlined within Section 4.2 the Atlantic Wharf, Butetown Masterplan including the Arena Quarter would introduce a mix of uses including residential, commercial and leisure uses which align with the acceptable uses identified for the Bay Business Area in **Policy KP10**. The introduction of a 15,000 seat capacity Arena in this location would also align with the Welsh Government's support for Cardiff as an internationally competitive city and a core city on the UK stage by extending its primary national centre for culture, sport, leisure and night time economy in accordance with **Policy 33** of Future Wales. The Arena would act as the catalyst for the Atlantic Wharf, Butetown Masterplan, attracting and enforcing the requirements for other supporting leisure infrastructure within the wider masterplan area.

The proposed development would also align with **Policy 6** of Future Wales by introducing significant new commercial, retail and leisure facilities into a key centre for the city of Cardiff, accessible by a number of public transport offerings which would connect the site with both the city and the wider region. It would also consolidate development in Cardiff Bay creating a much more efficient use of land in this location and improving the public realm by removing large areas of surface car parking whilst contributing towards a modal shift.

In addition to the proposed development supporting Cardiff's future growth, the wider masterplan would provide up to 1,050no. mixed tenure waterfront residential dwellings providing a significant contribution towards the 45,415 new homes required during the CLDP plan period outlined under **Policy KP1** and providing an extension to the existing local community in the Inner Harbour supported through **Policy KP10**. The masterplan area would also provide approximately 4,000no. FTE gross new jobs within a mix of employment offerings aligned with the aspirations of **Policy KP10** by improving the quality and range of sporting, recreation and leisure facilities thereby helping to attract

inward investment and regeneration and contributing new jobs to the city in line with **Policy KP1**.

It is therefore considered that the proposed development strongly aligns with the aspirations for the Bay Business Area by supporting the delivery of a balanced, mixed use community, through the creation of a sustainable urban neighbourhood that contributes to the daytime and night time economy. Furthermore, the Arena and wider masterplan area would provide significant new leisure development which would enhance Cardiff's position as a core city on the UK stage and as a National Growth Area in Wales.

The principle of development is therefore established in accordance with **Policy KP10** and **Policy KP1** of the CLDP and **Policy 1**, **Policy 6** and **Policy 33** of Future Wales. Subsequently, the material considerations informing the planning application's determination should only concern the potential impacts that may be generated by the scale, layout and character of the proposed development within the context of prevailing site constraints, rather than the principle of development.

The remainder of this planning assessment considers the topic specific policies from the Development Plan and demonstrates how the proposed development further responds to these and how they have been taken into consideration in the masterplan development.

Potential impacts are also identified, assessed and mitigated where necessary in the supporting technical assessments or balanced in this chapter and the Planning Balance at the end of this Statement against the significant opportunities presented by the development.

In addition to site specific policies and drivers which support the principle of development, the proposal also contributes to the wider vision for regeneration of the city. Through providing a new Arena within the Bay Business Area, the existing Arena within the city centre would be available for redevelopment, bringing both regeneration benefits to this part of the city in line with **Policy KP10** and also bringing wider benefits associated within removing traffic from the city centre, within an important air quality management area, as defined through **Policy EN13**.

## 6.3 Policy Considerations

### 6.3.1 Land Use

The proposed development proposes a mix of land uses as outlined in Section 4.2.3 including leisure, retail, food and drink, employment, residential, hotel, car parking and public realm.

As outlined above **Policy KP10** of the adopted CLDP considers the majority of these uses appropriate within the Bay Business Area and this is supported by a number of land use specific policies within the CLDP.

#### **Leisure (Use Class D1 and D2)**

Leisure uses proposed as part of the masterplan would include the Arena at its heart, the replacement Red Dragon Centre and a number of museum and visitor attractions within the Cultural Quarter and Mixed Use Quarter. **Policy C1** of the CLDP outlines criteria for when proposals for new and improved community facilities would be encouraged, including the need for the facilities to be accessible to the local community it is intended to serve by public transport, walking and cycling, where they would not unduly prejudice the amenities of neighbouring and nearby residential occupiers and where they would not lead to unacceptable parking or traffic problems. The policy's supporting text further outlines that community facilities of a commercial nature within the D1/D2 use class should be located within the Central and Bay Business Areas.

**Policy KP13** further requires development to respond to evidenced social needs and outlines that a key part of the successful progression of the city will be to develop sustainable neighbourhoods, tackle deprivation, and improve the quality of life for all and this will be partly achieved through developing new cultural and sporting facilities to build upon Cardiff's role as a major tourist, cultural and sporting destination for visitors and residents alike.

The application site is already a highly sustainable location served by a number of public transport offerings and within walking and cycling distance of Cardiff Central and Cardiff Bay Station. The proposed development would also improve transport offerings within the Bay contributing to Cardiff Council's aspirations for a modal shift. Furthermore, both the CLDP and Future Wales promote Cardiff and Cardiff Bay in particular as a leisure hub within the city and the uses proposed through the application would compliment the existing leisure uses within Cardiff Bay. The impacts of the proposed leisure offerings on residential amenity and traffic and parking, particularly from the Arena have been assessed in full through the ES and TA and a summary of the findings are presented within this chapter. The application is therefore considered to align with **Policy KP10**, **Policy C1** and **Policy KP13** which all promote leisure developments in appropriate locations.

### **Retail (Use Class A1)**

In support of the leisure offerings within the masterplan a proportion of retail is proposed within the Mixed Use Quarter, Cultural Quarter, Bute East Dock Quarter and Car Parking Quarter. This retail offering would provide a complementary and ancillary role to the wider development.

Whilst the retail offering would be located outside the Central Shopping Area or a District or Local Centre identified on the CLDP proposals map, in accordance with **Policy R6** it is considered that the proposed retail would be acceptable, given the amount of proposed floorspace is minimal and it would be providing a complementary and ancillary role to the wider development. The retail offering is likely to include gift shops to support the leisure and cultural offerings and provide an element of convenience goods retailing to serve the newly established residential population.

### **Food and Drink (Use Class A3)**

The masterplan would include a number of food and drink offerings within the Mixed Use Quarter, Cultural Quarter, Waterfront Quarter and Bute East Dock

Quarter. These food and drink offerings would both compliment and enhance the existing food and drink offerings in Cardiff Bay and reinforce its status as a day-time and night-time destination supported by **Policy R8**. It would further activate ground floor uses within the masterplan area, particularly around the Atlantic Square and within the waterfront setting of Bute East Dock through the provision of outdoor seating.

### **Employment (Use Class B1)**

The masterplan would include up to 19,500sqm of employment floorspace located within the Mixed Use Quarter. The employment floorspace is proposed to activate the masterplan during the day and compensate the loss of the existing 25,550sqm of employment floorspace at County Hall.

Whilst the proposed development would result in a small reduction of overall commercial office floorspace within the masterplan area, it would replace existing Grade C office floorspace with Grade A office floorspace as part of a mixed-use redevelopment proposals, thereby significantly improving the quality of the offering in line with **Policy EC4**.

The proposals would also provide alternative forms of employment within the Bay Business Area, significantly increasing the diversity of employment uses and FTE jobs within the immediate locality, as encouraged through **Policy KP9**.

### **Hotel (Use Class C1)**

In addition to the 182no. key 3\* Travelodge hotel which is being applied for in full and described in Section 4.3.4, the masterplan also includes proposals for up to 1,320no. new hotel rooms, likely to be provided through a combination of 3\* and 4\* hotels and an apart-hotel in the Waterfront Quarter and Bute East Dock Quarter.

The provision of additional hotel space in the Bay Business Area is directly supported by **Policy EC5** subject to consideration of scale, location, design, amenity and transportation being acceptable, the impacts of which are considered through the ES and summarised throughout this chapter.

Therefore, in line with the above CLDP land use specific policies it is considered that the proposed land uses within the Atlantic Wharf, Butetown Masterplan would be acceptable and would not harm the viability or amenity of the existing Bay Business Area.

In addition to the land uses explored in detail above, the masterplan area also proposes a mix of 1,050no. Use Class C3 Dwellinghouses and a minimum of 1,300no. Use Class Sui Generis car parking spaces and extensive areas of public realm and open space. Further details on the acceptability of these proposed land uses are provided in Section 6.3.2 and 6.3.6 respectively.

## **6.3.2 Housing**

As part of the Atlantic Wharf, Butetown Masterplan the outline element of the hybrid planning application seeks planning permission for up to 1,050no. dwellings within the Waterfront Quarter, Bute East Dock Quarter and the Mixed

Use Quarter, directly responding to **Policy KP1** and its growth requirements and **Policy KP10** which promotes new residential development in the Bay Business Area.

PPW11 further promotes the use of suitable previously developed and/or underutilised land for housing development to assist regeneration and at the same time relieve pressure for development on greenfield sites. The vast majority of the application site is classified as previously developed land, dominated by large buildings and surface level car parking. The development of the masterplan would therefore contribute to the requirements of PPW11 by developing on a brownfield site and also ensure a much more efficient use of this land, relieving pressure for development on greenfield sites whilst contributing to the established community, thereby benefiting both the local area and the city as a whole.

The residential provision also responds to **Policy KP13** by providing a range of 1 bed, 2 bed and 3 bed flats and a mix of affordable tenures. In line with **Policy H3** and the site's status as brownfield land the masterplan would include a minimum of 20% affordable housing also contributing to the requirements of **Policy 7** of Future Wales. As the site would be built over a number of years, in a number of phases, the mix of affordable housing should be sufficiently flexible to respond to changes in need and market conditions over the life of the planning permission.

### 6.3.3 Economic Benefits

Given the scale of the proposed development, the economic benefits are significant and should be afforded due weight in the determination of this application.

As reported through the socio-economic assessment within the ES, during the construction stage of the proposed development, it is estimated that 570no. net additional full-time equivalent (FTE) jobs would be created.

During operation, opportunities will be created within the proposed arts, entertainment and recreational offering, as well as within the retail and commercial elements of the proposed development. The assessment concludes that the Arena and hotel would support in the region of 333no. gross FTE jobs, whilst the masterplan would likely support approximately 4,000no. gross FTE jobs. It should be recognised that some of these jobs would be transferred from existing uses within the city and/or the site and although the investment in new facilities is significant, net new FTE jobs as a result of the proposed development is estimated to be in the region of 1,900no. FTE jobs. In addition, the Arena is designed to accommodate up to 770no. casual event staff and the benefit of these casual jobs to the local and regional economy should also be recognised.

In addition to job creation, it is estimated that the proposed residential units could accommodate up to 3,000no. residents if fully occupied with an estimated 2,300no. of these predicted to be of working age. These residents therefore have the potential to earn and spend within the local economy on convenience and comparison goods.

The potential economic impacts of the proposed development therefore clearly accord with principles and policy at both the national and local level, recognising

the pro-growth agenda and the prioritisation of economic development, regeneration and job creation in sustainable locations.

### 6.3.4 Sustainable Development

Sustainable development is a key theme running through the planning system, the primary objective of the Development Plan and PPW11 is to ensure that the planning system contributes towards the delivery of sustainable development and improves the social, economic, environmental and cultural well-being of Wales, as required by the Planning (Wales) Act 2015, the WFGA and other key legislation. The WFGA places a duty on public bodies to carry out sustainable development in line with its seven well-being goals as illustrated in Figure 8.



Figure 8 WFGA – The Well-being Goals and Ways of Working

Sustainability is inextricably woven into the proposed development and it performs strongly against the WFGA goals as outlined in Table 10. The WFGA is now a key component of the planning system and sets the blueprint that requires the delivery of sustainable development.

Table 10: Proposed development’s response to the WFGA Well-being Goals

Well-being Goals	Project Response
A prosperous Wales	The proposed development would provide a comprehensive mixed-use development within Cardiff Bay, providing commercial, leisure and residential uses, contributing to a vibrant daytime and night time economy and providing employment opportunities within access of existing public transport. In addition to bringing about positive change in the local area and increasing Cardiff’s position on the UK and world stage.

Well-being Goals	Project Response
A resilient Wales	The proposed development would utilise previously developed land within Cardiff Bay and would adopt an energy efficient design to reduce energy consumption and emissions. The development would include comprehensive landscaping and tree planting mitigation within the masterplan area enhancing and creating a biodiverse and healthy eco-system.
A healthier Wales	The proposed development would consolidate existing levels of surface car parking into an MSCP and contribute towards a modal shift by not providing additional car parking in the Bay, placing public transport and active travel at the heart of the masterplan, whilst contributing to people's physical and mental well-being through the provision of new services/amenities, public realm and new homes and employment opportunities.
A more equal Wales	The proposed development would deliver equality by providing new jobs, homes, leisure and cultural offerings as an extension to the existing offerings in Cardiff Bay and benefit Wales as a whole with new investment.
A Wales of cohesive communities	The masterplan has been designed as an extension to the existing community in Cardiff Bay and to enhance the existing cultural and leisure offerings in the city. The masterplan would adopt an inclusive approach and connect with existing public transport and active travel routes that are practical and desirable for all members of society.
A Wales of vibrant culture and thriving Welsh Language	The proposed development would contribute to Wales' vibrant culture through the provision of new and complementary cultural offerings including museums, visitor attractions and public art. It would also adopt bilingual location waypoint signage throughout the site.
A globally responsible Wales	The proposed development would ensure global responsibility through the use of previously developed land outside the flood zone. It would also be a highly sustainable development, with renewable energy and low carbon technology proposed alongside a commitment for the Arena to join to the Heat Network if feasible and exploration of a connection for the wider masterplan.

The proposals would serve to improve economic, environmental, social and cultural well-being of Cardiff and Wales as a whole.

The proposal also delivers strongly against the five ways of working, having been prepared in an integrated and collaborative way, working with a diverse and broad range of local and statutory interest groups to understand the issues and the place and what the scheme can do in response to deliver a long term benefit to the locality and wider region.

In addition to the proposals alignment with the WFGA and therefore up to date planning policy and guidance, the CLDP requires all new development to be of a high quality, sustainable design and make a positive contribution to the creation of distinctive communities, places and spaces through **Policy KP5**. The masterplan

addresses the requirements of **Policy KP5** by responding to its setting through a mix of land uses, scale and distinctive places derived through the different quarters. The development would be a legible space, dominated by active travel connections, with limited vehicular access and creating interconnected spaces with key vistas and promenades linked to landmark features within the masterplan area, existing buildings within Cardiff Bay and extensive areas of public realm and open space.

In summary, the various elements of the proposed development would ensure a high quality, sustainable design that would make a clear positive contribution to the creation of an interconnected community and contributing to the seven well-being goals, enabling accordance with **Policy KP5** and the WFGA as a whole.

### 6.3.5 Design

The outline Atlantic Wharf, Butetown Masterplan Design and Access Statement and the Arena Quarter Design and Access Statement set out in detail the design process and principles for the proposed development and both elements of the hybrid planning application. The designs of both the full element of the application and the outline elements have been designed to accord with the masterplanning approach outlined in **Policy KP4** and TAN 12 which set out the Welsh Government's commitment to achieving the delivery of good design in the built and natural environment which is fit for purpose and delivers environmental sustainability, economic development and social inclusion.

The development has also taken into consideration the policy requirements of **Policy KP5** by responding to the local context whilst ensuring a diversity of land uses, developing at the highest practicable densities and fostering inclusive design through access to public transport, community facilities and new homes and jobs. The proposals have also put sustainable development principles at its heart as outlined in Section 6.3.3. The parameters for the masterplan area would also enable an adaptable design that can respond to future social, economic, technology and environmental requirements which will be a key requirement for the city of Cardiff as it grows.

Where new uses and development is proposed the impact of this development and its relationship with its setting and landmark buildings within Cardiff Bay has been at the forefront of the proposals to preserve and enhance the architectural quality and attractiveness of the waterfront and its environs, as well as the amenity of existing residents within the Inner Harbour.

The masterplan seeks to 'fold up' the surface parking and replace this with a new multistorey car park, allowing the remainder of the site to be redeveloped to provide for a richer more dynamic urban environment. A balance of development density to new open spaces has been struck that allows for a highly efficient use of land, whilst creating spaces between buildings that are attractive, inviting places to be. The masterplan seeks to provide space for new leisure, cultural, employment and residential land uses.

Throughout the iterative design process, there have been many locations where tall buildings have been explored. Through the evolution of the masterplan and

various design reviews, it was apparent that a dockside location would be most suitable. The use of tall buildings at the site has been proposed to:

- Provide a strong backdrop and framing of key vistas from Atlantic Square;
- Delivers significant enhancements to the public realm alongside dock edge including active frontages at ground floor level;
- Provide a clear landmark buildings from Cardiff Central train station;
- Create a positive feature in skyline and streetscape; and
- Respond to policy by locating tall buildings near to a transport hub and in a highly sustainable location.

For full details on the design of the Arena Quarter including the Arena and hotel please refer to the Arena Quarter DAS. Outline details for the remainder of the masterplan are provided in the Atlantic Wharf, Butetown Masterplan DAS which sets out the vision for the wider masterplan and the Landscape Masterplan Report which provides details on the public realm and green infrastructure strategy. The full details for the buildings and public realm within each quarter cannot be provided at this outline stage and would be addressed on a plot by plot basis at the reserved matters stage, within the parameters and framework set through the outline planning permission.

### 6.3.6 Open Space and Public Realm

Open space and public realm between the buildings has been a key guiding principle for the proposed development as outlined in the Landscape Masterplan Report submitted in support of the planning application.

At the heart of the masterplan is the proposed Atlantic Square which would act as the main nodal point for the development and would have a direct relationship to the various leisure, retail, cultural, commercial and residential buildings surrounding it. The size of the square would be 80x80m and would fundamentally be a flexible and hard landscaped area designed to accommodate major outdoor events within the city and provide a distinctive place within the masterplan in line with **Policy KP5**. On the perimeters of the Atlantic Square, a combination of soft landscaping and landmark features are proposed to help define the square and also act as transition spaces between the building facades and the square. Food and beverage units would wrap the square perimeter and would be able to spill out into their demise and outdoor seating, creating a vibrant and visually engaging environment throughout the day.

To the south of Atlantic Square, The Vista is proposed which would connect Roald Dahl Plas with Atlantic Square, this space has been designed to be a gateway and a visual and physical corridor that connects Cardiff Bay to the masterplan and would integrate raingardens, ornamental planting, amenity lawns and trees providing in loco surface water treatment, bats and bird boxes, pollinator corridor and an interesting and varied landscape for people to enjoy.

As part of the full element of the planning application the Arena Plaza and Western Gateway form the main focal points for the Arena public realm strategy.

The Arena Plaza would be a large clear space to be used for medium sized events and to allow a safe and easy to operate queueing system for circa 2,000 people when an event is hosted at the Arena. The Plaza would be predominately hard standing but would contain landscape planting and raingardens at its southern extent to soften the space and provide future connections with the Atlantic Square.

To the north of the hotel Schooner Way would be stopped up and only form a car park access road and active travel link to Ffordd Garthorne and the west of the Arena on non-event days. To the north of the access road existing trees and landscape planting would be retained where possible and proposed trees would be used to fill any gaps to provide additional screening and act as a landscape buffer for properties within Halliard Court.

The hotel entrance is proposed on the eastern elevation of the hotel, the purpose of this is to provide animation in the public realm and to directly relate to the proposed Urban Arboretum. The stopping up of Schooner Way means that this would no longer be a formal street where active frontages are encouraged or desirable given the proximity to residential dwellings within Halliard Court. Instead, the access from the east of the Arena and in the future the Urban Arboretum would form the main 'street' which has influenced the location of the hotel entrance, to both protect residential amenity and interface with the future Arena development.

As outlined within the Landscape Masterplan Report, the application site currently contains approximately 3.96ha of open space and as part of the proposed development approximately 0.7ha of open space would be retained and 3.26ha would be removed. However, to compensate this loss 6.27ha of open space would be provided within the masterplan in the following categories, which align with the open space typologies in TAN 16:

- Multi-functional green space;
- Green corridors;
- Outdoor sports facilities;
- Provision for children and young people;
- Civic spaces;
- Green verges/buffers; and
- Water.

As part of these total figures, part of Silurian Park (3,505sqm) would need to be removed to accommodate the development of the Arena Quarter. However, this loss would be compensated, and a gain reached by Phase 3 of the masterplan development when the multi-functional green space proposed around Atlantic Square and The Vista is delivered. Furthermore, the masterplan would introduce a number of new open space typologies within the site including civic spaces, provision for children and young adults and water and remove significant areas of surface level car parking and hard standing. The new provision would both significantly increase the amenity value of the open space offering in this part of

Cardiff Bay, whilst improving biodiversity and providing new areas of water connecting the site back to its historic dockland use.

The proposed development would also significantly improve the variety of open space and would not result in a deficiency. The proposed open space would almost double the amount of useable open space within the site, offering a wider variety of open space typologies and contributing to functionality and biodiversity, thereby fulfilling multiple purposes in line with PPW11 and the requirements of **Policy C4** and **Policy KP3**.

The proposed development would also provide a significant amount of outdoor space, outdoor recreation, children's play and sport for the proposed residential population with reference to **Policy C5**. The illustrative proposals for this part of the masterplan would both complement the existing facilities within the area and account for the increased population within the application site. The Atlantic Wharf, Butetown Masterplan Illustrative Masterplan (see Plan ref: 0371-RIO-XX-XX-DR-A-90502) also indicates that the residential dwellings could have roof top gardens and courtyards, which are not currently included within the open space calculations because the design of the buildings is unknown at this stage but this would additionally contribute to the level of open space provision within the masterplan area.

### 6.3.7 Public Art

An area for public art in line with **Policy KP6** is proposed at the rear wall of the Arena facing onto the hotel car park and Silurian Park. The details of the public art installation are not known at this stage but the Joint Applicant is committed to working with a local artist to design an installation that would address Silurian Park and add interest in this part of the application site. The Arena has also been designed to provide the opportunity to add an LED mesh to the Plaza facing elevation. The screen would enable the provision of a backdrop to Plaza events, become an outdoor cinema, communicate upcoming events at both the Arena and Atlantic Square and also provide advertising space or a space for public art exhibitions.

The public art strategy for the wider masterplan is based upon several interlocking themes as outlined in the Landscape Masterplan Report. However, in summary the strategy opts to not produce or install large permanent objects, rather it seeks to use temporary art installations using sound and light to create a multi-sensory and immersive experience. The aim of this approach is to encourage people to return to the area repeatedly for a variety of different experiences.

### 6.3.8 Community Safety

Secure by Design principles have been incorporated into the proposals of both the Arena Quarter and the wider masterplan. Given the proposed Arena use, a number of safety and anti-terrorism features are proposed including CCTV coverage, external barriers or a strengthened perimeter to prevent a penetrative (ramming) or close proximity (parked or encroachment attack) and bins are also discouraged within crowded areas surrounding the Arena.

Poor landscape design proposals can compromise the safety and security of people and properties. Hiding places can be created and visibility significantly reduced if trees and shrubs are poorly positioned, and species inappropriately chosen and maintained. The landscaping proposals have therefore been designed in collaboration with a Counter Terrorism Security Advisor to ensure that extraordinary threats related to terrorist attacks can be mitigated. The landscape measures proposed include a mix of native trees and native understorey planting and anti-terrorism street furniture around the Arena to add interest and mitigate impact. The landscaping proposals have also been designed to balance the security requirements for the Arena by reducing opportunities for hiding/entrapment spaces, obscure signage, lighting or CCTV, or provide a potential climbing aid into properties. **Policy C3** has been applied with consideration of routes and public spaces, but also by considering aspects of details, such as maintaining a clear stem when tree planting to maintain good visibility.

The above measures would ensure that the development has been designed to promote a safe and secure environment to minimise the opportunity for crime in line with **Policy C3** and the requirements of TAN12.

Further information on the security measures for the Arena and hotel are outlined within the Arena Quarter DAS and Landscape Masterplan Report.

### 6.3.9 Health

Health and addressing health inequalities is a key requirement of delivering sustainable development, the masterplan looks to respond to relevant health policies by putting active travel at the heart of the development and providing increased access to accessible and useable public realm and open space.

Wales has increasing health challenges relating to obesity and an ageing population. Lowering rates of inactivity in deprived communities will help to reduce the burden that such issues place on our health care systems. For the proposed development, this means prioritising active travel and encouraging physical activity through accessible walking and cycling networks for recreation, commuting and other travel and increasing access to areas of public realm and open space, in areas that are currently dominated by hard landscaping including surface level car parking and road infrastructure.

Chapter 12 (Health) of the ES considers how the proposed development may impact a number of health determinants, which are aspects of the environment which influence a person's health. Health determinants considered include access to housing and affordability, health and social care services and other social infrastructure, open spaces, active travel, healthy foods and work and training, plus air quality, noise and neighbourhood amenity, crime reduction and community safety, social cohesion and inclusive design and climate change.

During construction a significant adverse effect is anticipated due to the loss of the southern part of Silurian Park during construction of the proposed development, however during operation this effect changes to a significant beneficial effect due to the increased provision of open space and public realm within the masterplan. The proposals would also result in a number of other

significant beneficial effects including improved housing quality and design, access to social infrastructure, active travel and employment opportunities.

The development would also be fully inclusive, ensuring that older people, people with disabilities and people from across the community are able to access and utilise new facilities in order to benefit the wider community, reduce existing health inequalities and encourage healthy and active lifestyles in accordance with **Policy KP14** and **Policy C5**. As well as having a clear alignment beyond CLDP policy to the PPW11 objective of facilitating accessible and healthy environments and the WFGA objective of ‘a healthier Wales’.

### 6.3.10 Transport and Access

Given the scale of the proposed development and the increase in footfall anticipated as a result of the 15,000 seat capacity Arena and wider mixed use offerings, consideration of transport impacts and access have been a key theme of the masterplan and a detailed TA has been submitted in support of the planning application.

Policy at both the national and local level seeks to reduce the reliance on the private car and increase the use of sustainable transport. **Policy KP8** of the CLDP specifically seeks to achieve a 50:50 modal split target between journeys by car and journeys by walking, cycling and public transport for all new development.

To support this the Managing Transport Impact SPG seeks to limit the provision of parking in central areas including the Cardiff Bay Area and the parking standards support these objectives by allowing for a lower quantity of car parking spaces within new developments within the Central Area.

#### Walking and Cycling

The proposed development has been designed to provide a highly permeable scheme which enables pedestrian and cycle access along all boundaries of the site inline with **Policy T1**. Pedestrian footways would be provided at all vehicular access points as described in Sections 4.2.6 and 4.3.3. The pedestrian access points would facilitate access to an on-site network of pedestrian links which would provide connectivity to the Arena, hotel and throughout the masterplan area. A new pedestrian footbridge is proposed over the A4232 to link Pierhead Street and Porth Teigr to the new masterplan area and the future proposed Transport Hub which is being progressed separately by Transport for Wales. The Joint Applicant is also committed to retaining The Bay Trail and enhancing its route in accordance with **Policy T8**.

Cyclists would also be able to access the site from the carriageways of central link / Hemingway Roundabout and Ffordd Garthorne. The Arena would be provided with 300no. public cycle parking spaces and 12no. staff cycle parking spaces and the hotel would be provided with 14no. cycle parking spaces which aligns with the Managing Transport Impact SPG requirement. Details relating to the quantum and locations of cycle parking for the proposed uses of the outline element of the application would be fixed through reserved matters applications, with the starting point to be SPG compliance.

## Vehicular Access

Vehicular access to the site would be restricted, the Arena would be a car free development with the exception of pick-up and drop off areas and utilise the proposed 1,300no. MSCP which would form the first reserved matters application and be available prior to the operation of the Arena. The MSCP would provide a similar number of parking spaces to the existing provision (1,315no. spaces) and would include disabled parking however would serve considerably more uses/floorspace than the current provision, responding to the 50:50 modal split requirement of **Policy KP8** and significantly reducing the level of surface car parking at the site enhancing the public realm and pedestrian/cycle permeability of the masterplan. The total number of spaces would include appropriate proportions of blue badge parking and the Joint Applicant is proposing 30% of spaces would have electric vehicle parking provision, with further passive provision to future proof use of the MSCP, thereby significantly exceeding the minimum 10% requirement of **Policy 12** from Future Wales.

The details of car parking arrangements for the remainder of the masterplan would be fixed through the reserved matters applications. This would include details on the provision of disabled parking, car club parking, and electric vehicle charge points. However, the parking strategy would reflect the Council's vision of creating a sustainable walkable community which prioritises non-vehicular transport modes. The design of car parking would be in line with the guidance set out in Cardiff Council's Managing Transport Impact SPG and Manual for Streets.

The hotel would be provided with 51no. car parking spaces both in and immediately west of the undercroft car park (inclusive of 1no. white van space and 9no. disabled car parking spaces). Whilst the Managing Transport Impact SPG indicates that hotels in the central area including Cardiff Bay should have 0 car parking spaces, it is considered that the level of car parking is justified given the hotel is proposed as a direct replacement for the existing Travelodge of Hemingway Road which is proposed for demolition due to the construction of the Arena and Arena Plaza. The 9no. disabled car parking spaces are also proposed in accordance with the SPG. Furthermore, two disabled and four standard undercroft car parking spaces would also be provided with electric vehicle charging facilities thereby exceeding the minimum 10% requirement of **Policy 12** of Future Wales.

Park and Ride drop off for event days at the Arena is likely to be facilitated on the reconfigured stretch of road between the Hemingway Road roundabout and the Queensgate roundabout and would help to minimise travel demand and reduce car dependency to the Arena in line with **Policy T3**. Further details on this drop off area and other pick up/drop off facilities will be provided with final planning application submission.

The existing bus routes along Schooner Way would be redirected away from Schooner Way and onto Lloyd George Avenue in the short term to facilitate the construction of the Arena and hotel. In the long term a bus gate would be provided on the proposed road located between the Waterfront Quarter and Bute East Dock Quarter and the bus routes 89A and 89B would revert back to running north south through the masterplan area.

The above walking and cycling, vehicular access and public transport interventions would help mitigate and manage the transport impacts of the development in line with **Policy T5**.

### **Transport Impacts**

The TA submitted in support of the planning application assesses the impact of the proposed development on the existing highway network and identifies what mitigation measures are required to make the scheme acceptable in accordance with **Policy T6**.

The TA through Section 5 considers the trip generation and distribution associated with both the Arena and hotel (as the full part of the application) and the wider masterplan (outline).

For the Arena and hotel, the TA outlines that the 50/50 modal split targeted by Cardiff Council would be representative of the travel trends by spectators / visitors and staff to the Arena on event days. It is considered that due to a number of improvements proposed to the transport infrastructure in Cardiff Bay and the aspirations for future years set out within both the Transport Strategy and the Transport White Paper that this level of trip generation could represent a robust assessment. The modal share analysis with Cardiff Council's 50 / 50 modal share aspirations have resulted in the identification of a modal share combining limited movements in the private car and the majority share provided by active travel or public transport. The TA also presents the expected multi-modal arrival movements associated with the Arena concluding that these are likely to be split between 1-3hrs before as visitors would arrive to within the vicinity of the Arena early to avoid the network peak period and that they would combine their attendance at the event with a drink / meal in Cardiff Bay and / or the city centre.

For the hotel the TA concludes that it is likely to generate up to around 19 additional two-way vehicular movements during the AM Peak period and 9 additional two-way vehicular movements during the PM peak period. However, to accommodate the hotel the restaurant in the Red Dragon Centre car park would be demolished removing 15 two-way vehicular movements from the surrounding local highway network during the PM peak period.

For the wider masterplan (phases 2-6), the TA demonstrates that the development would see a significant reduction in arrival trips when compared to the extant uses, a reduction which is then reflected during the PM peak period. Given the nature of the proposals, it does show additional arrival movements in the PM peak period (35 additional movements), but this is considered against the general flow associated with travel to / from work and as such spare capacity will be available to accommodate these trips.

In conclusion, the TA outlines that the existing site is readily accessible by non-car modes, is it well connected in terms of proximity to local facilities and amenities, the proposals include a number of enhancement measures to the existing sustainable transport network through improved on-site permeability and prevention of rat-running, and the proposals, in terms of vehicle trips, can be accommodated on the local highway network with the implementation of Cardiff

Council's 50/50 modal split target and application of the proposed enhancement measures.

It is therefore considered that the TA demonstrates that the proposed development, by virtue of its location and the opportunities for access by a variety of means of transport, is accessible, sustainable and in accordance with both national, regional and local policy.

### **Active Travel**

As detailed within the TA, Travel Plans are currently being worked up for both the Arena and Hotel with an Umbrella Travel Plan also being produced for the wider masterplan / outline elements of the application.

The Travel Plans will each outline the measures that would be incorporated into the proposed development to discourage the use of the private car and achieve the 50:50 modal split for journeys in Cardiff between trips by car and trips by walking, cycling and public transport outlined in **Policy KP8**. The Travel Plans are currently being finalised with the operators and will be submitted as part of the final planning application.

### **6.3.11 Biodiversity and Nature Conservation**

The application site is not located within any designated environmental sites but is within close proximity of the Cardiff Bay Wetlands and Hamadryad Park LNR, Severn Estuary RAMSAR, SAC, SPA, SSSI and EMS. It is also a brownfield site with limited areas of undeveloped land. Despite this a number of ecological surveys have been undertaken to determine its biodiversity value.

#### **Habitats and Notable Species**

Chapter 10 (Biodiversity) of the ES assesses the effects of the proposed development on habitats and notable species at the site, namely bats, birds, hedgehogs and otters. The chapter indicates that with the replacement of non-native plant species with native species, the eradication of invasive species and new planting contributing to achievement of Biodiversity Net Gain (BNG) with ecological enhancements and an appropriate management plan there would be an overall positive effect on the site in terms of habitats and birds both in the short term as a result of the Arena and hotel and in the long term as a result of the wider masterplan.

It further concludes that in the short term, with the implementation of mitigation measures during the operational and construction phase including a lighting strategy, habitat enhancement, increased linear features and installation of bat boxes which would potentially provide increased roosting features and foraging habitats there would be no likely change to bats and otters. In the long term, despite the roost disruption it is considered that these mitigations and ecological enhancement would have an overall positive effect on bats.

There is likely to be a negative effect on hedgehogs in the short term due to the removal of most of its existing habitat and the effects of lighting and human activity within the area. However, in the long term with habitat enhancements

across the wider masterplan area there would be an overall positive effect. It is therefore considered that the impact on the priority habitats and protected species at the site would be acceptable in accordance with **Policy EN7**.

For further details on the specific mitigation measures proposed for each habitat or species please refer to the full Biodiversity chapter of the ES.

### **Designated Sites**

A Habitats Regulation Assessment has been submitted in support of the planning application and it is assumed that during construction a robust CEMP would be followed during all phases of construction and the pollution of any pathways to the Severn Estuary would be avoided. This is a large-scale project however minimal pollution into the Severn Estuary, controlled direction of surface runoff, SUDS and licence for foul discharge has enabled the HRA to conclude that the proposal is likely to have no significant effect on the Severn Estuary or its qualifying habitats and species it is therefore considered that the proposed development aligns with **Policy EN5** and **Policy EN11**.

### **Biodiversity Net Gain**

In addition to the mitigation measures outlined above, in accordance with **Policy KP16**, PPW11, the Section 6 Duty of the Environment (Wales) Act 2016 and Future Wales biodiversity betterment should be achieved at development sites. **Policy 9** of Future Wales states action towards securing the maintenance and enhancement of biodiversity (to provide a net benefit), the resilience of ecosystems and green infrastructure assets must be demonstrated as part of development proposals through innovative, nature-based approaches to site planning and the design of the built environment.

Early assessment work indicates that the proposed development is likely to achieve a BNG, both within Phase 1 – Arena Quarter and in each Phase of the wider masterplan. BNG is likely to be achieved for the Arena Quarter through the removal of non-native and invasive species across the site plus the replacement of large areas of hard standing with species rich native landscaping and the inclusion of ornamental planting, raingardens, installation of bird and bat boxes and an appropriate management plan which would minimise the long term impact of the development on the site and the surrounding area's biodiversity. When the wider masterplan area is developed out the development would result also in 32,162sqm of proposed areas of habitat and linear features which offer habitat connectivity across the site resulting in a gain of 17,796sqm. In addition, 740no. trees are proposed as part of the proposed development, resulting in a gain of over 430no. trees within the masterplan area.

The landscape masterplan has also deliberately set out a clear linear network of continuous environmental features and assets that would be able to support a diverse range of flora and fauna in the city and dramatically improve the quality and diversity of current ecological networks in Cardiff Bay, to ensure that the green infrastructure at the site will be protected, enhanced and managed in line with **Policy KP16** and **Policy EN6**.

Therefore overall, the cumulative effects of proposed development are considered to have positive ecological impacts inline with **Policy 9** of Future Wales. A BNG Report will be submitted in support of the final planning application and provide a qualitative assessment of BNG.

### 6.3.12 Trees and Landscaping

In addition to the application site mitigating its impacts in relation to biodiversity, the development would require the removal of a number of trees and landscape features as outlined below.

The tree survey provided in support of the application identified 367 individual trees, 11 groups of trees and shrubs included 2 hedges, and 2 regrowing poplar stumps across the site.

The survey did not identify any protected or Category A trees within the application site with the tree resource consisting predominantly of Category C trees which make up almost 70% of the tree resource, with the remaining 30% being Category B trees. The quality of the on-site trees is generally average to poor.

The Arena would require the removal of 31no. Category B trees and 67no. Category C trees. This reflects the general scale of the proposed development which impacts on the potential to retain trees within the Arena Quarter. The AIA acknowledges that the principle of removing trees to allow for an appropriate layout subject to appropriate new tree planting is supported in all the relevant planning policies and in BS5837 (2012).

The loss of the majority of these trees would be compensated on the site through the provision of 75no. proposed trees. Due to the security requirements for the Arena, it is not possible to compensate the loss of all 98no. trees within the Arena Quarter as landscaping planting would need to be kept to the level proposed to ensure that sufficient sight lines and security features can be incorporated into the public realm and around the building. This does mean that in the short term there would be a net loss in the total number of trees at the site, however in the long term this would be significantly compensated.

The wider masterplan is likely to require the removal of 304no. category B and C trees. However, the loss of these trees would be significantly compensated on the site in line with the Atlantic Wharf, Butetown Masterplan Green and Blue Infrastructure Parameter Plan (Plan ref: 0371-RIO-XX-XX-DR-A-90514) and in broad alignment with the Landscape Masterplan Report which proposes 740no. new trees within the masterplan area. The tree planting across the masterplan would provide the vital upper-layer of the planting strategy and would provide shade and cool to the urban environment whilst being a valuable ecological resource, capturing air pollution, softening the lines of surrounding architecture and adding seasonal interest, in line with **Policy EN8**.

The wider landscape proposals at the site including the base planting would be a naturalistic matrix of perennials, ornamental grasses and ferns. This would provide a sensory and colourful experience for visitors throughout the year and allow for a large variety of species to be used to create distinct characters to

different areas of the development, but also provide a greater variety of flora to benefit local wildlife in line with **Policy KP16**.

### 6.3.13 Cultural Heritage

The application site is not located within any historical designations but is located in close proximity to both the Pierhead Conservation Area and the Mount Stuart Square Conservation Area. Within a 1km study area of the site, 112no. Listed Buildings were identified, none of which lie within the application site. They form two distinct clusters, the larger and closest to the site is to the southwest of the proposed development, largely within one of the two Conservation Areas, and the smaller group is to the northwest. They include one Grade I Listed Building and four Grade II\* Listed Buildings, which are considered to be of High sensitivity. The remaining Listed Buildings are Grade II listed considered to be of Medium sensitivity.

Chapter 13 (Cultural Heritage) of the ES also identifies four sensitive receptors in the proposed development area these are the known locations of Bute East Dock (NPRN 34242), spurs of the Taff Vale Railway (NPRN 91550; PRN06422.0m) to Bute West Dock, a Weigh House (NPRN 34252) and the Norwegian Church (GGAT00813s).

Chapter 13 (Cultural Heritage) of the ES assesses the impact of the proposed development in terms of cultural heritage in the context of the site and the surrounding area. The chapter concludes that no Conservation Areas would be directly affected by the proposed development, but there is the potential for the two Conservation Areas bordering the site, Mount Stuart Square and Pierhead, to be indirectly visually effected.

In the case of the Mount Stuart Square Conservation Area, none of the key views and vistas would be impacted by the proposed development as direct line of sight is blocked by buildings. Views from several of the Listed Buildings on the east side of the Conservation Area along Bute Street would be impacted, although these views are from the rears of the buildings, which have their main façades facing onto Bute Street. Furthermore, a line of large trees along the west side of Lloyd George Avenue provides partial screening.

The Pierhead Conservation Area has one key view in which the proposed development area would be clearly visible. This view is from the waterside of Cardiff Bay looking north across the Oval Basin. There is also a row of Listed Buildings along Bute Crescent which has clear views to the site. However, as noted above, similarity in character of the proposed development to the current site use means that the impact on the setting of Pierhead Conservation Area would be very low.

There are 112no. Listed Buildings within a 1km search area of the site. None would be directly impacted by the proposed development but 33no. of the buildings have views of the site meaning they have the potential to be indirectly visually affected. However, as the proposed development is in keeping with the current setting of these buildings, the indirect impact is considered to be very low. The remaining Listed Buildings have no direct line of sight towards the proposed

development area as they are blocked by other buildings. Therefore, there will be no change to these.

Twenty specific sites of archaeological interest, including 13no. new sites, have been identified within the application boundary. There is also a low potential for further unrecorded post-medieval sites. The existing Red Dragon Centre and County Hall would both be demolished as part of the proposed development; therefore, the impact would be major, however the extent to which these sites may have survived the 20th century redevelopment of the area is unclear.

Therefore, the direct impact of the proposed development on the 18 identified post-medieval dock sites within the site should be taken into account in the creation of the final design scheme. Where possible, any ground works, foundations and piling should be placed to avoid known assets. In the event that ground works cannot be avoided in the location of known surviving assets, a programme of archaeological Strip, Map, Excavate (SME) is recommended to determine the extent of the archaeological remains and preserve by record any assets that would be impacted. A SME would also mitigate against impacts to any unknown archaeological assets in the proposed development area. In areas with assets of unknown condition a programme of archaeological evaluation may be beneficial. A Written Scheme of Investigation (WSI) will be included at the final planning application stage.

The impact on the remaining two sites, the Red Dragon Centre and County Hall are of negligible archaeological value and no mitigation is recommended.

The similarity in character between the proposed development and the current site use means that the change to the settings of the two Conservation Areas (Mount Stuart Square and Pierhead) and the 33no. Listed Buildings is also negligible and therefore no mitigation is recommended.

It is therefore considered that with the implementation of appropriate mitigation measures during construction the impact of the proposed development on cultural heritage could be mitigated and would be acceptable in accordance with **Policy KP17** and **Policy EN9**.

### 6.3.14 Townscape and Visual Impact

The maximum height parameters for the proposed development are shown on the Arena Elevation Plans (Plan ref: CAH-HOK-AX-ZZ-DR-A-00-9909 and CAH-HOK-AX-ZZ-DR-A-00-9910), the Atlantic Wharf, Butetown Masterplan Maximum Heights Parameter Plan (Plan ref: 0371-RIO-XX-XX-DR-A-90512) and presented in Table 5 of this Planning Statement. In accordance with the Tall Buildings SPG document tall buildings in Cardiff are defined as buildings 8 storeys+ or circa 25m+ in the city centre and Cardiff Bay.

As such the Arena is considered to be a tall building at 34.15m at its highest point, along with the potential for a number of buildings within the Bute East Dock Quarter, Waterfront Quarter and Car Parking Quarter all of which have maximum height parameter of greater than 8 storeys.

Chapter 16 (Townscape and Visual Amenity) of the ES has been prepared to consider the likely significant effects that would be generated during construction and operation upon the fabric and character of the townscape of the site and surrounding area, and on receptors that would potentially be subject to change within their views as a consequence of the residual effects arising from the proposed development.

The site and the majority of the Study Area has been identified as sitting within National Landscape Character Area 35 (NLCA ‘Cardiff, Barry and Newport’) at a national level and within the ‘Cardiff East’ Aspect Area as defined at a local scale within the LANDMAP database.

The landscape assessment concludes that no significant effects (direct or indirect) would arise upon any of the Character Areas identified during construction or completion of the Arena, hotel and Arena Plaza, nor during construction or operation of the wider masterplan.

There would however be significant effects upon the site and its immediate setting during construction of all phases of the proposed development. However, on completion of the proposed development and implementation of the landscaping scheme the level of predicted effects upon the site and its setting would no longer be significant, being of a moderate beneficial level within the site due to implementation of landscaping proposals and a slight adverse of the site’s immediate setting.

Significant effects upon views are confined to receptors within short and typically immediate distance of the site, including residential properties surrounding the site, visitors and recreational users of Silurian Park and road users approaching the site at a short distance. On completion of the proposed development, significant residual effects upon long term views would be confined to residential dwellings surrounding / overlooking the site along Lloyd George Avenue and around Bute East Dock and visitors and recreational users around Cardiff Bay and the Barrage. These would typically result from the change to existing residential outlooks or to the views and experience of recreational users around the dock where such receptors are in close proximity to building of greatest mass or height, being the Arena or the tall buildings within the Bute East Dock or Waterside Quarters.

Whilst significant effects would be experienced as a result of the proposed development, the townscape assessment also acknowledges that all phases would also have beneficial effects by improving the legibility of the site, providing areas of public realm, natural focal points and creating vistas through the development. Although there would be a greater proportion and density of built form, the proposed development would furnish the site with a defined structure that has visual and physical permeability, including from key directions such as with the waterfront to the south and Conservation Area and station to the west, that replaces buildings lacking relationship and unbuilt areas that operate only functionally or incidentally.

The site is also located within the Bay Business Area where development and tall buildings are supported through **Policy KP10** and where appropriate the Tall Buildings SPG. **Policy KP5** further encourages tall buildings to be located in

locations which are highly accessible through walking and public transport and within an existing or proposed cluster of tall buildings. The masterplan would meet both requirements of **Policy KP5** due to its proximity to existing public transport including Cardiff Bay Station and the strategic bus corridor along Lloyd George Avenue. Furthermore, the tallest buildings at the site are proposed within the Bute East Dock Quarter and Waterfront Quarter forming a cluster of proposed tall buildings at the east of the masterplan and in close proximity to existing tall buildings off Galleon Way. Given the existing setting of the site, which predominately includes residential dwellings on Lloyd George Avenue and Schooner Way overlooking areas of surface level car parking it is inevitable that the introduction of higher density development would have an effect on visual and townscape receptors. Although some significant residual effects are likely to be experienced by some sensitive receptors within a short distance of the site, there are also notable beneficial townscape effects arising from a comparatively improved and well considered layout that responds to the existing built pattern and surrounding land uses and delivers new public open space.

On balance it is considered that this impact is acceptable within the context and aspirations of **Policy KP10** and when weighing this against the presumption in favour of sustainable development and the significant benefits associated with the proposals.

### 6.3.15 Daylight, Sunlight and Overshadowing

Given the site's location in close proximity to residential properties within Halliard Court and on Schooner Way, Galleon Way and Lloyd George Avenue a number of studies have been conducted for both the Arena and wider masterplan to ensure there would be no undue effect on the amenity of neighbouring occupiers in line with **Policy KP5** and the Tall Buildings SPG.

Chapter 20 (Daylight, Sunlight and Overshadow) of the ES has been prepared to assess the effects of the proposed development in terms of daylight, sunlight and overshadowing in the context of the site and surrounding area in accordance with the Building Research Establishment (BRE) guidelines 'Site Layout Planning for Daylight and Sunlight. A Guide to Good Practice'.

The assessment has considered the daylight impact for existing residential properties shown in Figure 9.

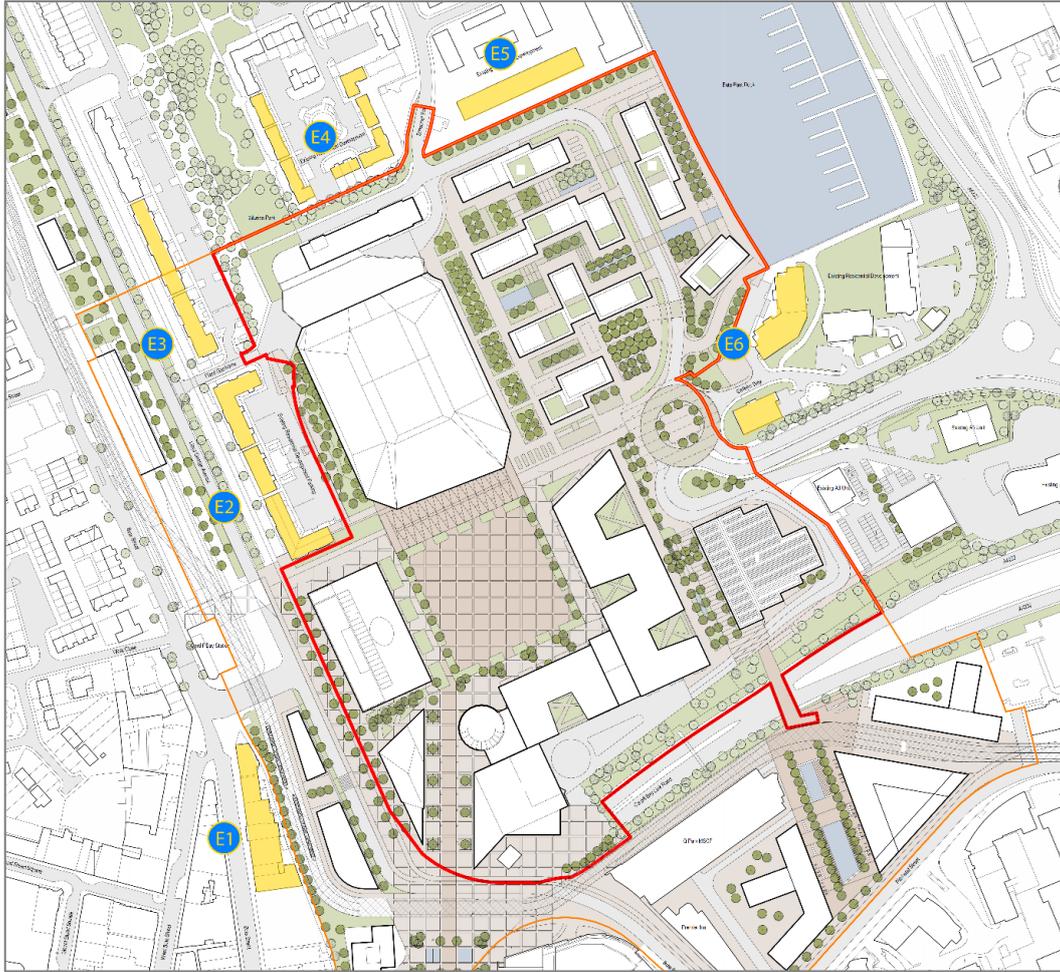


Figure 9 Daylight, Sunlight and Overshadowing Assessment Mapping

The assessment concludes that the impact of the proposed development on the majority of existing properties surrounding the site is anticipated to be negligible significant with a Vertical Sky Component (VSC) of greater than 27% and more than 80% of its baseline value.

However, the facades of E2 (Lloyd George Avenue) facing Schooner Way would have a VSC of 15-27% but less than 80% of its baseline value as a result of the proposed Arena. As such and given a full detailed design is available for the Arena, a further Average Daylight Factor (ADF) assessment for E2 has been carried out. The ADF assessment identifies 44no. kitchens and 52no. bedrooms located on the effected façade and outlines that under the existing conditions all the bedrooms meet the ADF criteria but two kitchens (2%) are already below the ADF criteria.

With the Arena in place all the bedrooms continue to meet the ADF criteria but four kitchens (4%) do not meet the ADF criteria, two of these kitchens are already failing in the existing scenario so as a result of the Arena only two additional kitchens fail the criteria which is considered to be a marginal increase and the magnitude of impact in the ES is considered to be medium and a minor-moderate significance for this façade.

In addition, the ES Chapter also identifies that the facade of E2 (Lloyd George Avenue) facing Hemingway Road has a VSC of 15-27% but less than 80% of its baseline value. Furthermore, residential properties located on Galleon Way are also shown to be non-compliant with the VSC criteria. The northwest façade of E6 A (Galleon Way) would be below 27% for the majority of the façade and some areas (the corners) would be below 15% VSC. Most of this façade is less than 80% of its baseline value. It further shows that for E6 B the northwest façade for this block would have VSC between 15-27% and less than 80% of its baseline value for the lower half of the block and the south facing façade would have a VSC of 15-27% and less than 80% of its baseline value for the lower floors. These measures do not meet the VSC guidelines, however further ADF assessment has not been carried out at this stage due to this impact being a result of the illustrative masterplan.

The assessment has also considered overshadowing for existing open space including the southern section of Silurian Park, gardens and open space within Halliard Court and gardens on the south side of Schooner Drive and has concluded a no impact or negligible impact of neutral significance for all areas of existing open space with all achieving more than two hours of sun on the 21<sup>st</sup> March after the proposed development.

The same methodology used for the daylight assessment of existing residential properties has also been used to assess the daylight for the proposed residential developments as currently laid out on the illustrative masterplan. Compliance is recommended for living spaces which include living rooms, kitchens and bedrooms. Where VSC is between 15-27% special measures such as larger windows or changes to room layout may be required to ensure adequate daylight is provided. Where VSC is 5-15% it is very difficult to provide adequate daylight unless very large windows are used.

The assessment shows that for some of the lower floors of the proposed buildings H1-H4, windows to living spaces may require special measures such as larger windows or changes to room layout to ensure that adequate daylight is provided and in some lower levels it would be difficult to provide adequate daylight to living spaces in these areas and therefore more significant measures such as change in massing and building usage may be required. These assessments have been undertaken on the basis of the illustrative masterplan so the additional measures and further assessment should be considered at the detailed design stage, when detailed proposals for the buildings are available.

The assessment also assesses the level of overshadowing on areas of proposed open space including shared private/semi-private areas of open space and Atlantic Square and demonstrates that more than 50% of the outdoor areas would have more than two hours of sun on the 21<sup>st</sup> March which is compliant for external overshadowing. Where non-compliance has been identified for parts of the illustrative masterplan design measures should be considered to reduce this impact at the reserved matters stage.

Of note, the daylight, sunlight and overshadowing assessment for the outline elements of the masterplan has been based on the illustrative masterplan and the maximum parameters proposed through the application to assess a worse case

scenario. However, given the outline nature of this part of the planning application, the exact location of buildings within the quarters is likely to change. The parameters are also ‘up to’ figures and the buildings may be reduced in scale, meaning that there is ample scope at the reserved matters stage to improve the VSC for both existing and proposed residential properties within the scope of the outline planning application parameters and when the detailed design is available.

Furthermore, to ensure that the full impact of the detailed design of proposed buildings is assessed at the reserved matters stage we would expect a daylight, sunlight and overshadowing condition to be applied to the outline planning permission meaning that subsequent applications would need to be accompanied by a further daylight, sunlight and overshadowing assessment to fully assess and mitigate their impact.

### 6.3.16 Wind

To further assess the impact of the proposed development on neighbouring amenity in line with **Policy KP5** and the Tall Buildings SPG, a wind microclimate assessment has been undertaken.

Chapter 19 (Wind Microclimate) of the ES has been prepared to consider the likely significant effects of the proposed development on the local wind environment, with respect to pedestrian wind comfort and safety, during operational phases.

The assessment concludes that due to the height of the Arena being taller than the buildings surrounding it immediately to the west and south-west, it would deflect the upper level winds from these directions to ground level and these wind components would be accelerated around the south western and south eastern corners of the Arena where upper ‘Strolling’ wind conditions are anticipated. To mitigate these impacts permanent screens are proposed at the entrance of the Arena café and box office to protect the doors and reduce windiness on the Arena Plaza. Temporary wind screens are also proposed for the café to be erected around the outdoor seating when required and removed on event days when additional space is required for queuing. Temporary screening may also be used to shelter people waiting in queues within the western corner of the Arena Plaza on event days. The main queuing area for the Arena is likely to be located in front of the Arena and across the Arena Plaza where windiness is reduced. These mitigation proposals will be shown on updated drawings as part of the final planning application pack.

Windiness levels in other areas around the Arena are expected to remain suitable for intended pedestrian activities and no additional mitigation measures have been recommended. Small screens are however proposed at the entrance of the hotel to reduce the impact of easterly winds in the Spring.

Windiness levels around the outline plots within the Waterfront Quarter, Car Park Quarter, Cultural Quarter and Mixed Use Quarter are generally expected to remain suitable for general public access. Additional wind mitigation measures such as additional landscaping canopies or other external measures may be required within some of the most exposed areas around the outline plots

(particularly the Waterfront Quarter and the Bute East Quarter). Specifics of required mitigation would be established once the details of building massing, entrance locations and uses of outdoor areas are fully defined at the reserved matters stage. Quantitative analyses such as wind tunnel testing or CFD would be recommended to be carried out at detailed design stage to confirm acceptability of geometry and scope of wind mitigation.

The cumulative surroundings located immediately to the west of Lloyd George Avenue and to the south of the A4232 have been considered for the assessment of cumulative effects. Given their massing details, height and distance from the site, the cumulative surroundings are not expected to have any adverse impact on the local windiness within and around the proposed development.

It is therefore considered that with appropriate mitigation explored at the reserved matters stage once the detailed design of the buildings are available, the impact of the proposed development on the local wind environment would be acceptable and the impact would be negligible.

### 6.3.17 Noise and Vibration

When considering the impact on residential amenity as a result of the proposed development another key consideration is its impact in terms of noise and vibration given the proposed land uses and proximity to existing and proposed residential development.

Chapter 12 (Noise and Vibration) of the ES assesses the potential effects of the proposed development in terms of noise and vibration in the context of the site and surrounding area.

The assessment concludes a number of potential significant effects arising from the proposed development in relation to:

- Demolition and construction noise;
- Demolition and construction vibration;
- Proposed Arena and associated crowd noise; and
- Proposed Atlantic Square entertainment noise.

In response to these potential effects, the assessment proposes a number of mitigation measures. Some of these measures follow industry accepted best practices (e.g. construction practices), whilst other suggested measures are more bespoke to the potential noise generated and the surrounding environment.

During construction, with the implementation of best working practices, temporary screening and controls over working hours, the assessment concludes that the noise and vibration impacts of demolition, earthworks and construction phases, would be generally negligible, with only brief periods of adverse effects of slight to moderate significance which would be temporary at the local level.

During operation, a number of mitigation measures are proposed in relation to the control of crowds, control of events within Atlantic Square, operation of the arena

service yard, future plant associated within buildings such as the Red Dragon Centre, and the design / specification of future residential buildings as part of the wider masterplan.

With these mitigation measures in place, the assessment concludes that for existing sensitive receptors, any changes will not be significant. For future or proposed sensitive receptors within the residential parts of the masterplan, the assessment also concludes no significant effects with appropriate mitigation measures.

It is therefore considered that the proposed development is in accordance with **Policy KP5** and **Policy EN13** which considers the impacts of noise pollution on local amenity.

### 6.3.18 Lighting

The lighting strategy for the Arena Quarter is outlined in the Lighting Assessment submitted in support of the planning application and outlines that lighting would be designed to both respond to the functions of the public realm, a thriving active night-time environment during event days and a more subdued, quieter atmosphere that is sympathetic to surrounding residences on non-event days.

The lighting criteria for the external areas within the Arena Quarter has been carefully considered to ensure that lighting:

- Creates a pleasant and safe, inviting public space
- Provides appropriate light levels, in accordance with approved guidelines and regulations
- Aids wayfinding around the site
- Provides good levels of ambient lighting to enhance the perception of safety to visitors
- Supports and reinforces the landscape and architectural intent
- Minimise light spill outside of the site through positioning and optic selection
- Minimise light pollution causing sky glow through the selection of appropriate equipment and minimising upwards tilt of lanterns.

The Arena Quarter has also been split into two zones in accordance with the Institute of Lighting Professionals GN01: Guidance Notes for the Reduction of Obtrusive Light. Existing residential properties around the Arena are considered sensitive receptors and would remain in Zone E3 (well inhabited rural and urban settlements, small town centres of suburban locations) whereas the Arena, hotel and wider masterplan are categorised as Zone E4 (town/city centres with high levels of night-time activity). To respond to this, each environmental zone has a corresponding set of recommended limits of obtrusive light as outlined further within the Arena Quarter Lighting Assessment.

With reference to this assessment and the recommendations within the Lighting Assessment it is considered that the lighting proposals for the Arena Quarter have been designed to ensure that a good standard of lighting is provided for the public

spaces around the Arena and hotel in line with **Policy C3** to incorporate measures for community safety, whilst reducing lighting impacts on the most sensitive receptors surrounding the site in accordance with **Policy KP5** and **Policy EN13**.

Lighting details for the wider masterplan are unknown at this stage and would be confirmed through the latter reserved matters applications, however all lighting would be designed in accordance with industry standard guidance to minimise impact on residential amenity and habitats.

### 6.3.19 Air Quality

Chapter 11 (Air Quality) of the ES assesses the impacts of the proposed development on air quality in the context of the site and surrounding area. In particular, the assessment focussed on the likely significant effects of dust and particulate matter generation during the construction phase, and the impact of emissions from development-generated traffic in the operational phase on sensitive receptor locations within the area around the proposed development.

The assessment concludes that during the construction phase, the implementation of effective mitigation measures will substantially reduce the potential for nuisance dust and particulate matter to be generated, with no significant effects anticipated for those sensitive receptors identified.

The operational assessment is awaiting updated traffic data and will be completed in advance of the full application submission. It is anticipated that the development will include mitigation measures such as low-NO<sub>x</sub> boilers for heating in residential properties and a Travel Plan to minimise car travel and encourage active travel modes could be implemented to further reduce any impact of the proposed development. The proposed development also includes the provision of electric vehicle charging points in line policy requirements.

Overarching conclusions in relation to air quality and accordance with **Policy KP18** will be further developed following receipt of updated traffic data.

### 6.3.20 Ground Conditions and Materials

Chapter 9 (Ground Conditions) of the ES assesses the impacts of the proposed development in relation to ground conditions (including major hazards) and in particular it considers the likely significant effects on geology, soil resources, hydrogeology and contamination.

It concludes that the majority of the effects associated with the proposed development would be experienced at the construction phase and would result in a neutral or slight beneficial effect. Health and Safety Management Systems would be proposed for the development and incorporated into a CEMP prior to the commencement of the proposed development.

The intention for the wider masterplan is to, where possible, retain soil resources within the application site although due to the phased nature of the development the reuse of soil resources would be limited to a specific phase of the development. For the Arena Quarter the development site is constrained and there would not be sufficient space to stockpile topsoil materials during the construction

phase, it would therefore be necessary to export the site won topsoil for reuse elsewhere and then import topsoil to reintroduce to landscape areas for the Arena Quarter. This top soil would be screened prior to being brought onto site to ensure that it is suitable for the proposed landscaping.

The assessment of risks from contamination on human health and controlled waters during the construction of the proposed Arena Quarter is reported in the Geotechnical and Geoenvironmental Interpretative Report. The report identified elevated concentrations of metals (Arsenic and Lead) in made ground outside of the dock structures and if such materials are used as part of proposed landscaping, these materials may pose a risk to the site end users. However, on application of design mitigation (remediation measures such as application of improved clean cover) the magnitude of impact would be negligible beneficial, as the concentrations to which the identified receptors would be exposed to, would be reduced to below current levels. Therefore, the effect of the proposed development on risks from contamination on human health including residential end site users during operation is assessed as slight beneficial.

It is therefore considered that the proposed development is in accordance with **Policy KP5** and **Policy EN13** which outlines that development will not be permitted where it would cause or result in unacceptable harm to health or local amenity because of the presence of unacceptable levels of land contamination.

### 6.3.21 Flood Risk, Drainage and Water Quality

Sustainable urban drainage and water sensitive design is a key consideration for all planning applications in Wales.

Chapter 8 (Water Resources) of ES considers the likely significant effects on the water environment relating to changes in the hydrological and hydrogeological regime, and pollution and degradation in water quality.

It concludes that with appropriate mitigation in place during construction such as a CEMP the effect of the proposed development would be minor or negligible and not significant.

During operation any additional surface water runoff resulting from increased impermeable surfaces associated with the proposed developments would be attenuated to greenfield runoff rates, reducing any potential cumulative impact relating to flood risk. SUDs would provide a measure of water quality treatment to reduce any impact.

A Water Framework Directive (WFD) assessment has also been undertaken to assess the potential deterioration in the overall status of a water body from the proposed development. The WFD assessment identified that the risk of the ‘Taff – Conf Rhondda R to Castle Street’ surface water body and the ‘SE Valleys Southern Devonian Old Red Sandstone & Triassic Mercia Mudstone’ not achieving WFD objectives as a result of the proposed development is low. The WFD assessment found that the proposed development would not affect the programme of measures for the assessed surface and groundwater bodies.

Therefore, the potential impacts of the proposed development on the identified sensitive water resource receptors, with embedded mitigation in place, are considered to be not significant. The WFD also identifies that the risk of the proposed development preventing the surface and groundwater bodies from achieving their WFD objectives is low. As such, the application is considered to align with **Policy EN10** and **Policy EN11** which seek the protection of quality or quantity of underground, surface or coastal waters.

Natural Resources Wales Flood Risk Development Advice Map shows that the Site is located within Zone B, defined as areas known to have flooded in the past. The Natural Resources Wales National Flood Hazard Map also shows that the site is not located within an area considered to be at risk of flooding from rivers and therefore a Flood Consequences Assessment has not been prepared in support of the application.

However, alongside the water resources chapter, an Arena Quarter Drainage Strategy and Atlantic Wharf, Butetown Masterplan Drainage Strategy have been prepared for the Arena and hotel and wider masterplan area respectively. The detailed Drainage Strategy outlines that proposed storm drainage from the development is to discharge to Bute East Dock, subject to approval by ABP. The hotel would have a green roof, providing water quality and interception benefits at source. The roof drainage of the Arena building and external areas are proposed to be routed to lined bioretention systems, providing sufficient water quality benefits and interception of runoff through evapotranspiration. These SuDS features would also offer significant amenity and biodiversity benefits to the development. The proposed foul drainage from the hotel and Arena is to be routed to the 225mm diameter Welsh Water sewer to the south west of the site via a proposed gravity sewer.

The wider masterplan would require SAB Approval prior to construction and initial discussions have been held with the SAB Officer at Cardiff Council. The Green and Blue Infrastructure Parameter Plan (Plan ref: 0371-RIO-XX-XX-DR-A-90514) indicates that the masterplan area would contain a number of rain gardens and SUDs features. Disposal of surface water from the site would be considered in the following hierarchy and the Atlantic Wharf, Butetown Masterplan Drainage Strategy considers in turn the feasibility of achieving each priority level.

- Priority Level 1: Surface water runoff is collected for use
- Priority Level 2: Surface water runoff is infiltrated to ground
- Priority Level 3: Surface water runoff is discharged to a surface water body
- Priority Level 4: Surface water runoff is discharged to a surface water sewer, highway drain, or another drainage system
- Priority Level 5: Surface water runoff is discharged to a combined sewer

The Water Resources chapter and Drainage Strategies demonstrate that the proposed development would not have a detrimental impact in terms of flood risk in accordance with **Policy KP15** and **Policy EN14**.

### 6.3.22 Climate Change

Both the CLDP and Future Wales contain a number of policies related to climate change and the need to mitigate against the effects of climate change and adapt to its impacts through new developments.

Chapter 17 (Climate Change) of the ES assesses the likely significant effects of the proposed development in terms of climate change recognising that climate change is a global issue. The assessment considers both the impacts from emissions as a result of the proposed development and its climate resilience.

The assessment concludes that the proposed development's absolute emissions with embedded mitigation were modelled to be below the baseline emissions for the Arena Quarter. This represents a minor positive beneficial impact. The Joint Applicant is considering measures that exceed the minimum standards required by Building Regulations as well as meeting the Future Buildings Standard including solar photovoltaics, air source heat pumps to support general day to day, non-event loads for the Arena and natural gas supply from the Heat Network for peak loads on event days. The Arena is also targeting BREEAM excellent and overall, this represents a positive beneficial impact which is significant.

For the wider masterplan two scenarios are modelled, the first scenario is based on an all electric solution assuming the heat demand is supplied by local heat pumps. The second scenario assumes the heating demand is supplied by the Heat Network. Modelling indicates that there would be a 86 % reduction in emissions for the All Electric scenario, and a 12 % reduction in emissions for the scenario with connection to the Heat Network.

The level of effect from the operational phase with the embedded mitigation proposed is deemed to be beneficial in the long-term for the scenario with connection to the Heat Network. There is still a reliance on the combustion of fossil fuel to meet the majority of the required energy demand.

If the All Electric scenario is implemented, then the proposed development would result in a major beneficial impact which is significant in the long term. The shift to all electric to meet the energy demands for the Atlantic Wharf, Butetown Masterplan would also benefit from the decarbonisation of the national grid. The proposed development aims to be climate neutral, with a net zero impact on global emissions. Therefore, it is assumed that this would be the preferred option at outline, and as far as is reasonably practicable following detailed design.

The overall significance of future climate change on the proposed development is deemed to be not significant. This assessment is based on the reasonable assumption that the proposed development would meet the minimum standards required by Building Regulations in place at the time of construction and would implement mitigation measures to reduce GHG emissions and build in resilience to future changes in climate.

Alongside the ES chapter an Energy Strategy has been submitted in support of the planning application which in accordance with **Policy EN12** assesses the financial viability and technical feasibility of incorporating schemes which generate energy from renewable and low carbon technologies. The Energy Strategy outlines that

the masterplan strategy is that individual buildings would connect into the Cardiff heat and power networks where this is the most effective supply option in accordance with **Policy 16** of Future Wales.

The proposals for a smart microgrid would offer the Arena the opportunity to access embedded renewable generation planned across the masterplan area, in line with **Policy 17** of Future Wales and as identified as part of the carbon reduction plan.

It is therefore considered that the proposed development would accord with the requirements of **Policy KP15**.

### 6.3.23 Waste

Details for waste storage are shown on the detailed Arena and hotel floor plans and would align with the Waste Hierarchy.

Chapter 18 (Materials and Waste) of the ES considers the likely significant effects of the proposed development in terms of materials and waste in the context of the site and surrounding area and in the context of relevant national, regional, and local waste management policies and regional waste management treatment and disposal capacity.

In relation to waste during the operational phase and in order that current and predicted national and regional recycling targets can be achieved, the buildings would be designed to encourage segregation and recycling of wastes. Design features for the buildings would ensure end-users have access to waste management and recycling facilities.

As the proposals for the wider masterplan area are illustrative, the type of commercial activities cannot be specified in detail for each of the building plots, and therefore the exact specifications for the number and type of waste receptacles have not been defined. However, contracts drawn up between the final occupiers and waste contractors would ensure that waste is properly managed, according to best practice and guidance.

The plots of vehicle parking and areas of public realm would also be provided with litter bins away from the Arena due to safety requirements for use by people working at and visiting the site. The number of waste receptacles and litter bins for the wider site is currently not known and would be refined at the reserved matters stages. However, it is expected that any waste receptacles and litter bins provided at the site would be emptied regularly under management contracts, the waste properly disposed of or treated in licensed facilities.

Overall, there would be an increase in commercial waste above the baseline situation at the application site, but this would be a small increase in terms of the waste totals that are currently managed within the Cardiff area and waste management facilities would be provided in accordance with **Policy KP12** and **Policy W2**.

### 6.3.24 Planning Obligations

Given the nature and scale of the proposed development, it is considered that mitigation in the form of planning obligations is likely to be required. Given the involvement of Cardiff Council as Applicant on the outline element of the proposals, mitigation will be secured by means of a Unilateral Undertaking (UU).

Discussions with the Council in relation to the structure and content of the UU are ongoing and will be concluded during the determination of the application. These discussions have been informed by the Cardiff Planning Obligations SPG, as well as detailed feedback received during the pre-application stage of the project.

As this stage it is considered that the following matters will likely be addressed / agreed through the UU:

- Highway infrastructure improvements;
- Public transport improvements;
- Public realm enhancements;
- Functional open space;
- Waste management facilities;
- Affordable housing;
- Education; and
- Community facilities and Healthcare facilities.

Any obligations will be phased as part of the proposed development in order that certain items are triggered by the relevant phase or element of the proposals. It will be necessary to agree these triggers as part of the final UU.

## 7 Conclusion

---

### 7.1 The Planning Balance

In accordance with Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 planning applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise.

This Planning Statement has demonstrated how the application is in broad accordance with planning policies within the Development Plan and where the application diverges from policy, it is considered that the many benefits of the scheme which form material planning considerations would make the scheme acceptable.

The approval of the planning application and its successful delivery would enable the redevelopment of a brownfield site and support Cardiff Council's and the Welsh Government's vision for Cardiff as an internationally competitive city and a core city on the UK stage by extending its primary national centre for culture, sport, leisure and night time economy. The proposed development would also support Cardiff's future growth through the provision of a mix of waterfront residential dwellings and a diverse mix of employment offerings. All land uses proposed would align with **Policy KP10** and Cardiff's aspirations for the Bay Business Area.

The ES submitted in support of the planning application concludes that once operational the proposed development would result in a number of beneficial effects. The development would however result in some significant effects which relate to townscape and visual and associated daylight effects. The focus of these effects is on some residents immediately surrounding the site and users of Silurian Park and visitors of the Cardiff Bay Barrage. The nature of the impacts identified reflect the vision of the masterplan and aspirations for the Bay Business Area, with receptors situated in close proximity to the proposals and some longer distance views of the site and surroundings. Given the existing setting of the site, which predominately includes residential dwellings on Lloyd George Avenue and Schooner Way overlooking areas of surface level car parking it is inevitable that the introduction of higher density development would have an effect on visual and townscape receptors.

However, there are also notable beneficial townscape effects arising from a comparatively improved and well considered layout that responds to the existing built pattern and surrounding land uses and delivers new public open space. In addition, the proposed development would deliver substantial wider benefits including:

- The delivery of a highly sustainable and diverse mixed use development with the Bay Business Area;
- Facilitating a new 15,000 space capacity Arena and 182no. bed space 3\* hotel in the Bay Business Area;

- Significantly improving the leisure offering in the city and enhancing Cardiff's position as a core city on the UK stage and as a National Growth Area in Wales;
- Providing up to 1,050no. mixed size and tenure waterfront residential dwellings and approximately 4,000no. FTE gross new jobs within a mix of employment offerings contributing to Cardiff's growth requirements;
- Redeveloping a brownfield site and consolidating development in Cardiff Bay creating a much more efficient use of land, providing significant areas of multi-functional open space and public realm and removing large areas of surface car parking;
- Improving economic, environmental, social and cultural well-being in Cardiff and Wales as a whole in line with the WFGA;
- Offsetting the loss of a small section of Silurian Park with 6.27ha of proposed open space in a broad variety of typologies, providing multi-functional benefits and uses;
- Contributing to Cardiff's aspirations for a 50:50 modal split by virtue of its location and the opportunities for access by a variety of means of transport and by promoting a majority car free development and improving connections to existing and future active travel and public transport offerings;
- Supporting a diverse range of flora and fauna, removing invasive species and dramatically improving the quality and diversity of current ecological networks in this part of Cardiff Bay to improve the quality of the public realm and aim to achieve a BNG across the site;
- Providing a low carbon development including measures that exceed the minimum standards required by Building Regulations for the Arena and a commitment to connect to the Heat Network for both the Arena and wider masterplan if feasible; and
- Providing wider benefits for the city in terms of city centre development opportunities and benefits to the AQMA.

It is considered that the wide-ranging benefits of the development outweigh any harm and the application accords with the Development Plan as a whole. These benefits are material planning considerations and on balance should weigh heavily in favour of granting planning permission for the Atlantic Wharf, Butetown Masterplan, Arena and hotel.

## Appendix A

### Planning Policy

## A1 Relevant Planning Policy

---

This Appendix sets out the national and local planning policy to be considered in the determination of the planning application alongside relevant material planning considerations.

### The Development Plan

Section 70(2) of the Town and Country Planning Act 1990 requires that in dealing with an application for planning permission a local planning authority “shall have regard to the provisions of the development plan, so far as material to the application”.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 adds “if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.”

The Development Plan is defined by Section 38(3) of the Planning and Compulsory Purchase Act 2004 (in Wales) as:

- “(a) the National Development Framework for Wales,
- (b) the strategic development plan for any strategic planning area that includes all or part of that area, and
- (c) the local development plan for that area.”

The Development Plan for the application comprises the following:

- Future Wales – The National Plan 2040 – National Development Framework (2021);
- Cardiff Local Development Plan 2006-2026 (2016);
- Cardiff Local Development Plan Proposals Map 2006-2026 (2016); and
- Cardiff Local Development Plan Constraints Map 2006-2026 (2016).

### Future Wales – The National Plan 2040 – National Development Framework (2021)

Future Wales – The National Plan 2040 (Future Wales) was published in February 2021 is the new National Development Framework for Wales, replacing the Wales Spatial Plan, setting the direction for development in Wales to 2040. It is a development plan document with a strategy for addressing key national priorities through the planning system, including sustaining and developing a vibrant economy, achieving decarbonisation and climate-resilience, developing strong ecosystems and improving the health and well-being of our communities.

It is a spatial plan, meaning it sets the direction for where Wales should be investing in infrastructure and development for the greater good of Wales and its

people. It is the highest tier of the development plan and is focused on solutions to issues and challenges at a national scale. Strategic and Local Development Plans are required to be in conformity with Future Wales and must be kept up to date to ensure they and Future Wales work together effectively. Planning decisions at every level of the planning system in Wales must be taken in accordance with the development plan as a whole.

The following Strategic and Spatial Choices policies are considered to be of relevance to the proposed development:

**Policy 1 – Where Wales will grow** outlines that the Welsh Government will support sustainable growth in all parts of Wales. Particular focus will be centred on National Growth Areas for employment and housing infrastructure. The National Growth Areas include:

Cardiff, Newport and the Valleys.

**Policy 2 – Shaping Urban Growth and Regeneration** advocates the growth and regeneration of towns and cities to ensure they positively contribute towards building sustainable places which support active and healthy lives, with urban neighbourhoods which are accessible with green infrastructure. Urban growth should foster placemaking principles including; a mix of uses, variety of housing types/tenures, developments which are walkable and connect to public transport, increased population density and adopt green infrastructure.

**Policy 6 – Town Centre First** supports significant new commercial, retail, leisure and public service facilities within town and city centres which have good access to public transport networks.

**Policy 7 – Delivering Affordable Homes** outlines that Welsh Government will support the delivery of affordable homes in line with the estimates and targets set out in the adopted local development plan.

**Policy 9 – Resilient Ecological Networks and Green Infrastructure** requires developers to ensure the enhancement of biodiversity, the resilience of ecosystems and provision of green infrastructure. In all cases, action towards securing the maintenance and enhancement of biodiversity (to provide a net-benefit), the resilience of ecosystems and green infrastructure assets must be demonstrated as part of development proposals.

**Policy 12 – Regional Connectivity** outlines that Welsh Government will support and invest in the improvement of regional connectivity. In urban areas, priority will focus on the improvement of active travel and public transport such as bus networks connectivity to the South East Metro and implementation of ultra-low emission vehicle (ULEV) charging infrastructure.

**Policy 16 – Heat Networks** outlines that large scale mixed-use developments should, where feasible, have a heat network with a renewable/low carbon or waste heat energy source. Applications should be supported by a Energy Masterplan outlining the feasibility of heat networks.

**Policy 17 – Renewable and Low Carbon Energy and Associated Infrastructure** outlines support for developing renewable and low carbon energy at all scales.

**Policy 33 – National Growth Area: Cardiff, Newport and the Valleys** outlines that the Welsh Government supports Cardiff's status as an internationally competitive city and a core city on the UK stage. Cardiff will retain and extend its role as the primary national centre for culture, sport, leisure, media, the night time economy and finance.

## Cardiff Local Development Plan 2006-2026 (2016)

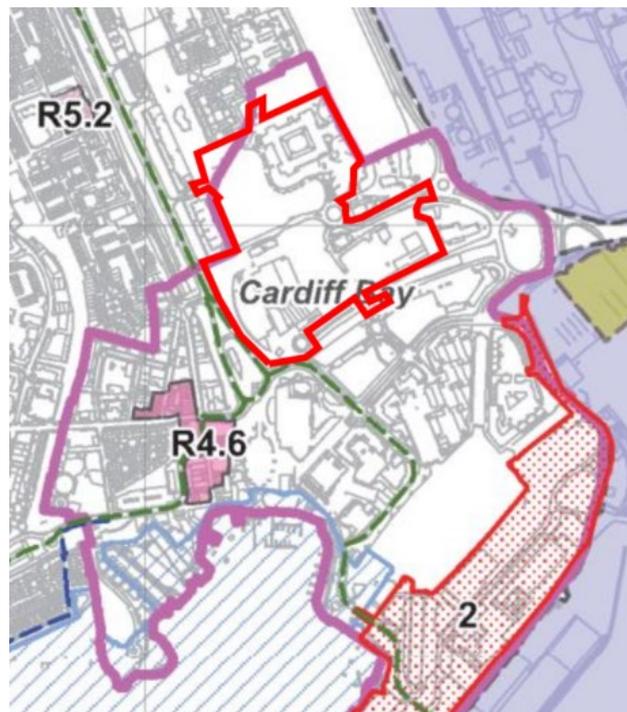
The CLDP was adopted in 2016 and has an end date of 2026. It comprises a Written Statement, Proposals Map and Constraints Map.

The Written Statement sets out the vision for development in Cardiff over the plan period and sets out a number of Key Policies and Detailed Policies which determine and guide how development should be approached within Cardiff.

The CLDP is supplemented by more detailed guidance in Supplementary Planning Guidance documents.

## Proposals Map

The CLDP proposals map indicates that there are two interplays between the application site and land use allocations. Figure 1 illustrates an insert of the Proposals Map with an application site overlay for reference:



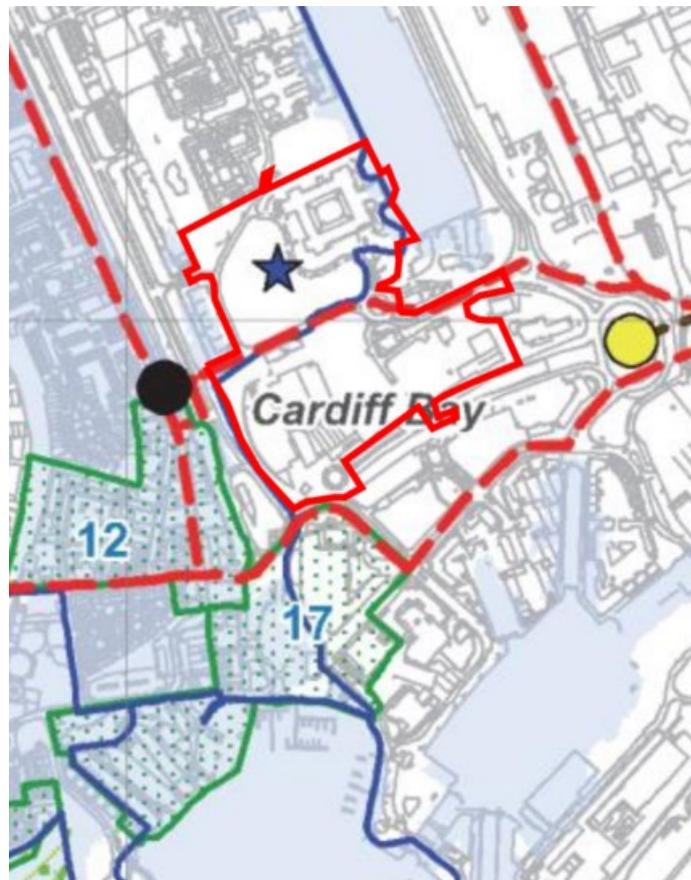
Cardiff Council LDP proposals map with application red line boundary overlay.

As illustrated in Figure 1, the application site is situated within the Bay Business Area which incorporates County Hall and the Red Dragon Centre to the north and Cardiff Bay and Mount Stuart Graving Docks to the south. The adopted CLDP seeks to provide new offices, residential and commercial leisure uses within the Central and Bay Business Area under CLDP **Policy KP10**.

As further demonstrated in Figure 1, the western application boundary abuts a Strategic Bus Corridor Enhancement (Southern Bus Corridor) which runs along Lloyd George Avenue and Bute Place. **Policy T2** of the CLDP advocates the functional integration of the Southern Bus Corridor into the wider public transport network to address the movement impacts of new developments.

## Constraints Map

The LDP constraints map indicates that there are three interplays with on-site constraints and a further four within the immediate context. Figure 2 illustrates an insert of the proposals map with an application site overlay for reference:



Cardiff Council LDP Constraints Map with application site red line boundary overlay.

As illustrated in Figure 2, the application site is bisected by a rapid transit corridor along Hemingway Road, as demarcated by the dotted red line. In addition, an existing Park and Ride facility is present within the County Hall car park and strategic recreational route connecting from Cardiff Bay along Lloyd George Avenue and Hemingway Road to connect to the Bute East Dock.

As identified, there are four other constraints within the immediate context of the site including Cardiff Bay train station to the west of Lloyd George Avenue and strategic junction improvements at the Queens Gate Roundabout to the west, as demarcated in yellow. Two further heritage assets in the form of the Mount Stuart Square Conservation Area and Pierhead Conservation Area, illustrated as number 12 and 17 respectively in Figure 2.

## Written Statement

In addition to the proposals map and constraints map the following key policies and detailed policies are of relevance to the proposed development and an analysis of how the proposals responds to these is provided in Chapter 6.

### Key Policies

#### Policy KP1 – Levels of Growth

The LDP makes provision for 45,415 new dwellings (including a 4,000 flexibility allowance) to deliver a housing requirement of 41,415 and 40,000 new jobs in Cardiff between 2006-2026.

#### Policy KP2 – Strategic Sites

The Cardiff LDP sets out key strategic brownfield sites in which development will be supported such as the Cardiff Central Enterprise Zone and Regional Transport Hub. Policy KP2(A) supports the delivery of enabling infrastructure such as the improvement of existing bus routes and serves between the allocated site and Cardiff Bay, as well as the Southern Corridor.

#### Policy KP4 – Master Planning Approach

Major development proposals should accord with master planning principles including; comprehensive integration, high density residential and mixed-use development, walking, cycling and public transport links, provision of social and community facilities and be responsive to local context and climate change.

#### Policy KP5 – Good Quality and Sustainable Design

Development proposals should be of a high quality and positively contribute towards distinctive communities through responding to the local character, providing legible connections, diversity of land uses, safe and accessible connections, healthy environments, maximised renewable energy solutions and ensuring that residential amenity is safeguarded on local communities.

#### Policy KP6 – New Infrastructure

Development proposals should make provision for or contribute towards essential and enabling infrastructure required in connection and as a consequence of the proposed works in a timely manner. Essential infrastructure would include transportation/highways, utility services and flood mitigation. Necessary infrastructure would include affordable housing, education, healthcare, community buildings and public realm/open spaces.

#### Policy KP7 – Planning Obligations

Planning obligations will be sought to mitigate any impacts directly related to the proposed development and will be assessed on a case by case basis in line with Planning Policy Guidance (PPG).

### **Policy KP8 – Sustainable Transport**

New developments should be integrated with transport infrastructure to contribute towards a 50:50 modal split between private car and active/public transport journeys, reduce car dependence, maximise public transport usages, improve traveller safety and improve the efficiency and reliability of the transport network.

### **Policy KP9 – Responding to Evidenced Economic Needs**

A range and choice of new employment sites including sites identified in KP2 will be available at different scales and geographical locations to deliver growth levels set out in KP1 of the LDP.

### **Policy KP10 – Central and Bay Business Area**

The provision of new offices, residential dwellings, commercial uses, enhanced retail/complementary facilities and other uses most appropriately located in city centres are considered appropriate within the Central and Bay Business Areas.

### **Policy KP12 - Waste**

Developments should promote and support additional sustainable waste management facilities, measures and strategies, encourage the provision on in-building treatment facilities, support waste prevention and reuse of products.

### **Policy KP13 – Responding to Evidenced Social Needs**

Development proposals should seek to tackle and eliminate the determinants of social deprivation through contributing towards 6,646 new dwellings over the plan period, supporting the vitality, viability and attractiveness of district centres, encouraging the enhancement of community facilities, developing new cultural and sporting facilities and designing out crime.

### **Policy KP14 – Healthy Living**

Development proposals should seek to reduce health inequalities through encouraging healthy lifestyles and addressing social determinants of health through provision for active travel and accessible/usable green spaces.

### **Policy KP15 – Climate Change**

To mitigate the effects of climate change, development proposals should reduce carbon emissions, adapt to the implications of climate change, promote energy efficiency, avoid areas susceptible to flood risk and prevent flood risk detriment.

### **Policy KP16 – Green Infrastructure**

Development proposals should protect, enhance and manage the integrity and connectivity of green infrastructure. Proposals should demonstrate how green infrastructure has been considered and integrated into the development and any loss of green infrastructure should be adequately compensated.

### **Policy KP17 – Built Heritage**

Development proposals should protect, manage and enhance the character of designated heritage assets as well as other features of local interest that positively contribute to the distinctiveness of Cardiff.

### **Policy KP18 – Natural Resources**

Development proposals must minimise impacts on natural resources and minimise pollution with specific focus on; protecting water quality, minimising air pollution and remediating land contamination.

### **Detailed Policies**

#### **Policy EC1 – Existing Employment Land**

Existing employment areas outside of the Central and Bay Business Areas will be protected for B Use Class employment generating uses.

#### **Policy EC4 – Protecting Offices in the Central and Bay Business Areas**

Alternative uses of existing offices within the Central and Bay Business Areas will only be permitted where the Applicant can demonstrate there is no need for the site or premises for office use.

#### **Policy EC5 – Hotel Development**

Hotel development proposals within the Central and Bay Business Area will be permitted subject to the acceptability of scale, location, design amenity and transportation impacts.

#### **Policy EN3 – Landscape Protection**

Development proposals should not cause unacceptable harm to the character and quality of the landscape and setting of the city. A landscape assessment and landscaping scheme should support an application for significant development proposals.

#### **Policy EN5 – Designated Sites**

Development proposals should not cause unacceptable harm to sites of international or national conservation importance. Where proposals interplay with locally designated nature and geological sites, proposals should maintain or enhance the importance of the designation.

#### **Policy EN6 – Ecological Networks**

Development will be permitted which does not cause unacceptable harm on landscape features of importance for wild flora and fauna and networks of importance for landscape or nature conservation. Priority will be given to the protection, enlargement, connectivity and management of the overall nature of semi-natural habitats.

#### **Policy EN7 – Priority Species and Habitats**

Development proposals which would give rise to an adverse impact on legally protected habitats or those outlined as a priority in UK and Local Biodiversity Action Plans will be permitted where the need for development outweighs the nature conservation importance, there are no satisfactory alternative locations or where effective mitigation measures are provided.

### **Policy EN8 – Trees, Woodland and Hedgerows**

Development proposals should not cause unacceptable harm to trees, woodlands and hedgerows of significant public amenity, natural or cultural heritage value, or that contribute significantly to mitigating the effects of climate change.

### **Policy EN9 – Conservation of The Historic Environment**

Development proposals impacting upon designated heritage assets and locally listed buildings must preserve or enhance the asset's architectural quality, historic and cultural significance, character, integrity and setting.

### **Policy EN10 – Water Sensitive Design**

Development proposals should demonstrate water sensitive urban design solutions including the management of water demand/supply, pollution, rainfall and runoff, watercourse, flooding and water pathways.

### **Policy EN11 – Protection of Water Resources**

Development proposals must not cause unacceptable harm to the quality and quantity of underground, surface or coastal waters.

### **Policy EN12 – Renewable Energy & Low Carbon Technology**

Development proposals should seek to maximise the potential for renewable energy. Major sites will be expected to incorporate schemes which generate energy from renewable and low carbon technologies to minimise carbon emissions associated with heating, cooling and power systems. An independent energy assessment is required to support significant schemes.

### **Policy EN13 – Air, Noise, Light Pollution and Land Contamination**

Development proposals will not be permitted in which would cause unacceptable harm to health, local amenity, the character and quality of the local area as a result of air, noise, light pollution or the presence of unacceptable land contamination.

### **Policy EN14 – Flood Risk**

Development proposals should not be located within tidal or fluvial flood plains or in locations in which would exacerbate flooding elsewhere, in locations in which would hinder the maintenance of flood defences/watercourses or in locations in which would adversely affect the integrity of defences.

### **Policy H3 – Affordable Housing**

Residential development proposals on brownfield sites should seek to provide 20% affordable housing on the site unless there are exceptional circumstances which prevent delivery.

### **Policy H6 – Change of Use or Redevelopment to Residential Use**

Proposals seeking to redevelop land for residential use must evidence that there is no overriding need to retain the existing use, resulting residential accommodation and amenity levels would be acceptable, there would be no unacceptable impacts on retained land uses and transport infrastructure would be suitable to support residential use.

### **Policy T1 – Walking & Cycling**

Development proposals should enable people to access employment, essential services and community facilities by walking and cycling. The LPA will support developments which incorporate high quality design, permeable and legible networks, traffic calming measures, safe and attractive walking and cycling connections and secure cycle parking.

### **Policy T2 – Strategic Rapid Transit**

Provision will be made for the integration of the Southern Bus Corridor with the wider transport network. Improvements to the bus network, including transport infrastructure will be supported where it is necessary to address the movement impacts of new development.

### **Policy T5 – Managing Transport Impacts**

Development proposals should ensure safe and convenient access for pedestrians, disabled people, cyclists, powered two wheelers, public transport, vehicle access and car and coach parking.

### **Policy T6 – Impact on Transport Networks and Services**

Development in which caused unacceptable harm on safe and efficient operation of the highway, public transport and other movements networks will not be supported.

### **Policy T8 – Strategic Recreational Routes**

The adopted LDP outlines that a series of recreational routes will be developed and maintained which will form an integral part of the wider cycling and walking network in Cardiff, including 'The Bay Trail'. Development proposals should respect the existence of recreational routes and the enhancements will be supported.

### **Policy R1 – Retail Hierarchy**

Development proposals including the redevelopment and extension of shopping areas will be considered in accordance with the retail hierarchy.

### **Policy R2 – Development in the Central Shopping Area**

Development proposals within Central Shopping Areas (CSAs) should seek to reduce the loss of existing A1 uses, enhance the viability and vitality of the city centre and support regeneration and renewal of the city centre.

### **Policy R4 – District Centre**

Development proposals involving the provision of retail, office, leisure and community facilities within District Centres such as Bute Street/James Street will be supported subject to the scale of development, location of B1 uses and provision of uses other than A1 at ground floor level.

### **Policy R6 – Retail Development (out of centre)**

Retail proposals outside the CSA, District and Local Centres will be permitted if there is a need for the proposed development, the need cannot be suitably addressed within existing centres, the proposals would not cause unacceptable harm to the viability and vitality of existing centres and if the site is accessible via a means of transport options.

### **Policy R8 – Food and Drink Uses**

Development proposals involving food and drink uses would be appropriate in the inner harbour/waterfront area of Cardiff Bay (Bay Business Area), subject to amenity, highways and crime considerations.

### **Policy C3 – Community Safety/Creating Safe Environments**

Development proposals must be designed to promote a safe and secure environment to minimise the opportunity of crime. Proposals should maximise natural surveillance, establish well defined routes, maintain distinction between public and private space and provide a good standard of lighting.

### **Policy C4 – Protection of Open Space**

Development proposals must not cause or exacerbate a deficiency of open space, loss of function or amenity value. Developers may be required to make satisfactory compensation provision to offset impacts where proposals would lead to harm.

### **Policy C6 - Health**

New developments should seek to reduce health inequalities and encourage healthy lifestyles through ensuring that proposals provide a built environment that supports interconnectivity, active travel choices and enhances road safety.

### **Policy W2 – Provision for Waste Management Facilities in Development**

Developments should make provision for facilities for the storage, recycling and other management of waste.

## Material Planning Consideration

As required by Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 applications are to be determined in accordance with the Development Plan unless material considerations indicate otherwise.

The other policy and guidance documents that form material considerations in the determination of this planning application are:

Planning Policy Wales – Edition 11 (2021)

Technical Advice Notes (TAN):

- TAN 4: Retail and Commercial Development
  - TAN 5: Nature Conservation and Planning;
  - TAN 11: Noise;
  - TAN 12: Design;
  - TAN 13: Tourism;
  - TAN 15: Development and Flood Risk;
  - TAN 16: Sport, Recreation and Open Space;
  - TAN 18: Transport;
  - TAN 20: Planning and the Welsh Language;
  - TAN 21: Waste; and
  - TAN 24: The Historic Environment.
- The Well-being of Future Generations (Wales) Act (2015)
  - Building Better Places (2020)
  - Cardiff Local Development Plan Review (2021)
  - Cardiff’s adopted Supplementary Planning Documents:
    - Green Infrastructure SPG;
    - Managing Transportation Impacts (Incorporating Parking Standards) SPG;
    - Public Art SPG; and,
    - Tall Buildings SPG.

## Planning Policy Wales: Edition 11 (2021)

Planning Policy Wales: Edition 11 (PPW11) sets out the land use planning policies of the Welsh Government. PPW11 provides advice on a wide range of issues and is supported by a number of Technical Advice Notes (TANs) which contribute toward the delivery of improved social, economic, environmental and cultural well-being in Wales. The Welsh Government is committed to sustainable development and PPW11 states that the planning system shall provide a presumption in favour of sustainable development.

Chapter 3 ‘Strategic and Spatial Choices’ outlines the placemaking and strategic development considerations, setting out five goals required to achieve ‘good design’ which include; access and inclusivity, environmental sustainability, character, community safety and movement. Good design is required to achieve sustainable places where people want to live, work and socialise.

Paragraph 3.5 outlines that development proposals should place people at the centre of the design process to ensure that the built form is inclusive of all and flexible in terms of use. PPW11 therefore strongly advocates that inclusivity and accessibility is considered from the outset of design.

Paragraph 3.7 states that developments should maximise energy efficiency use of other resources, promote sustainable movement and minimise the use of non-renewable resources to prevent the waste production.

Development proposals should draw upon the characteristics of the application site and its immediate setting including the layout, form, scale and visual appearance to achieve a strong connection and relationship. Consideration of the current context should inform the design rationale and vision underpinning the wider masterplan, as set out in paragraphs 3.9 and 3.14 of PPW11.

Paragraph 3.28 outlines that development proposals may consider the use of Welsh language within schemes linguistically to promote Welsh language and harness a sense of place.

Paragraph 3.55 states that previously developed land should be used as a preference to greenfield sites, where it is suitable for development.

Chapter 4 ‘Active and Social Places’ outlines components of placemaking required to create well connected and cohesive communities including transport, housing, retail development, community facilities and recreational spaces.

Welsh Government are committed to reducing reliance on private car use and supporting a modal shift to walking, cycling and public transport. Paragraph 4.1.11 outlines that development proposals must seek to maximise accessibility by walking, cycling and public transport by prioritising on site infrastructure and mitigate off site provision such as active travel routes and public transport services.

Paragraph 4.1.40 required the use of ultra-low emissions vehicle (ULEV) charging points as part of new non-residential developments to increase uptake. A design-led approach should be undertaken to ensure that appropriate levels of parking are provided and that provision does not dominate the development.

Paragraph 4.1.50 advocates a design-led approach to the provision of car parking to ensure that appropriate levels of parking are provided and integrated in a manner in which does not dominate the development. Parking should be informed by the local context, including existing and planned public transport urban design and desire to reduce reliance on private car use.

Applicants must demonstrate and justify the housing mix proposed to ensure that proposals contribute towards mixed and balanced communities, including meeting affordable housing targets adopted within the relevant Local Development Plan.

Chapter 6 – ‘Distinctive and Natural Places’ covers environmental and cultural components of placemaking, outlining how development should protect the special characteristics of the natural built environment including the historic environment, landscape, biodiversity, air quality, soundscape, water services and flooding.

## Technical Advice Notes

### TAN4: Retail and Commercial Development

TAN4<sup>3</sup> outlines that the Welsh Governments objectives for retail and commercial centres are to:

- Promote viable urban retail and commercial centres, as the most sustainable locations to live, work, shop, socialise and conduct business;
- Sustain and enhance retail and commercial centres vibrancy, viability and attractiveness; and,
- Improving access to, and within, retail and commercial centres by all modes of transport, especially walking, cycling and public transport.

Section 2.3 of TAN4 outlines that urban commercial centres are characterised as having higher density and a wider variety of uses including residential, commercial and office space. Mixed use developments encourage people to live and work in existing centres which fuels local demand and vibrancy during the day and evening. While mixed-use developments have their benefits, such developments should be well planned and managed to ensure that no conflicts arise, particularly in regard to amenity.

Section 2.7 outlines the importance of achieving good access to and within commercial centres to ensure that all members of society has access to a wider variety of goods and services.

Applications involving the provision of 2,500sqm of retail space or greater should be supported by a retail impact assessment when situated on the edge or outside a retail/commercial area.

### TAN5: Nature Conservation and Planning

TAN 5<sup>4</sup> sets out that wildlife and its habitats are of fundamental importance to our future well-being and prosperity because a rich and diverse environment supports a long-term sustainable economy and contributes to a healthier and happier society. Biodiversity is an important indicator of sustainable development. Biodiversity and geodiversity add to the quality of life and local distinctiveness.

Section 2 of TAN5 outlines that the planning system in Wales should integrate nature conservation into all planning decisions, provide a net-benefit for biodiversity conservation with no significant loss of habitats and plant to accommodate and reduce the effects of climate change.

The proposed development should identify at an early stage, the nature conservation interests likely to be affected and the likely significance of impacts. It should ensure that impacts of projects likely to have a significant effect on the environment are thoroughly investigated, understood and considered.

---

<sup>3</sup> <https://gov.wales/sites/default/files/publications/2018-09/tan4-retail-commercial-development.pdf>

<sup>4</sup> <https://gov.wales/sites/default/files/publications/2018-09/tan5-nature-conservation.pdf>

European Sites are defined in Regulation 10 of the Habitat Regulations which include Special Protection Areas (SPAs) and Special Areas of Conservation (SAC). National designated sites include National Nature Reserves (NNRs) and Sites of Special Scientific Interest (SSSI).

### **TAN7: Outdoor Advertisement Control**

TAN7<sup>5</sup> outlines the guidance of the Welsh Government relating to outdoor advertisements to ensure acceptability of both amenity and public safety, as outlined in Section 6.

Outdoor advertisements should be in keeping and visually subservient to the host building/surrounding area. The LPA should consider whether external/internal illumination would respect the amenity of the local area and whether advertisements would undermine public safety, specifically in proximity to road junctions.

As outlined in Section 10 of TAN7, the LPA should have regard to the impacts on transport, including motorised and non-motorised users. Specifically, regard should be given to advertisements in proximity to traffic signs and lights to ensure that proposals do not place a high degree of cognitive demand on drivers attention which would jeopardise road safety.

Where an advertisement would be located in or within the setting of a Conservation Area, the LPA should have regard to the desirability of preserving or enhancing the character and appearance of the area, as set out in Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

### **TAN11: Noise**

Section 8 of TAN11<sup>6</sup> outlines that development proposals must not cause an unacceptable degree of disturbance. Proposals should also consider that intensification or changes of use may place greater intrusion on amenity. LPAs should consider the character of the noise and the volume levels. Sudden impulses, irregular noise which contains a distinguishable continuous tone will require specific consideration.

Section 11 outlines that measures to mitigate the source, limit and exposure of noise should be proportionate and reasonable. Reasonable methods can include engineering, configuration and administrative mitigation. Care should be taken to keep the noisiest activities away from the boundary or take measures to reduce the impact of noise.

### **TAN12: Design**

TAN12<sup>7</sup> outlines that Welsh Government is strongly committed to achieving the delivery of good design in the built and natural environment which is fit for

---

<sup>5</sup> <https://gov.wales/sites/default/files/publications/2018-09/tan7-outdoor-advertisement-control.pdf>

<sup>6</sup> <https://gov.wales/technical-advice-note-tan-11-noise>

<sup>7</sup> <https://gov.wales/sites/default/files/publications/2018-09/tan12-design.pdf>

purpose and delivers environmental sustainability, economic development and social inclusion. Design is defined as:

*“the relationship between all elements of the natural and built environment. To create sustainable development, design must go above and beyond aesthetics and include the social, environmental and economic aspects of the development, including its construction, operation and management, and its relationship to its surroundings”.*

Section 4.12 outlines that developments should ensure that public realms achieve ease of use for everyone in a safe, convenient and enjoyable manner. The use of street furniture and effective hard and soft landscaping should be considered as well as effective lighting and wayfinding.

Section 4.13 states that development proposals should support a shift from vehicle use to active transport options. Consideration should be given to the volume and ease of pedestrian movements through additional consideration of legibility.

Crime prevention should be incorporated into the design of the scheme through increasing natural surveillance, improving community and personal safety by reducing conflicts in uses and promoting a sense of ownership and responsibility.

Section 5.4.10 outlines that to effectively adapt to the effects of climate change, attention should be attributed to the ways in which design can minimise and manage impacts. This includes:

- An awareness and appreciation of the current and future effects of climate change;
- Responding to the effects of climate change through the structure and use of materials;
- Ensure that design solutions do not constrain current or future opportunities to adapt or a developments vulnerability to climate change; and,
- Recognise the relationship to more strategic responses to climate change such as flood risk and drainage.

Good design should achieve solutions which maximise the natural landscape assets and minimise environmental impacts on the landscape. Proposals which amend the landscape should be considered from an early stage and should not be an afterthought.

Section 5.13.3 states that creating space for biodiversity can enhance the ability of development to adapt to changes in local environmental conditions over the lifetime of the built development which may result from climate change.

### **TAN13: Tourism**

TAN13<sup>8</sup> outlines that tourism comprises a range interdependent activities and operations including sport, entertainment, the arts and other recreational and

---

<sup>8</sup> <https://gov.wales/sites/default/files/publications/2018-09/tan13-tourism.pdf>

leisure activities which make significant contributions to the Welsh economy and employment market.

Hotel development will support amenities and activities for tourist, however, specific regard to the compatibility with neighbouring uses and amenity should be considered. The provision of car parking is likely to be relative to existing and planned public transport within the locality. Parking areas should be designed to avoid congestion and minimise turning manoeuvres within the application site and its setting.

### **TAN15: Development and Flood Risk**

TAN15<sup>9</sup> provides technical guidance in relation to development and flooding and sets out the precautionary framework to guide planning decisions in respect of development in areas of flood risk. It provides guidance on how to fully assess flood consequences and how to design and implement sustainable development.

Managing flooding is an important part of contributing towards achieving sustainable development. Consideration should be attributed to: guiding development to areas of little or no flood risk, making provision for future changes in flood risk and managing the consequences of flooding.

Section 8.2 of TAN15 outlines elements of the built development such as internal road layouts, buildings, roofing and car parking will create impermeable surfaces which reduces the percolation and increases surface run-off. SUDS will be required for developments which will manage surface water run-off, thus lowering flood risk and delaying discharge into adjacent watercourses.

An update to TAN15 is currently being consulted on and may be adopted during the determination of the submitted application. The TAN15 update aims to:

- Replace the development advice map with a new Wales flood map;
- Place a greater emphasis on the Local Development Plan (LDP) and the value of strategic flood consequences assessment (FCA);
- Integrate guidance on coastal erosion and flood risks issues in TAN15; and,
- Provide guidance for regeneration initiatives affecting communities in flood risk areas.

### **TAN16: Sport, Recreation and Open Space**

Outdoor facilities like playing fields, recreational grounds, play areas, footpaths and cycle routes and woodland can provide significant health, and environmental benefits for the community. Local Planning Authorities will undertake an Open Space Assessment to identify areas of recreational and open space value that require protection.

Section 3.6 of TAN16 states that open space and facilities may be affected by the landform and landscape features, their relationship to adjoining land uses, means of access and connectivity to roads, footpaths and cycle ways.

---

<sup>9</sup> <https://gov.wales/sites/default/files/publications/2018-09/tan15-development-flood-risk.pdf>

Playing fields and green open spaces have special significance for their recreational and amenity value, specifically in towns and cities due to their ability to support biodiversity. Open space adds interest and vitality to living and working environments in urban environments, as well as responding to climate change.

Section 3.9 outlines that better, or at least equivalent alternative replacement provision could be made available to provide for the local area's needs. Replacement land will depend on the size, characteristics, location and accessibility of open space.

### **TAN18: Transport**

TAN18<sup>10</sup> outlines that the planning system can impact on travel patterns, by guiding location, scale, density and nature of new developments and controlling changes of land use. Transport and land use therefore interact and can have an effect on the emission of greenhouse gases, the health of local communities, social inclusion and congestion impacts.

Section 3.2 defines accessibility as the relative ability to take up services, markets and facilities. Accessibility is important in addressing social exclusion and for maximising choice in services and employment.

Section 3.7 outlines that the location of major travel generating uses, including employment and commercial/leisure sites, can influence the number the number and length of journeys and therefore appropriate locations which offer genuine and easy access should be supported, e.g. transport interchanges and major road network junctions.

Car parking should be carefully designed to ensure an efficient use of space and should not jeopardise the provision of walking or cycling infrastructure within the application site.

Section 4.4 advocates that local parking strategies and supplementary policy guidance (SPG) is adopted into the design of car parking. Proposals should consider the following in formulating parking design and provision:

- Maximum parking standards for various uses;
- Balancing on and off site parking provision and managing the effects of displaced or 'over-spill' parking;
- Planning obligations relating to parking management and provision;
- Local disability and cycle parking standards; and,
- Parking design and dimensions.

Section 9.18 outlines that extra trips generated by a proposed development may necessitate transport improvements in the vicinity of the application site. As such, improvements to highways and public transport may be sought via conditions

---

<sup>10</sup> <https://gov.wales/sites/default/files/publications/2018-09/tan18-transport.pdf>

added to a planning permission, making the developments commencement or occupation subject to the completion of transport improvements.

### **TAN20: Planning and the Welsh Language**

TAN20<sup>11</sup> provides guidance on how the Welsh language will be given appropriate consideration in the planning system and how to ensure accordance with relevant legislation.

The Well-being of Future Generations (Wales) Act 2015, is a common thread throughout national and local planning policy which seeks to improve the social, economic, environmental and cultural well-being of Wales. One of the well-being goals is ‘*a Wales of vibrant culture and thriving Welsh language*’ which will be achieved through a society that promotes and protects culture, heritage and Welsh language and which encourages people to participate in the arts, sports and recreation.

The Welsh language is spoken by 19% of the population and many others have some knowledge, with variations in linguistic skills ranging from 8.5% in Blaenau Gwent to more than 85% in parts of Gwynedd.

As set out in section 3.4.1 LPAs may request mitigation or enhancement measures to be applied should they be identified in the adopted LDP. Mitigation measures may also be applied through conditions of through section 106 agreements relating to impacts on Welsh language.

The use of signs can have a strong visible impact on the character of an area, including its linguistic character. Signage proposals and bilingual wayfinding signs within application sites offer the opportunity to promote the distinctive culture of Wales, as set out in Section 4.

### **TAN21: Waste**

TAN21<sup>12</sup> outlines how the Welsh Planning system should contribute towards sustainable waste management and resource efficiency. The Welsh Government’s overarching waste strategy for Wales, ‘Towards Zero Waste – One Wales: One Planet’ sets out the sustainable objectives up to 2050.

For the purposes of planning, Article 3(1) of the Waste Framework Directive defines waste as “*any substance or object which the holder discards or intends or is required to discard*”.

The waste hierarchy is a central pillar to inform decision on waste management options and is intended to manage waste in a sustainable way. Applicants should demonstrate consideration and accordance with the waste hierarchy, as illustrated in Figure 4.

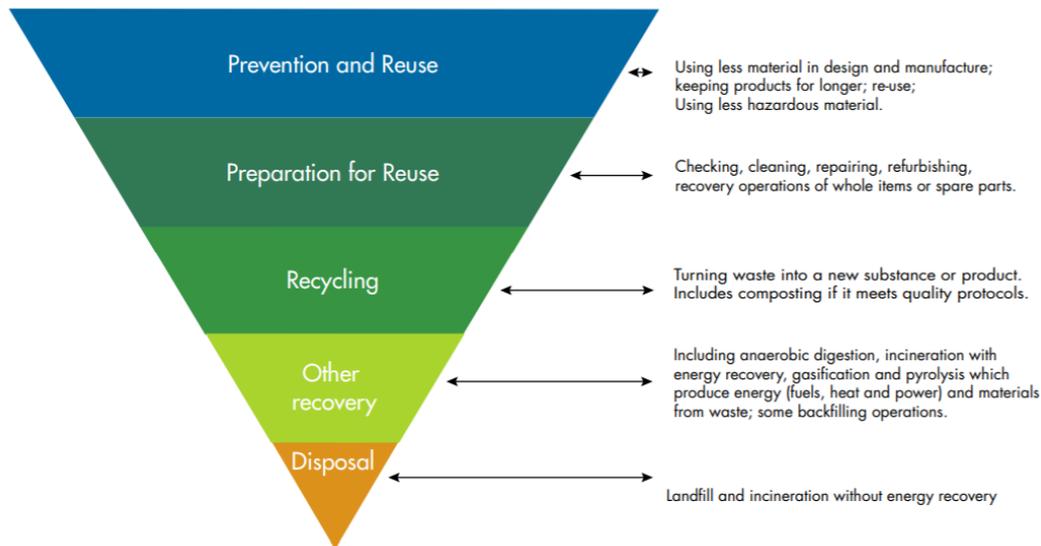
Development proposals should include collection facilities intended to collect, sort and transfer different forms of waste associated with operational functions.

---

<sup>11</sup> <https://gov.wales/sites/default/files/publications/2018-09/tan20-welsh-language.pdf>

<sup>12</sup> <https://gov.wales/sites/default/files/publications/2018-09/tan21-waste.pdf>

The Welsh Government has a long term aim of eliminating landfilling as far as possible<sup>26</sup>. Towards Zero Waste sets limits on the total amount of residual municipal waste and industrial and commercial waste sent to landfill.



Waste hierarchy as outlined in TAN21

#### TAN24: The Historic Environment

TAN24<sup>13</sup> provides guidance on how the planning system should consider the historic environment during the determination planning and listed building consent applications.

The Well-being of Future Generations (Wales) Act 2015 is a central thread of national and local planning policies which seeks to improve the social, economic, environmental and cultural well-being of Wales. A sustainable development principle/well-being goal of the Act seeks to achieve ‘*a Wales of Vibrant Culture and Thriving Welsh Language*’ which includes the enhancement of Welsh culture.

Section 1.7 of TAN24 defines the historic environment as ‘*all aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and deliberately planted and managed*’.

A historic asset is defined as ‘*an identifiable component of the historic environment. It may consist or be a combination of an archaeological site, a historic building or area, historic park and garden or a parcel of historic landscape. Nationally important historic assets will normally be designated*’.

As set out in section 5 of TAN24, Listed Buildings are nationally important assets which make a valuable contribution to the quality and character of Welsh townscapes. Development proposals should seek to conserve or enhance the character or setting of a Listed Building, as further set out in Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

<sup>13</sup> <https://gov.wales/sites/default/files/publications/2018-09/tan24-historic-environment.pdf>

Section 6 of TAN24 outlines that Applicants should serve to protect or enhance the character and appearance of Conservation Areas which make a significant contribution to Welsh townscapes and cultural identity. Development proposals in which exceed a gross internal area (GIA) of 100sqm in a Conservation Area must be supported by a Design and Access Statement (DAS).

Section 6.8 outlines the outdoor signage proposals within Conservation Areas should pay specific regard to conserving and enhancing the character and appearance of the area, as outlined in TAN7.

## **The Well-being of Future Generations (Wales) Act (2015)**

The Well-being of Future Generations (Wales) Act 2015 (WFGA) sets out to improve the social, economic, environmental and cultural well-being of Wales in a coherent and joined-up approach. A goal of WFGA focusses on ‘a Prosperous Wales’, which is defined as:

“An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work”.

The Applicant considers that the Atlantic Wharf, Butetown Masterplan and Arena and Hotel development is in accordance with the aims and objectives of the Act and therefore acceptable.

## **Building Better Places (2020)**

In July 2020 Welsh Government published its policy position on how the planning system can assist in the COVID-19 recovery period. ‘Building Better Places’ is intended to sit alongside PPW11 and is a key consideration in both plan preparation and development management. ‘Building Better Places’ expands on the recent letter issued to Chief Planning Officers from Julie James (Minister for Housing and Local Government) in July 2020 which acknowledges that the economic consequences of the COVID-19 pandemic are predicted to be severe and felt across all sectors, including those in construction and the built environment. ‘Building Better Places’ emphasises both the primacy of the plan led system in Wales but also the need to have places and place-making at the heart of the recovery process. The policy agenda seeking to deliver better places and placemaking develops the principles already enshrined in PPW11. The pandemic has highlighted the importance of the need for good quality places for people to live, work and relax. ‘Building Better Places’ seeks to ensure that the economic hardship owing to the pandemic does not outweigh the above principles and policies.

Welsh Government outlines that development management decision making should focus on creating healthy, thriving, active places with a focus on a positive, sustainable future for communities. Decision makers should continue to consider

what is material to a particular application, particularly where the outcome will be a benefit to creating better places.

## Cardiff Local Development Plan Review (2021)

On 18 March 2021, Cardiff Council agreed to start work on preparing a replacement LDP. On 30 March 2021, Welsh Government approved the Cardiff Replacement LDP Delivery Agreement. As such, Cardiff Council are in the process of preparing a new Replacement LDP which will include a new strategy and policies to guide and manage growth and change in the city over the next 15 years to 2036.

## Cardiff Supplementary Planning Guidance

### Cardiff Green Infrastructure SPG

In regard to planning and development, all new developments will need to satisfy the requirements for green infrastructure as set out in Policy KP16 of the LDP which states that:

*'Cardiff's distinctive natural heritage provides a network of green infrastructure which will be protected, enhanced and managed to ensure the integrity and connectivity of this multi-functional green resource is maintained. Protection and conservation of natural heritage network needs to be reconciled with the benefits of development. Proposed development should therefore demonstrate how green infrastructure has been considered and integrated into the proposals. If development results in overall loss of green infrastructure, appropriate compensation will be required.'*

Planning submissions in which a likely to significantly impact on green infrastructure should ensure that; the existing infrastructure resource and its potential impacts are considered, green infrastructure has been integrated into proposals and opportunities for green infrastructure enhancement have been considered.

The Green Infrastructure SPG outlines the wider Cardiff Green Infrastructure Plan which sets out six objectives:

- To protect and enhance Cardiff's ecosystem to ensure that they continue to support diverse habitats and species, allowing them to adapt to change;
- To ensure that Cardiff's green infrastructure is enhanced and managed in a way that increases resilience to the changing climate and provides protection for people and places;
- To maximise the contribution that green infrastructure makes to Cardiff's economy by enhancing the city's attractiveness for business, tourism and living;
- To increase the potential physical and mental health benefits from a food quality, natural environment by improving, promoting and creating connected, multi-functional green infrastructure in Cardiff;

- To use Cardiff's green infrastructure to provide opportunities for to access the outdoor environment and to participate in learning, training and volunteering to foster social inclusion and quality and improve life chances; and,
- To build upon Cardiff's reputation as a vibrant, green and attractive city by continuing to enhance and sustain the green infrastructure that underpins the city's unique qualities and sense of place.

### **Managing Transportation Impacts (Incorporating Parking Standards) SPG**

Development-related trips can impact on the 'place' function of streets. Increases in motorised traffic through residential streets can diminish their amenity and safety for walking and cycling and other activities. These impacts conflict with the sustainable neighbourhoods and modal shift objectives of the LDP.

Accompanying Transport Assessments should evidence how the Manual for Streets user hierarchy has been applied to the design and layout of the development.

Increasing the number of trips made by walking and cycling will make an important contribution towards achieving a 50:50 modal split target required by the LDP. Through provision of alternative to car travel, active travel infrastructure should seek to mitigate development impacts. Contribution towards a modal split target can also be achieved through the increased proportion of public transport options.

Excessive provision of parking availability will serve to stimulate demand for car travel and reliance on motor vehicle movements. Development proposals should consider the quantum of parking to encourage a shift to sustainable transport modes.

Cycle parking facilities at employment developments should include changing and shower facilities to accommodate anticipated growth in line with the 50:50 modal split, as supported by the Active Travel Act (Wales) 2013. Cycle parking should be provided in a safe, secure and convenient location, predominantly within the curtilage of the destination. They should be clearly signposted and highlighted by defined areas such as the use of surface changes, colour or texture.

Motorcycle parking should be provided in a safe, secure and convenient position with good surveillance. Space standards for motorcycle parking measure 2.5m x 1.5m.

### **Public Art SPG**

Paragraph 2.3 of the SPG outlines that public art should be considered early in the design process and be integral to the overall design of a building, public space or place. The choice of artwork should be the subject of full collaboration from the outset between the artist, local communities and professionals involved in the design process. Public art should foster a local ownership and public responsibility to ensure the long term success.

All new public art installations should have proper regard to the scale and character of the surrounding environment and should not adversely impact the amenity of the area.

Public art can enhance and add value to a development, creating local distinctiveness for residents, employees and visitors to the area. Public art installations could include; three-dimensional artworks, street furniture, interior commissions to publicly accessible buildings, commemorative works and temporary commissions.

Public art can contribute to the character and identity of an area and aid legibility through creating landmarks which act as waypoints/reference points, defining routes and pathways, making connections between places and spaces and emphasising entrances and junctions. Cardiff Council will seek to encourage public art provision for large scale redevelopment projects, development within the Central and Waterfront Business Areas and development proposals in which require a master plan or site development brief.

The construction phase of development provides opportunities to incorporate public art into hoardings in which surround a scheme, providing opportunities to engage with the local community and artists.

### **Tall Buildings SPG**

The SPG defines building in which are 8+ storeys or circa 25m+ in height as being a 'tall building' when situated within the city centre or in Cardiff Bay. Cardiff Bay exhibits a tall and high density buildings, of which the majority were consented in the late 2000s.

All tall building must demonstrate that there would be no negative impacts on important views of vistas, no unacceptable impacts on surrounding heritage assets, there would be a positive impact on the skyline and streetscape and there would be no material harm caused by overshadowing or overlooking.

For tall buildings located outside Cardiff city centre, views are likely to be prominent from parks and road/river corridors. A visual impact assessment is likely to be required to support applications pursuant of tall buildings.

Any residential tall building proposals need to demonstrate how it will result in the creation of good places to live, through the quality of internal living spaces, amenity space and through adhering to principles relating to access, security, legibility and quality.

Tall buildings off high density occupation and therefore provision needs to be made for public and private open spaces. Open spaces should be accessible by a short walk from residential occupants and all waterfronts within proximity of tall buildings should be accessible and contribute to active travel users.