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Arfordir Penfro**

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**Pembrokeshire Coast
National Park
Authority**

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Tegryn Jones

Swyddog Priodol a Prif Weithredwr (Swyddog y Parc Cenedlaethol)
Proper Officer and Chief Executive (National Park Officer)

2 Mai 2025/ 2 May 2025

**Awdurdod y Parc Cenedlaethol
National Park Authority**

**Dydd Mercher 7 Mai 2025
Wednesday 7 May 2025**

**Agenda Atodol - Eitem Agenda Newydd
Supplemental Agenda - Replacement
Agenda Item**

12. **Ystyried yr adroddiadau gan y Cyfarwyddwr Lle ac Ymgysylltu (Adroddiad 22/25): Ymateb yr Awdurdod Parc Cenedlaethol i'r ymgynghori ar y prosiect Fferm Wynt Arnofiol Llŷr ar y Môr Celtaidd.**
Gofynnir i'r Aelodau ystyried a ddylid cadw at y gwrthwynebiad i'r datblygiad arfaethedig fel y'i cofrestrwyd yn flaenorol neu ddiwygio'r safbwynt ar ôl ystyried y wybodaeth ychwanegol a dderbyniwyd.

12. **To consider the report of the Director of Place and Engagement (Report 22/25): National Park Authority response to consultations on the Llŷr Floating Offshore Wind Farm project in the Celtic Sea.**
Members are asked to consider whether to retain the objection to the proposed development as previously registered or amend the position following consideration of additional information received.

Yours sincerely

Tegryn Jones

Chief Executive

Report No. 22/25
National Park Authority

Report of: Director of Place and Engagement

Subject: National Park Authority response to consultations on the Llŷr Floating Offshore Wind Farm project in the Celtic Sea.

Decision Required: Yes

Recommendation:

The National Park Authority is requested to:

- A. Provide a decision on whether to retain the objection to the proposed development as previously registered or amend the position following consideration of the additional information received (see Appendix A).

1. Key Messages

In March 2025 Members approved the submission of the consultation response on the consent required for the Llŷr Floating Offshore Wind Farm project which stated that the Pembrokeshire Coast National Park Authority objected to the proposed development due to the adverse effects on the seascape, landscape and special qualities which could not be mitigated. This response was submitted to PEDW on 28 March 2025.

On 10 April PEDW wrote to inform the Authority that as an objection had been made by PCNPA, under Regulation 9 of the Electricity (Offshore Generating Stations) (Applications for Consent) (Wales) Regulations 2019, a Public Inquiry must be held. The timing of the inquiry will depend, amongst other things, on the responses to the Inspector's request for further information which can be seen at Appendix B.

Since the receipt of this letter, a meeting has been held with the applicants to discuss the concerns and objections raised in the PCNPA response and the applicants have provided clarifications on the aspects raised. The applicants have requested, following the provision of these clarifications, that Members reconsider their objection. The clarification and additional information letter can be seen at Appendix A.

2. Background

This report relates to the proposed Llŷr Wind project which is a demonstration floating offshore wind farm located approximately 35km south west off the Pembrokeshire Coast in the Celtic Sea.

Llŷr Floating Wind Ltd (the Applicant) has applied to the Welsh Ministers for consent under Section 36 of the Electricity Act 1989, to construct and operate an offshore generating station with deemed planning permission for the associated onshore transmission infrastructure under section 90(2) of the Town and Country Planning Act 1990.

A separate application under the Marine and Coastal Access Act 2009 has also been made to Natural Resources Wales Marine Licensing Team for a marine licence for the works to construct, operate and maintain the offshore operating station.

The response submitted to PEDW related to the construction, operation and maintenance of the Llŷr 1 Floating Offshore Wind Farm (the proposed project), a development that will consist of the installation and operation of up to 10 floating wind turbine generators anchored to the seabed either via catenary spread or tensioned mooring systems. Each wind turbine generator will be up to 325.5m tip height and will be located circa 35km offshore southwest of Pembrokeshire. The proposed offshore area within which the floating wind turbines will be located covers an area of approximately 45km².

The application includes associated offshore and onshore transmission cables and ancillary works necessary to export power from the wind turbine generators to the National Grid point of connection adjacent to Pembroke Power Station. An offshore export cable approximately 55km in length will transport energy from the array area to landfall at freshwater West. Approximately 7.1km of buried onshore transmission cable will connect to a new onshore substation, located approximately 1.5km south of Pembroke Power Station.

The Authority raised concerns regarding the adverse seascape, landscape and visual impacts of the offshore element of the development proposal, and the potential impact on the Special Qualities of the National Park. It was considered that these adverse effects could not be mitigated and a response of objection to the development was sent to PEDW on 28 March 2025.

The applicants and the Authority have been advised that the objection from PCNPA has triggered the need for a Public Inquiry. In response to this, officers have met with the applicants at their request to discuss and clarify the points of objection.

The applicants wish to clarify that the Project Design approach outlines a series of design assumptions that define the worst-case parameters such as maximum dimensions of the wind turbine generators, maximum numbers and minimum distance from the Pembrokeshire coast. This approach is standard practice in infrastructure development and is necessary as the specifics of the project cannot be finalised at this stage. The applicants have indicated that these maximum parameters will be reduced, including a likely reduction in the number of turbines and a further distance offshore. The applicants have also proposed a commitment to reducing the turbine height to a maximum of 300 metres to tip height.

The applicants have also clarified that a detection system for night time navigational safety lighting would be fitted to detect when visibility is greater than 5km. When this

is the case, the aviation lights would be dimmed to 10% of the 2,000 candela (cd) maximum.

The applicants have also provided further information to PEDW with regard to concerns raised on archaeology, ecology, benthic and marine mammal impacts.

3. Legal Background

The proposed project is classed as EIA development under The Electricity Works (Environmental Impact Assessment) (England and Wales) Regulations 2017 (the 2017 EIA Regulations and The Marine Works (Environmental Impact Assessment) Regulations 2007 and so has been subject to an environmental impact assessment.

The Welsh Ministers have issued a notice under Regulation 39 of the 2017 EIA Regulations which confirms that EIA in respect of the Section 36 application does not need to be undertaken, as NRW are undertaking EIA in respect of the Marine License Application. An Environmental Statement (ES) has been produced to accompany the application for a Marine License which sets out the details of the proposal and presents an assessment of the environmental impacts.

4. Financial considerations

The Authority is a statutory consultee in relation to the Section 36 application and has also been consulted directly on the Marine Licence. The Authority in making representations on the applications should be able to substantiate their views. The objection to the proposal has triggered the need for a public inquiry. It would be a reasonable expectation in this process that the Authority would provide expert witness evidence to substantiate our objection to the development. This would have financial implications for the Authority in terms of instructing an expert witness(es) and employing an advocate. Should the response be changed to one of concern rather than objection, the Authority may still be required to give evidence in a Hearing but the need for a Public Inquiry would not be triggered.

5. Impact on our Public Sector Duties

5.1 Integrated Assessment Completed

No

5.2 Welsh language Impacts

The impacts on the Welsh Language will form part of the decision on this project, both national policy in the form of the Welsh National Marine Plan (November 2019) and Planning Policy Wales (Edition 12, February 2024) contain clear requirements to take into account any impacts on the Welsh Language. The proposal is for an offshore windfarm and onshore works and no specific Welsh Language implications from this development have been identified that would need to be reflected in the Authority's representation.

5.3 Section 6 Biodiversity Duty and Carbon Emission Impacts

The project will contribute towards Welsh Government targets for renewable energy generation. It will be for the decision maker to balance the generation capacity against the impact on the National Park landscape and biodiversity, together with a range of other factors.

5.4 Equality, Socio- Economic Duty, Human Rights

The planning system seeks to progress legitimate aims by managing the development and use of land in the public interest to contribute to achieving sustainable development. It reconciles the needs of development and conservation, securing economy, efficiency, and amenity in the use of land, and protecting natural resources and the historic environment. Human rights under Articles 1 (right to peaceful enjoyment to property), 8 (right to respect for the home, private and family life) and 14 (right to equality), are the most relevant ones. Proportionality means that the measure which interferes with the right must strike a fair balance between the aim and the right which it interferes with. These considerations will largely be matters which the decision maker on the application will need to consider and would not be matters that the Authority would need to reflect in any representations on the project.

5.5 Well-being of Future Generations (Wales) Act

In preparing the draft response, full consideration has been given to the duties placed on Pembrokeshire Coast National Park Authority as a public body, by the Well-Being of Future Generations (Wales) Act 2015.

6. Conclusion

The decision maker is likely to take into account: the contribution a proposal will make to meeting Welsh, UK and European targets; the contribution to cutting greenhouse gas emissions; and the wider environmental, social and economic benefits and opportunities from renewable and low carbon energy development. The decision maker should also give significant weight to the Welsh Government's targets to increase renewable and low carbon energy generation, as part of our overall approach to tackling climate change and increasing energy security.

Balanced against this there will remain some adverse residual impacts from the project, some of these are significant. The Authority has drawn attention in its representation to the need for the decision maker to fully consider if the judgements made in the Seascape and Landscape Visual Impact Assessment are correct and to secure effective mitigation as part of the development. It has also drawn attention to the extensive nature of adverse impacts to the National Park and whether this should, as a whole, be considered significant. Concerns have also been identified with some of the conclusions from the EIA in relation to impacts on the Special Qualities of the National Park and impacts on Landscape and Seascape Character.

7. Recommendation: Members are asked to:

Provide a decision on whether to retain the objection to the proposed development as previously registered or amend the position following consideration of the additional information received.

8. List of background documents:

- Applicant's clarification and additional information letter (Appendix A)
- PEDW Inspectors letter requesting further information (Appendix B)



LLŷr Floating Wind Limited
Office 20
Bridge Innovation Centre
Pembrokeshire Science and Technology Park
Pembroke Dock SA72 6UN

1st May 2025

Sara Morris
Director of Place and Engagement
Pembrokeshire Coast National Park Authority
Llanion Park
Pembroke Dock
Pembrokeshire SA72 6DY

Dear Sara,

**The LLŷr 1 Floating Wind Farm
Electricity Act 1989 – Section 36**

**The Electricity (Offshore Generating Stations) (Applications for Consent (Wales) Regulations 2019
The Electricity Works (Environmental Impact Assessment) England and Wales) Regulations 2017
The Marine Works (Environmental Impact Assessment) Regulations 2007**

In respect of the Pembrokeshire Coast National Park Authority (PCNPA) consultation response to the above application, please find below further clarity on the matters discussed at our meeting on 29th April. In addition, I have also attached to the email a detailed response and clarifications to the aspects raised by the PCNPA which I hope are helpful to the PCNPA considerations.

Strategic Importance of Test & Demonstration Projects

With floating offshore wind set to play a crucial role in the net-zero targets of the UK and Welsh Governments, the LLŷr 1 floating wind farm has been brought forward to showcase the next generation of clean, renewable offshore energy technology before it enters industrialisation. The project's goal is not only to help deliver clean energy but also to accelerate learning from new full-scale floating offshore wind technology solutions tested in UK waters. This initiative will enhance understanding of environmental interactions, optimise designs, and create significant opportunities for training, employment, as well as manufacturing and supply chains in Pembrokeshire and Wales, especially as global demand for floating offshore wind energy increases. The LLŷr development will enable the realisation of a significant sustainable and low carbon economic opportunity for the local community and supply chain within the region by providing an early mover advantage not only for the forthcoming Round 5 developments in the Celtic Sea but also across the wider UK, European and global opportunities. *For more information on the strategic significance of Test and Demonstration projects, please refer to the LLŷr Floating Wind Ltd. Environmental Statement (Volume 1, Chapter 1, sections 1.1.1 Context, paragraphs 8 and 9)*



We would also like to highlight (as we did in Table 2-1. Description of the two main policy statements under WNMP ELC-01 (Welsh Government, 2019c, Volume 1: Chapter 02 – Regulatory and Planning Context) the Wales National Marine Plan's low carbon energy Supporting Policies for the development of renewable energy activities, in particular ELC_01, seek to ensure that potential for energy generation from renewable sources is achieved in line with climate and energy targets, and does so in a way which gives due regard to relevant environmental, social and cumulative impact considerations, in particular the Wales National Marine Plan policies SOC_06, SOC_07 and SAF_01 b.

Project Design Envelope

The key components of both the offshore and onshore infrastructure for the proposed project are summarised in *Llŷr Floating Wind Ltd. Environmental Statement Volume 6, Chapter 4.3, Proposed Project Components*.

We want to emphasise that a Project Design Envelope, also known as a Rochdale Envelope, has been used to describe the proposed project's design for assessment purposes (*as detailed in Chapter 5: Methodology, Section 5.5*). This approach, which is standard practice in infrastructure development, is necessary because the specifics of the project design cannot be finalised at this stage due to procurement and supply chain considerations for emerging floating technologies, as well as the need for further site investigations that will inform the detailed design of the Proposed Project.

The Project Design Envelope approach outlines a series of design assumptions that define the worst-case parameters, such as maximum dimensions of project elements, minimum distances. These parameters are used to enable a reasonable worst case assessment of the project and to inform mitigations and other measures that inform detailed design and implementation of a project.. The final design of the proposed Project will remain within the maximum bounds of these defined parameters, allowing for a allowing for a conservative assessment of potential environmental effects .

Once we have the finalised layouts, we anticipate that these bounds will be considerably reduced, an example being that with the turbines which are currently in the marketplace it is possible that we can reduce the number of installed turbines from the stated 10 to 7, subject to detailed design progression and turbine procurement advancement post consent.

Proposed Maximum Height Commitment

Llŷr Floating Wind supports the Environmental Statement's technical assessment. However, in light of the concerns raised by the PCNPA Members, the project team has reevaluated the Project Design Envelope and are proposing a commitment within the Project Design Envelope to limit the turbine tip height to 300 meters above Highest Astronomical Tide (HAT).

Navigational Safety Lighting

In addition, based on the feedback provided in the PCNPA Members meeting, the project would like to take this opportunity to clarify the technical requirements and detail of the navigational safety lighting and its impacts during night-time operation to allay the concerns raised.

The navigational lights will be designed to be legally compliant with CAA SARG Policy Statement (g) "*If the horizontal meteorological visibility in all directions from every wind WTG generator in a group is more than 5 km, the intensity for the light positioned as close as practicable to the top of the fixed structure required to be fitted to any generator in the windfarm and displayed may be reduced to not less than 10% of the minimum peak intensity specified for a light of this type.*"



The Project will integrate a detection system to detect when visibility is greater than 5 km. When this is the case, the aviation lights will be dimmed to 10% of the 2,000 candela (cd) maximum so that the intensity of the light emitted would be 200 cd.

Archaeology, Ecology, Benthos and Marine Mammals

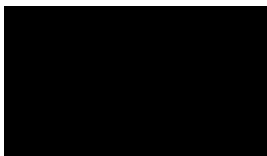
The Llŷr project acknowledges the responses and concerns raised by the PCNPA on archaeology, ecology, benthic and marine mammal impacts. We have discussed these with other stakeholders and alongside the feedback you have provided to us on these aspects, we have clarified the detailed arrangements intended to address these concerns.

Conclusion

To conclude I hope our commitment to limit the turbine height addresses the concerns raised by the Members. We acknowledge the differences in technical opinion between our experts on the visual impact, but request that other aspects are also considered in the formulation of the PCNPA consideration of our application. The project will provide significant benefit to the local and Welsh economy and provide a significant contribution to the development and capacity of a new form of renewable energy generation, both at a national and international level. The project has a significant role in delivering the UK Clean Power 2030 Action Plan to bring down bills for households and businesses and enabling the creation of more renewables to make Britain energy secure with clean power by 2030 and meeting Net Zero by 2050. On the basis of the proposed commitment to a 300m HAT maximum tip height, we request that PCNPA members reconsider the objection submitted to PEDW on 26 March 2025, and formally confirm to us and to PEDW the withdrawal of the objection to the application.

We will endeavour to continue to keep PCNPA fully updated as the project progresses and more information becomes available.

With kind regards



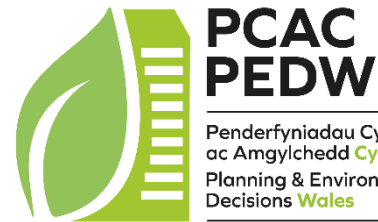
Marc Murray

Development Director

Llŷr Floating Wind Limited

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Cardiff, CF10 3NQ



Penderfyniadau Cynllunio
ac Amgylchedd Cymru
Planning & Environment
Decisions Wales

<https://llyw.cymru/penderfyniadau-cynllunio-ac-amgylchedd-cymru>
<https://gov.wales/planning-and-environment-decisions-wales>

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Ein Cyf / Our Ref: CAS-01352-L3N2P8
Dyddiad / Date: 10/04/2025

Dear Mr Murray,

Electricity Act 1989 – Section 36

Applicant: Llŷr Floating Wind Ltd

Proposed development: To construct and operate an offshore generation station, the Celtic Sea and associated onshore infrastructure.

Site: Approximately 35 km offshore south west from the Angle Peninsula on the Pembrokeshire coast.

Pembrokeshire Coast National Park Authority has objected to the proposed development. In such a circumstance, Regulation 9 of the Electricity (Offshore Generating Stations) (Applications for Consent) (Wales) Regulations 2019, states a Public Inquiry must be held.

The timing of the Inquiry will depend, amongst other things, on your responses to the matters raised below, including requests for further information.

The consultation on the S36 application closed at the end of March. The representations which can be viewed on the planning casework portal:

[Planning Casework](#) search for **CAS-01352-L3N2P8**

The Inspector has reviewed the representations and considers further information is required.

The Inspector has had sight of the letter of 14 February from NRW seeking further information.

Ministry of Defence (MOD)

The MOD object to the proposed development stating it would have a detrimental impact on the effective operation and capability of air traffic control radar at MOD Hartland Point and the area is used for low flying training and the proposed turbines would be a physical obstruction to air traffic movements. Also, running a cable through Military Danger Areas as proposed would be incompatible with live firing activities from Castlemartin Range into these areas. In addition, the sea floor in these areas contains unexploded ordnance.

Rydym yn croesawu gohebiaeth Gymraeg. Cewch ateb Cymraeg i bob gohebiaeth Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome correspondence in Welsh. Correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not involve any delay.

The objections regarding radar and low flying aircraft may be resolved through the installation of a mitigation scheme for radar and installation of MOD accredited aviation safety lighting. It is difficult to see how the MOD's significant and serious concerns regarding conflict with Military Danger Areas can be resolved by means other than re-routing the cable. Whilst re-routing the cable would largely be a matter for NRW through the marine licence application, it may impact on the point of landfall and cable route which are subject to the S36 application.

Without prejudice to his consideration of other matters, the Inspector does not consider he would be able to recommend deemed planning permission be granted unless the MOD's objections are satisfactorily resolved.

NRW

The Inspector acknowledges the assessment of the Environmental Impacts of the proposed development fall to NRW through the Marine Licence. Nonetheless, impacts off shore as well as onshore are a material consideration and NRW raise concerns including:

Offshore ecology

- Insufficient information regarding cumulative and in-combination impacts on marine ornithology,
- Over reliance and inadequacies in the outline Construction and Environmental management Plan (CEMP) and Marine Mammal Mitigation Plan (MMMP) in reaching a conclusion of no likely significant effect,
- Inconsistencies in the Cumulative Effects Assessment (CEA) in relation to marine mammals,
- The methodology, approach and assumptions made in assessing impacts on marine mammals,

Onshore ecology

- Inadequate surveys for bats and otter,
- Failure to include Pembrokeshire Bat Sites and Bosherton Lakes and Pembrokeshire Marine Special Areas of Conservation (SAC) in the Habitats Regulations Assessment (HRA) Screening (ES Volume 6, Appendix 8D) and the Report to Inform an Appropriate Assessment (AA) (ES Volume 6, Appendix 8E),
- Further information required regarding project design and mitigation regarding dormice,

Seascape Landscape and Visual Impact Assessment (SLVIA)

The Inspector notes NRW's concerns and will make his own judgement following a site visit. However, he requests you respond to NRW's criticisms regarding the conclusions in the SLVIA (paragraph 359 of NRW's response and Annex A).

The viewpoints include a cumulative wireframe but not cumulative photomontages. The Inspector would find cumulative montages useful on his site visit. Could you please also provide viewpoints from Marloes Sands and additional wireframes and photomontage from the coast path between Castles Bay and Whitedole Bay looking over Sheep Island and at VP11 Elegus Stacks to show the rock arch.

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Groundwater and pollution prevention

Planning Policy Wales (PPW) seeks to ensure the protection of the quantity and quality of surface and ground water supplies is taken into account as part of development proposals. Please provide the details sought by NRW regarding the Private Water Supply near Broomhill (paragraph 366 of NRW's response).

Policy ENV-6 of the Welsh National Marine Plan requires developers to demonstrate they have considered potential water quality impacts. Please provide a Bathing Water quality mitigation plan (paragraph 372 of NRW's response).

The above are broad headings only and you should consider and respond to NRW's detailed concerns.

Joint Nature Conservation Committee (JNCC)

Ornithology

Highlight shortcomings in the assessment of cumulative or in-combination impacts on marine birds. In particular, with regard to the Skomer, Skockholm and the Seas off Pembrokeshire Special Protection Area (SPA).

Seek further information regarding the impact on common guillemot in terms of the proposal alone and cumulatively with other plans or projects which may act in combination.

Marine mammals

Consider insufficient and/or inappropriate information is provided in relation harbour porpoise and common dolphin.

Do not consider the information contained in the Outline Marine Mammal Mitigation Plan (MMMP) to be sufficient to support conclusions made in the impact assessment.

Benthic ecology (offshore)

Decommissioning has not been fully considered. As a consequence, it is not possible to determine the likely significant effects of the project as a whole for the offshore environment.

The above are broad headings only and you should consider and respond to the JNCC's detailed concerns.

RSPB Cymru

Share the concerns of NRW and the JNCC regarding impacts on ornithology, specifically gannets, guillemots and Manx shearwater. Further, the information submitted is not sufficient to conclude no adverse impact on the Grassholm and Skomer, Stockholm and the Seas off Pembrokeshire Special Protection Area (SPA).

Rydym yn croesawu gohebiaeth Gymraeg. Cewch ateb Cymraeg i bob gohebiaeth Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome correspondence in Welsh. Correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not involve any delay.

Recommend additional chough foraging surveys are undertaken in the vicinity of the cable corridor within the Castlemartin Coast SPA.

Please respond to the RSPB's concerns and request for further information.

National Trust, CADW, Heneb

These bodies point to the presence of likely significant archaeology at the proposed landfall and cable route. The Inspector agrees with Cadw, Heneb and the National Trust that further investigation is necessary to inform the determination of the deemed planning application.

Welsh Government – Soil Policy & Agricultural Land Use Planning Unit

Require Agricultural Land Classification (ALC) surveys to confirm if the extent of best and most versatile (BMV) agricultural land, the proportion of grades identified and the soil resources available.

Pembrokeshire County Council

The Inspector agrees the lack of certainty regarding the design of the substation means it is not possible to assess its impact on the setting of Somerton Farmhouse (Grade II listed building). It would be preferable for the design to be finalised before a decision is made on the deemed planning application. In the event that is not possible please provide photomontages of both options.

Details of improved sightlines and passing opportunities for the first 900m from the realigned junction to the Welsh Water Reservoir to accommodate additional traffic for the Freshwater West element of the scheme are required.

Recommend a suite of planning conditions to be imposed on any deemed planning permission. The Inspector invites your comments on the matters suggested to be covered and the production of a Travel Plan.

Next steps

As set out above, NRW, the JNCC and the RSPB are of the view that further survey work and information is required in order that the impact of the proposed development can be properly understood. If you disagree, please justify your position.

Further information is also required in relation to:

- Archaeology,
- The setting of Somerton Farmhouse,
- Soils,
- The substation,
- Highways,
- Groundwater and water quality, and
- SLVIA and viewpoints.

Rydym yn croesawu gohebiaeth Gymraeg. Cewch ateb Cymraeg i bob gohebiaeth Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome correspondence in Welsh. Correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not involve any delay.

The Inspector does not consider that it would be appropriate to report to the Welsh Ministers until these matters have been addressed. It would assist greatly if you could inform us by 9 May 2025 if you intend to carry out further surveys and other work and, if so, the anticipated time scales. Please provide a response to the other matters raised by the same date.

Yours sincerely

H Roberts

Infrastructure Consenting Team Leader

Rydym yn croesawu gohebiaeth Gymraeg. Cewch ateb Cymraeg i bob gohebiaeth Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome correspondence in Welsh. Correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not involve any delay.