

**Pembrokeshire Coast National Park**

# **Local Development Plan**

(end date 2021)



**Adopted Plan**

September 2010



**Parc Cenedlaethol  
Arfordir Penfro**  
**Pembrokeshire Coast  
National Park**



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## List of Policies

Policy Number	Policy Title
<b>National Park Purposes and Duty</b>	
Policy 1	National Park Purposes and Duty (Strategy Policy)
<b>Spatial Strategy</b>	
Policy 2	Tenby Local Service and Tourism Centre (Tier 2) (Strategy Policy)
Policy 3	Newport Local Centre (Tier 3) (Strategy Policy)
Policy 4	Saundersfoot Local Centre (Tier 3) (Strategy Policy)
Policy 5	St Davids Local Centre (Tier 3) (Strategy Policy)
Policy 6	Rural Centres (Tier 4) (Strategy Policy)
Policy 7	Countryside (Tier 5) (Strategy Policy)
<b>A. Special Qualities</b>	
Policy 8	Special Qualities (Strategy Policy)
Policy 9	Light Pollution
Policy 10	Local Sites of Nature Conservation or Geological Interest
Policy 11	Protection of Biodiversity
Policy 12	Welsh Language
Policy 13	Historic Landscapes Parks and Gardens
Policy 14	Protection of Buildings of Local Importance
Policy 15	Conservation of the Pembrokeshire Coast National Park
Policy 16	Open Space and Green Wedges
Policy 17	Shore Based Facilities
Policy 18	Porthgain, Saundersfoot, Solva and Tenby Harbours
<b>B. Major Development, the Potential for Growth</b>	
Policy 19	Hazardous Installations
Policy 20	Scale of Growth
Policy 21	Minerals Safeguarding
Policy 22	Buffer Zones
Policy 23	Borrow Pits
Policy 24	Local Building Stone
Policy 25	Recycled, Secondary and Waste Materials
Policy 26	Inactive Mineral Sites
Policy 27	Local Waste Management Facilities
Policy 28	Composting
<b>C. Climate Change, Sustainable Design, Flooding, Sustainable Energy</b>	
Policy 29	Sustainable Design (Strategy Policy)
Policy 30	Amenity
Policy 31	Minimising Waste
Policy 32	Surface Water Drainage
Policy 33	Renewable Energy
Policy 34	Flooding and Coastal Inundation
<b>D. Visitor Economy, Employment</b>	
Policy 35	Visitor Economy (Strategy Policy)
Policy 36	Loss of Hotels and Guest Houses

Policy Number	Policy Title
Policy 37	Self-Catering Development
Policy 38	Camping, Touring Caravans, Statics and Chalet Sites
Policy 39	Upgrading Statics, Touring Sites and Tent Pitches
Policy 40	Site Facilities on Tent, Chalet and Caravan Sites
Policy 41	Change of Use from Tent Pitches to Touring Caravan Pitches
Policy 42	Employment Sites and Live/Work Units (Strategy Policy)
Policy 43	Protection of Employment Sites and Buildings
<b>E. Affordable Housing and Housing</b>	
Policy 44	Housing (Strategy Policy)
Policy 45	Affordable Housing
Policy 46	Gypsy Sites
Policy 47	Low Impact Development
<b>F, Community Facilities, Retailing, Transport</b>	
Policy 48	Community Facilities and Infrastructure Requirements (Strategy Policy)
Policy 49	Retail in the National Park (Strategy Policy)
Policy 50	Town and District Shopping Centres
Policy 51	Garden Centres
Policy 52	Sustainable Transport (Strategy Policy)
Policy 53	Impacts of Traffic
Policy 54	Cycleways
Policy 55	Powerlines and Pipelines
Policy 56	Telecommunications

# 1. Introduction

## The Local Development Plan

- 1.1 The Planning and Compulsory Purchase Act 2004 provides a framework for a new system of Local Development Plans in Wales to replace Unitary Development Plans<sup>1</sup>.
- 1.2 The Plan should be seen and read as a whole. Often there will be more than one policy relevant to a proposed development, and all policies will be taken into consideration. In order to make the Plan simple to follow and easily understood policies have been expressed as directly as possible. Issues such as landscape, amenity, access, and design will arise with practically all applications for development and separate policies are included on each of these aspects.

## National Planning Policy

- 1.3 In producing the Local Development Plan the National Park Authority has had regard to national planning policies.<sup>2</sup> In accordance with guidance contained in Local Development Plans Wales, Local Development Plans should have regard to national planning policies but not repeat them. The Local Development Plan should therefore be considered in conjunction with the Planning Policy Wales Edition 3 which identifies those areas where clear statements of national development control policy should not need to be repeated in Local Development Plans. It should be noted therefore that the Local Development Plan only provides the policy framework for issues of a locally distinct nature. Development proposals that do not present specific locally distinct issues will be assessed in accordance with the requirements of national planning policy.

## How the Local Development Plan was prepared

- 1.4 The Local Development Plan strategy was prepared in tandem with the Pembrokeshire Coast National Park Authority's Management Plan.
- 1.5 The land use planning dimension of the National Park Management Plan is put into effect through the statutory Local Development Plan for each National Park. The National Park Management Plan is of national importance. National Park Management Plan objectives and policies therefore prevail over regional and local policy as it is delivered in the National Parks. The Guidance adds: "Indeed the imperatives of the National Park purposes should be reflected in these other Plans, including the Local Development Plan".<sup>3</sup>
- 1.6 The strategy has been developed since September 2006. In February 2008 a draft was published for consultation<sup>4</sup> and the strategy reviewed in the light of responses received. The development of the Deposit Plan began in July 2008. It was published for consultation March 2009, with an Alternative Sites consultation in July 2009. As a result of the responses received the Authority published a Focussed Changes document to the Plan which was published for consultation in December 2009. All of the above documents and representations made were considered by an Inspector during an Examination into the soundness of the Plan. Examination hearing sessions took place in April 2010 and the final Inspector's Report was forwarded to the Authority on 1<sup>st</sup> September 2010. The Plan was adopted by the Authority on 29<sup>th</sup> September 2010.

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<sup>1</sup> See Glossary of Terms

<sup>2</sup> Includes Planning Policy Wales, Minerals Planning Policy Wales, Circulars and Technical Advice Notes.

<sup>3</sup> National Park Management Plans Guidance, Countryside Council for Wales & Welsh Assembly Government paragraph 4.45, page 26.

<sup>4</sup> See Glossary of Terms



## Evidence<sup>5</sup> Gathering

- 1.7 The wider policy context has been reviewed, for example national policy and in particular the Wales Spatial Plan<sup>6</sup>. Regional work as far as it has been developed was also considered. Locally the Community Strategy<sup>7</sup> has been revised and a new version of the plan was published in May 2010. There are a number of plans which have influenced how the community strategy<sup>8</sup> has developed including the Children and Young People's Plan (adopted<sup>9</sup>, September 2008), the Health, Social Care and Well-being strategy (approved April 2008), the Community Safety Strategy (2008-2011) as well as the Local Housing Strategy (approved April 2008). The sustainability appraisal has also been a significant contributor to the baseline information.
- 1.8 Primary research has also been undertaken, for example, the Landscape Character Assessment and survey of towns and villages for facilities available. Contact has been made with various local organisations about the needs for further community facilities<sup>10</sup> or employment for example.

## Engagement<sup>11</sup>

- 1.9 A variety of means were used to help with the development of the strategy. Internally officers and Members of the Authority worked on a series of papers, primarily through Core Group meetings, to develop the strategy and associated sustainability appraisal.
- 1.10 An External Key Stakeholder Panel<sup>12</sup> has met to consider the emerging Local Development Plan Strategy and Deposit Local Development Plan along with dealing with key issues from the Preferred Strategy consultation. Background papers were also made available.
- 1.11 A series of Community Panel<sup>13</sup> meetings also took place during September and October 2008 to consider the emerging Deposit Local Development Plan, and again in September and October of 2009 to consider the emerging Focussed Changes proposed by the Authority.
- 1.12 Representatives of neighbouring planning authorities have also been met or contacted to discuss the emerging strategy. A Statement of Principles for Local Development Plan preparation has been prepared jointly with Pembrokeshire County Council.<sup>14</sup>

## Sustainability Appraisal<sup>15</sup>

- 1.13 Sustainability Appraisal has been used to select the most sustainable policy option from the alternatives examined. This involved assessing the likely performance of policy options against a

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<sup>5</sup> See Glossary of Terms

<sup>6</sup> Link to the Wales Spatial Plan website: <http://wales.gov.uk/about/strategy/spatial/?lang=en> Under Section 62(5) of the Planning and Compulsory Purchase Act 2004 a local planning authority must have regard to the Wales Spatial Plan in preparing a local development plan.

<sup>7</sup> See Glossary of Terms

<sup>8</sup> The Local Development Plan should have regard to the objectives and priorities established by the community strategy that relate to the development and use of land. A Guide to the Examination of Local Development Plans Planning Inspectorate Wales, page 11, no date. Web link: [http://www.arolygiaethgynllunio.gov.uk/cymru/wal/appeals/local\\_development\\_plans\\_e.htm](http://www.arolygiaethgynllunio.gov.uk/cymru/wal/appeals/local_development_plans_e.htm)

<sup>9</sup> See Glossary of Terms

<sup>10</sup> See Glossary of Terms

<sup>11</sup> Weblink to the Key Stakeholder Panel: [www.pcnpa.org.uk/website/default.asp?SID=1231&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1231&SkinID=5)

Weblink to Core Group: [www.pcnpa.org.uk/website/default.asp?SID=57](http://www.pcnpa.org.uk/website/default.asp?SID=57)

Weblink to the Community Panel: [www.pcnpa.org.uk/website/default.asp?SID=1311&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1311&SkinID=5)

<sup>12</sup> The panel acts as a sounding board through the preparation process. There are representatives drawn from the public, private and voluntary sectors.

<sup>13</sup> Samples of community based representatives were invited to workshops to debate local issues, i.e. social, economic and environmental issues. These workshops will be based on groups of Community Council areas.

<sup>14</sup> Weblink to the Statement of Strategic Principles:

<http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

<sup>15</sup> link to website for the Sustainability Appraisal: [www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5)

framework of environmental, social and economic sustainability objectives. These sustainability objectives were arrived at through identifying sustainability issues for the National Park as indicated by national policy and guidance, current knowledge and statistics, and the views of government and non-governmental agencies working in the National Park. The development of these objectives was subject to a public consultation as part of the scoping stage of the Sustainability Appraisal.

- 1.14 The Sustainability Appraisal incorporates a Strategic Environmental Assessment<sup>16</sup> and is presented alongside a Habitats Regulations Assessment screening to determine the effects of the Local Development Plan on internationally important wildlife sites.

#### Potential Sites <sup>17</sup>

- 1.15 Externally, developers and agents and organisations submitted sites for consideration. These were assessed as to their suitability for development and suitable sites taken forward in the Deposit Local Development Plan.

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<sup>16</sup> See Glossary of Terms

<sup>17</sup> link to website for the Potential Sites: [www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5)

## 2. Where we are now - National Park Portrait

2.1 A review has been carried out to:

- identify what are the Park's key attributes
- identify key messages in relevant Acts, Plans and Strategies for the National Park
- show what is going well for the Park and what key matters need addressing
- show what matters the Authority as well as various stakeholders<sup>18</sup> consider to be of significance
- explain the Park's role in the wider regional and national context.

This portrait can be found in Appendix 1.

2.2 What has emerged through the above analysis are six key priority issues that need to be addressed by this Local Development Plan. These issues must be addressed within a context of needing to achieve National Park purposes which are:

- Conservation and enhancement 'to conserve and enhance the natural beauty wildlife, and cultural heritage<sup>19</sup> of the National Parks.'<sup>20</sup>
- Understanding and enjoyment 'to promote opportunities for the understanding and enjoyment of the special qualities [of the Parks] by the public.'<sup>21</sup>

2.3 These are underpinned by the Sandford Principle which asserts the primacy of the first purpose over the second in cases of irreconcilable conflict.<sup>22</sup> Reflecting that National Parks are living landscapes with a resident population, the Authority also has a duty in taking forward the park purposes to: 'foster the economic and social well-being of local communities, within the National Park....' This duty should be fulfilled in the pursuit of National Park purposes.<sup>23</sup>

### Key issues to address

#### National Park Purposes

- Ensuring that government planning policy which is unique to National Parks is appropriately applied.

#### A. Special qualities

- How can the National Park's special qualities be protected for future generations? Can opportunities be taken to enhance those special qualities with new development?

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<sup>18</sup> See Glossary of Terms

<sup>19</sup> See Glossary of Terms

<sup>20</sup> Section 61 of the Environment Act 1995

<sup>21</sup> Section 61 of the Environment Act 1995

<sup>22</sup> Section 62 of the Environment Act 1995

<sup>23</sup> Section 62 of the Environment Act 1995

B. Major development, the potential for growth

- In trying to meet the needs of local communities how to make rational choices or decide on priorities where the need for land for development is greater than supply of suitable land. The Park is unable to accommodate all demands<sup>24</sup>.
- Given the shape and nature of the National Park it is important to recognise that it is highly dependent on the strategies of Pembrokeshire and of the wider West Wales area, in particular spatial strategies.

C. Climate change, sustainable design, flooding, sustainable energy

- More has to be done to address factors contributing to climate change, and to manage and adapt to the effects of climate change.

D. Visitor economy, employment and rural diversification

- How to find an approach to development in the countryside which helps sustain and diversify rural communities yet guards against unsustainable development in countryside locations.
- How in land use planning terms can the National Park tackle seasonality in the visitor economy?
- The visitor economy does over-dominate in certain locations in the Park and this needs proactive management.
- How to maintain and enhance the visitor economy.

E. Affordable housing<sup>25</sup> and housing growth

- How to tackle the backlog of affordable housing need<sup>26</sup> in the Park as well as dealing with emerging need.

F. Community facilities

- How to continue to protect and enhance our range of community facilities in the National Park which are highly valued and needed facilities many of which are in locations remote from larger centres.
- How to ensure the existing town, district and smaller shopping centres of the Park which serve local need and the needs of visitors remain attractive, diverse and viable.
- How to improve accessibility<sup>27</sup> to and within the National Park whilst recognising the need to reduce the impact of motorised traffic and travel on the environment.

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<sup>24</sup> The ability of the National Park landscape to absorb development for this Plan period is tested using the methodology set out in the Background Paper 'Site Criteria'. In terms of constraints to development the predominant issue is impact on landscape character.

<sup>25</sup> See Glossary of Terms

<sup>26</sup> See Glossary of Terms

<sup>27</sup> See Glossary of Terms.

### 3. Where we want to be – Vision and Objectives

#### Vision

- 3.1 The vision for the National Park below describes the land use elements of the National Park Management Plan Vision<sup>28</sup>. It:
- has a 15 year horizon
  - is particular to this National Park
  - takes account of the Welsh Assembly Government's agenda and policy and regional, partner and neighbouring authorities' strategies and plans.
  - reflects national and international trends
  - captures the essence of what people have told us in surveys and conferences<sup>29</sup>
- 3.2 The Local Development Plan and the Management Plan for the National Park have been prepared in tandem.

#### Local Development Plan Vision for the Pembrokeshire Coast National Park 2021

- 3.3 Development continues to respect and where possible enhance the special qualities. This means that the Park's population will not be able to increase significantly. The limited opportunities for development that can be made available are wherever possible made available for development that contributes most to sustaining local communities where compatible with the statutory National Park purposes.
- 3.4 Tenby, Newport, Saundersfoot, St Davids and many of the National Park's more rural communities have accommodated additional growth in housing in order to facilitate the delivery of affordable housing for the communities of the National Park. Employment development has been focussed on the larger centres. The National Park countryside continues to be the setting for many diverse interests and activities including farm diversification schemes and the conversion of buildings to various uses along with some limited housing opportunities.
- 3.5 New development has been directed to communities linked by a convenient, low-impact and affordable public transport network. Significantly, improved cycle and public rights of way networks provide a clean and easily accessible means of transport for our communities as well as support for increased recreational activity.
- 3.6 In common with the rest of the United Kingdom, the Park has been adapting to the changing climate. Development is more sustainable in design. There is, in new development, a distinctive but subtle vernacular building style that combines the best of the old with the best of the new. Renewable energy generation schemes are more popular. Development has been directed away from areas that are or will be prone to inundate or flood.

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<sup>28</sup>National Park Management Plans are of national importance. National Park Management Plan objectives and policies therefore prevail over regional and local policy as it is delivered in National Parks. Indeed the imperatives of National Park purposes should be reflected in these other Plans, including the Local Development Plan – paragraph 4.45, page 26, National Park Management Plans Guidance, Welsh Assembly Government and the Countryside Council for Wales, 2007.

<sup>29</sup> See Background Paper Vision and Objectives October 2008 by the National Park Authority.

- 3.7 The Park benefits from being an unbeatable socially inclusive year-round visitor destination concentrating on its strengths: low impact marine and coastal recreation, access to wildlife-rich countryside, and peace and quiet.

## Objectives

- 3.8 The objectives below set out how the Vision will be achieved to tackle the priority issues identified in Chapter 2. They are taken from the National Park Management Plan and refined to relate to land use planning matters and to identify what will be the key outcomes the Authority anticipates will be achieved during the life of the Local Development Plan. The strategy and policies of the Plan and the Monitoring section of the Local Development Plan provide more information on what is expected.
- 3.9 These objectives are set within a context of needing to achieve National Park purposes which are:
- **Conservation and enhancement** *'to conserve and enhance the natural beauty wildlife, and cultural heritage of the National Parks.'*<sup>30</sup>
  - **Understanding and enjoyment** *'to promote opportunities for the understanding and enjoyment of the special qualities [of the Parks] by the public.'*<sup>31</sup>
- 3.10 These are underpinned by the Sandford Principle which asserts the primacy of the first purpose over the second in cases of irreconcilable conflict.<sup>32</sup> Reflecting that National Parks are living landscapes with a resident population, the Authority also has a duty in taking forward the park purposes to: *'foster the economic and social well-being of local communities, within the National Park...'* This duty should be fulfilled in the pursuit of National Park purposes.<sup>33</sup>

## A. Special Qualities

### Historic Environment<sup>34</sup>

- To conserve enhance and promote the historic environment of the National Park, its archaeological resource, historic buildings and landscapes, parks and gardens.(Policy 8, Policy 13 and Policy 14)

### Biodiversity and Geodiversity

- To conserve and enhance appropriate habitats and species within the National Park and where appropriate to protect and promote the geological resource. (Policy 8, Policy 10 and Policy 11.)

### Landscape

- To conserve and enhance the special landscape character of the National Park. (Policy 8 and Policy 15.)

### Welsh Language and Culture

- To conserve and enhance the cultural richness of the National Park. (Policy 8 and Policy 12.)

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<sup>30</sup> Section 61 of the Environment Act 1995

<sup>31</sup> Section 61 of the Environment Act 1995

<sup>32</sup> Section 62 of the Environment Act 1995

<sup>33</sup> Section 62 of the Environment Act 1995

<sup>34</sup> See Glossary of Terms

## Key outcomes

- (1) The special qualities of the National Park have been safeguarded and enhanced.

### B. Major development, the potential for growth

#### Scale and Location of Growth

- To promote a spatial strategy that minimises the need to travel. (Policy 2, Policy 3, Policy 4, Policy 5, Policy 6, Policy 7) When releasing the scarce land supply or considering the reuse of buildings in the National Park prioritise their use or reuse for development which contributes most to sustaining local communities. (Policy 35, Policy 42, Policy 44, Policy 45 and Policy 48)

#### Minerals

- No new mineral workings or extensions to existing mineral workings will be allowed within the National Park other than in exceptional circumstances.<sup>35</sup> (Policy 21 to Policy 26)

#### Waste

- To provide local waste facilities for National Park waste or secure facilities outside the National Park to deal with this waste. (Policy 27 and Policy 28)

#### Ministry of Defence

- No intensification of use or extension of Ministry of Defence sites will be allowed save in exceptional circumstances.<sup>36</sup>

## Key outcomes

- (1) Development takes place in accord with the strategy of the Local Development Plan.
- (2) Development permitted helps to sustain local communities - for example by ensuring a significant element contributes to affordable housing provision or provides employment opportunities.
- (3) No new major development in the National Park unless there are exceptional circumstances.<sup>37</sup>
- (4) The provision of waste facilities to cater for National Park generated needs or to work with the County Council to provide waste facilities serving both areas outside the National Park.

### C. Climate change, sustainable design, flooding, sustainable energy

#### Pollution, Unstable Land and Contamination

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<sup>35</sup> Minerals Planning Policy, Welsh Assembly Government, December 2000, paragraph 21

<sup>36</sup> Planning Policy Wales, Edition 3, Welsh Assembly Government, July 2010, paragraphs 5.5.5 and 5.5.6

<sup>37</sup> See Planning Policy Wales, Edition 3, July 2010, paragraph 5.5.6; Minerals Planning Policy Wales, December 2000, paragraph 21, page 11; Minerals Technical Advice Note 1: Aggregates 2004, paragraph 52; Mineral Technical Advice Note (MTAN) Wales 2: Coal, paragraphs 74 to 79, page 159, South West Wales, Regional Waste Plan 1<sup>st</sup> Review (August 2008); Circular 125/77 Roads and Traffic – National Parks

- To minimise the creation of new sources of pollution and contamination and to address issues relating to the instability of land within the National Park.<sup>38</sup> (Policy 9)

#### Renewable Energy

- To improve energy conservation and efficiency and to contribute to national targets for renewable energy. (Policy 33)

#### Soil, Air and Water Quality

- To safeguard and enhance the soil, air and water quality of the National Park.<sup>39 40</sup>

#### Sustainable Design

- The design of all development in the National Park reflects its special landscape and townscape qualities and local distinctiveness and meets the highest standards for resource use including minimising waste, and takes account of the impact of a changing climate.( Policy 9, Policy 29, Policy 30, Policy 31, and Policy 32 )

#### Coastal Management

- To avoid development of undeveloped and stretches of the coast at risk from flooding and/or erosion and to allow for any necessary adaptation by taking account of known and predicted climate change impacts on the coast. (Policy 8, Policy 17 Policy 18 Policy 33 and Policy 34)

#### Flooding

- To ensure development does not take place in locations where it may be at risk from flooding<sup>41</sup> or where it would increase the risk of flooding in another location. (Policy 34)

### Key outcomes

- (1) Development achieving high standards in terms of sustainable design with all new dwellings meeting the standards set out in national planning policy.<sup>42</sup>
- (2) The National Park contributing to renewable energy generation.<sup>43</sup>
- (3) No vulnerable development<sup>44</sup> in areas which would be at risk of flooding both now and in the long term and with no negative impacts elsewhere.

#### D. Visitor economy, employment and rural diversification

##### Employment

<sup>38</sup> Planning Policy Wales, Edition 3, July 2010, Welsh Assembly Government, Chapter 12 and 13.

<sup>39</sup>Planning Policy Wales, Edition 3, July 2010, Welsh Assembly Government, Chapters 12 and 13.

<sup>40</sup> Water Framework Directive (2000/60/EC).

<sup>41</sup> 'At risk areas' are mapped by the Environment Agency weblink: <http://maps.environment-agency.gov.uk/wiyby/mapController> and information included in the relevant Shoreline Management Plan.

<sup>42</sup> The Welsh Assembly Government expects the required standards to be made progressively higher over time, in pursuit of its aspiration for all new buildings to be "carbon neutral" by 2011.

<sup>43</sup> Please see the Monitoring Section of the Plan. Likely contributions are taken from the Renewable Energy Assessment weblink: <http://www.pcnpa.org.uk/website/default.asp?SID=1317&SkinID=5>

<sup>44</sup> 'Vulnerable developments' are defined in the Technical Advice Note 15: Development and Flood Risk on flooding, please see Figure 2 page 7: weblink [http://new.wales.gov.uk/docrepos/40382/epc/planning/403821/40382/403821/\(560\)\\_july04-tan15-e.pdf?lang=en](http://new.wales.gov.uk/docrepos/40382/epc/planning/403821/40382/403821/(560)_july04-tan15-e.pdf?lang=en)



- Help to create and maintain a diverse, viable and sustainable local economy benefiting all sections of the community. (Policy 42 and Policy 43)

#### Enjoyment

- To attract a sustainable number of people at all times of the year to enjoy the special qualities of the National Park. (Policy 35)

### Key outcomes

- (1) New employment, live/work and mixed use sites provided (estimated 5.6 hectares) and existing sites safeguarded.
- (2) A range of holiday accommodation is available to meet the varying needs of visitors
- (3) Recreational and visitor activities do not damage the special qualities of the National Park

#### E. Affordable housing and housing growth

##### Housing

- To aim to meet the housing needs, in particular, affordable housing needs of the National Park without compromising National Park purposes. (Policy 44, Policy 45, Policy 46 and Policy 47)

### Key outcomes

- (1) An estimated 1,600 new dwellings are provided of which a minimum of 530 new affordable homes are provided.
- (2) If by the end of the financial year 2014/15 the number of affordable homes built or under construction is below 80% of the proportion of the overall target for the Plan period which should be available by that date, the Authority will immediately commence a review of the Affordable Housing Strategy Policy.
- (3) A higher density of development is achieved – a minimum of 30 dwellings to the hectare in the Local Development Plan's Centres<sup>45</sup>.

#### F. Community facilities

##### Community Facilities

- To encourage the retention and provision of a network of community facilities which reflect the needs of both National Park residents and visitors. (Policy 48)

##### Retail

- To maintain a vital and viable retail sector at an appropriate scale and at appropriate locations throughout the National Park. (Policy 49 and Policy 50)

##### Transport

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<sup>45</sup> See Glossary of Terms

- To improve and promote accessibility<sup>46</sup> by appropriate means and at appropriate times for the people who live, work, rest and play in the National Park whilst reducing the need to travel by private car. (Policy 52, Policy 53 and Policy 54)

#### Utilities

- To ensure adequate provision of utilities<sup>47</sup> for local communities and that this provision is compatible with the National Park designation and protection of its resources.

### Key outcomes

- (1) Existing community facilities are safeguarded and provision enhanced.
- (2) The National Park retail centres are vibrant and diverse.
- (3) Proposals that could have potentially caused significant concerns regarding traffic have been avoided.

A background paper entitled 'Vision and Objectives' sets out how the objectives above relate to the vision.

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<sup>46</sup> See Glossary of Terms

<sup>47</sup> See Glossary of Terms

## 4. How we get there – Local Development Plan strategy and policies

Translating the vision and objectives into a Local Development Plan strategy and policies

- 4.1 The previous chapter set out a vision of ‘where we want to be’ and suggested some of the key outcomes which we will be looking to achieve in the Local Development Plan Period – by 2021. The purpose of this chapter is to address the question ‘how do we get there’ by setting out the Plan’s spatial strategy and policies needed to realise the Local Development Plan’s vision and objectives.
- 4.2 The portrait in chapter 2 describes the kind of place Pembrokeshire Coast National Park is today. It has much strength: its attractiveness, the contribution of its environment to the local and national economy; its rich diverse culture; biodiversity and geodiversity and its quality of life. It is an enjoyable place to visit and keep healthy.
- 4.3 With this strength comes certain weaknesses; houses are expensive and difficult to afford, opportunities for house building and development more generally are limited. There is competition for housing from buyers of holiday and second homes. Issues of social exclusion arise as a consequence. Some popular areas become congested in the holiday season but are unable to justify a local bus service in the winter months.
- 4.4 The Pembrokeshire Coast National Park, by reason of its designation as an area of special landscape character imposes fairly severe restrictions on development that would harm its special qualities. In addition, given that it is a pre-dominantly rural area the spatial scale of individual areas of change is not significant.
- 4.5 Guidance<sup>48</sup> advises that a generic ‘rural strategy’ approach may be more appropriate (than exploring alternative spatial strategies and alternative sites within areas of change). Considering broad policy options and principles with regard to issues such as affordable housing, village scale allocations, the role and development of market towns, diversification, the hierarchy and roles in terms of service provision etc.
- 4.6 This is the approach that has been taken here. However, given the shape of the National Park, the level of growth and its spatial distribution needs to take account of its position relative to neighbouring authorities. In this respect account has also been taken of the preparatory work for the Wales Spatial Plan update 2008 in terms of exploring spatial options (see paragraph 4.14 onwards).
- 4.7 The strategy and policies below tackles the six priority issues identified in Chapter 2 ‘Where are we now?’ and sets out a policy response to achieve the land use aspects of the vision and the objectives for the area as set out in Chapter 3. Where key actions outside the Local Development Plan are needed to support achievement of these policies these are also set out.
- 4.8 To remind you the six priority issues are:
  - A. Special qualities
  - B. Major development, the potential for growth
  - C. Climate change, sustainable design, flooding, sustainable energy
  - D. Visitor economy, employment and rural diversification
  - E. Affordable housing and housing growth
  - F. Community facilities

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<sup>48</sup> LDP Manual, Welsh Assembly Government, June 2006, page 64.

- 4.9 Policy responses are grouped under the six priority issues except those in relation to National Park purposes and duty and the spatial elements of the Plan which have been brought to the front of Chapter 4. Strategy policies are identified by the suffix 'Strategy Policy' and coloured with a yellow background. Supporting policies are coloured with a blue background.
- 4.10 The Plan has been heavily influenced by the Sustainability Appraisal.

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# National Park Purposes and Duty and the Spatial Strategy

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## National Park Purposes and Duty

- 4.11 There is one overarching policy in the Plan which deals with National Park purposes and duty.
- 4.12 National Park purposes are set out in the 1995 Environment Act. It could be suggested that inserting a policy is merely restating legislation but the two purposes coupled with the duty are so fundamental to the work of the Park Authority it is important to place them at the centre of the Local Development Plan.
- 4.13 Whilst the National Park is a landscape designation there are instances where strict application of the boundary in making decisions would not be appropriate. Cross boundary issues include wind energy development, seaward developments and transport infrastructure. The Authority will use this policy in considering proposals within its planning jurisdiction and in commenting on proposals outside of the National Park.

<p><b>Policy 1 NATIONAL PARK PURPOSES AND DUTY (Strategy Policy)</b></p> <p><b>Development within the National Park must be compatible with:</b></p> <ul style="list-style-type: none"><li><b>a) the conservation or enhancement of the natural beauty, wildlife and cultural heritage of the Park, and</b></li><li><b>b) the public understanding and enjoyment of those qualities.<sup>49</sup></b></li></ul> <p><b>In determining proposals, due regard will be paid to the need to foster the economic and social well-being of the local communities within the Park provided this is compatible with the statutory National Park purposes embodied in the foregoing considerations.</b></p>
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## Spatial Strategy

- 4.14 The main spatial elements of the strategy are shown in the Key Diagram - see the Proposals Map. This element of the strategy should be read within the context of the wider strategy in particular the overarching Policy 1 which deals with the National Park purposes and duty.

## Location of growth

- 4.15 The strategy for locating growth for the National Park is the Wales Spatial Plan<sup>50</sup> Pembrokeshire Haven Settlement Framework strategy.
- 4.16 The overall aim of the framework for the Pembrokeshire Haven area is to achieve greater prosperity, attract inward investment, direct development to the main towns on the economic corridor, help sustain rural communities, achieve sustainability principles and protect the National Park.<sup>51</sup>
- 4.17 This framework when tested against other options (in the sustainability appraisal) performed better in terms offering the clearest benefits for sustainability with employment, housing, environment and physical regeneration. It emphasises public transport and Information and Communication Technology improvements with additional measures aimed at addressing economic diversification,

<sup>49</sup> These purposes are underpinned by the Sandford Principle which asserts the primacy of the first purpose over the second in cases of obvious conflict.

<sup>50</sup> See Glossary of Terms

<sup>51</sup> Wales Spatial Plan, Pembrokeshire Haven, Key Settlement Framework 2021, page 21

the development/retention of skills, housing affordability, environmental stewardship and mitigation<sup>52</sup> of and adaptation to climate change effects.<sup>53</sup>

- 4.18 The Pembrokeshire Haven area has three strategic hubs, The Haven (Haverfordwest, Milford Haven/Neyland and Pembroke/Pembroke Dock), Carmarthen Town and Fishguard/Goodwick. These hubs will provide a regional role and will be a major focus for future investment and are known as Tier 1 Centres (apart from Fishguard/Goodwick). These hubs lie outside the National Park.
- 4.19 Towns and villages in the National Park have lower order roles and are included as either Tier 2 or Tier 3 Centres.
- Tier 2...Centres have a service centre, employment and tourism function
  - Tier 3...Centres are principally local centres with some being significant tourism centres
- 4.20 To complement the Spatial Plan framework, which deals with the more strategic levels of the hierarchy in the Park, two additional tiers are proposed by the Authority:
- Tier 4 'Rural Centres' are identified for limited growth. These Centres have a limited range of facilities which should meet the day to day needs of residents. This approach should help sustain rural communities and reduce the need to travel.
  - Tier 5 'Countryside' where in accordance with national planning policy development is strictly controlled except for certain forms of development that would normally be found in a countryside location.
- 4.21 When defining the extent of development permitted in Centres 'Centre boundaries' will be used except where this is not compatible with the character of the Centre.

#### Tenby – Local Service and Tourism Centre

- 4.22 **Background:** Tenby is identified as a local service and tourism centre along with Fishguard/Goodwick, St Clears, Whitland and Narberth (Tier 2 Centres). Only Tenby lies in the National Park.
- 4.23 Tenby is located on the south Pembrokeshire coast. Tenby has an estimated resident population of 4,850. It is an attractive historic walled town, (part of which has been designated a Conservation Area), with fine beaches. It has a working harbour where there is a constant bustle and visitors often spend time just watching the life of the harbour. It hosts a wide variety of community facilities catering for all ages and tastes and it has a good bus service, a railway station and is located on the National Cycle Network. Tenby town centre is the leading retail centre of the Park but a lower order retail centre relative to other retail centres within the region including Carmarthen and Haverfordwest. Tenby serves a rural hinterland which includes areas outside of the National Park.
- 4.24 **Issues for Tenby:** Tenby has suffered some decline in tourism and with a buoyant property market this has led to a continued loss of hotel accommodation. It remains, however, a significant visitor centre as highlighted in the Wales Spatial Plan update.<sup>54</sup> There has been limited development of affordable housing, and 12% of dwellings are either second home or holiday accommodation. Despite a buoyant property market there are still some key buildings and sites in the area that have deteriorated. There are a number of traffic management issues giving concern,

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<sup>52</sup> See Glossary of Terms

<sup>53</sup> See Alternative Options Background Paper for more information on how this option was chosen.

<sup>54</sup> See page 112, Wales Spatial Plan update 2008



particularly congestion during the summer months.<sup>55</sup> There is a lack of all year round employment opportunities. Tenby has a regular rail service. The South Beach area is at risk from flooding but it should not impair Tenby's potential to act as a Local Service and Tourism Centre – see also Policy 34. There are issues in relation to sewage disposal.<sup>56</sup> Development allocations in Tenby have the potential for likely significant effect on Natura 2000 sites.

- 4.25 **Tenby by 2021:** Tenby at the end of the Local Development Plan period is a quality tourism destination with a range of quality accommodation. The working harbour is protected and enhanced with linkages to Caldey Island. Traffic is well managed and the town is well serviced by park and ride measures. The town has good accessibility by rail and bus service. The town centre is still the leading retail centre in the Park. There are also more all year round employment opportunities available in the town than at the beginning of the Local Development Plan period. New housing developed in the town contains a substantial element of affordable housing.<sup>57</sup>

Policy 2	<p><b>TENBY LOCAL SERVICE AND TOURISM CENTRE (TIER 2)<sup>58</sup></b>  <b>(Strategy Policy)</b></p> <p><b>Tenby is designated a 'Local Service and Tourism Centre' where the land use priorities will be:</b></p> <ul style="list-style-type: none"> <li>a) to aim to meet the housing, in particular affordable housing needs of the local area.</li> <li>b) to provide for employment development to meet the needs of the local area.</li> <li>c) to protect and enhance the town's facilities and town shopping centre which serve the needs of the local area.<sup>59</sup></li> <li>d) to protect and enhance the harbour area.<sup>60</sup></li> <li>e) to ensure developments permitted contribute to the protection and enhancement of the town's special qualities<sup>61</sup></li> <li>f) to permit proposals that assist in delivering improved traffic management in the town.</li> </ul>
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#### Newport – Local Centre

- 4.26 **Background:** Newport with an estimated population of 864 residents nestles in an outstanding landscape setting<sup>62</sup> on gentle slopes between the foot of Carn Ingli and the quiet Afon Nyfer Estuary, which is itself protected from the open sea by the sand dunes and bars of Newport Sands. The panoramic view of the town and the Parrog (once the busiest harbour in north Pembrokeshire) from Newport Sands illustrates this perfectly as one of the best known and loved in the National Park.
- 4.27 Newport has a good range of facilities serving the town and the hinterland, and is classified as a 'district shopping centre' by Policy 49. It has a strong sense of community and a distinctive culture with two Conservation Areas designated in recognition of Newport's distinctive character. It has a magical quality and the natural environment and peacefulness of the area are highly valued. It has

<sup>55</sup> Experimental pedestrianisation schemes administered by Pembrokeshire County Council have been operating. It is now the intention to create a Permanent Order.

<sup>56</sup> See Scale and Location of Growth Background Paper

<sup>57</sup> Tenby Action Plan, September 2006, (prepared by the local community in conjunction with PLANED), Wales Spatial Plan, Pembrokeshire Haven, Key Settlement Framework 2021, page 14 & the Sustainable Regeneration Framework for Pembrokeshire Haven Spatial Plan area, 18 July 2007 version, pages 12, and 24

<sup>58</sup> See Policy 35.

<sup>59</sup> Land allocated for mixed/employment purposes are listed in Table 3.

<sup>60</sup> See Policy 18.

<sup>61</sup> Landscape Character Assessment Study for the National Park Authority by John Campion Associates, December 2007, LCA2

<sup>62</sup> designated as a Landscape of Special Historic Interest in Wales

a small employment park and Newport's Eco Centre is well regarded in its role in sustainable living. Newport has a very good, but reducing, bus service during the day but which does not satisfy evening and Sunday requirements. It is located on the National Cycle Network.

- 4.28 **Issues for Newport:** Difficulties for Newport include rising house prices and a shortage of land for developing affordable housing. A high number of holiday and second homes (24% of dwellings) is of concern as is an ageing population. Both are considered to be contributing to the loss of local community facilities. A general upgrading of community facilities is also considered necessary as is the developing of Newport as an attraction for quiet tourism (e.g. based on walking, cycling, bird watching, canoeing etc.) out of peak season. Traffic volumes and turning movements continue to impact on the town despite measures being introduced in the past. Further improvements to traffic management are highly unlikely given the high volume of traffic and the nature of the road passing through Newport. There is a greater need to combine housing and employment opportunities. The area around Newport Sands and the Nyfer Estuary are at risk from flooding but it should not impair Newport's potential to act as a Local Centre – see also Policy 34. There are issues in relation to sewage disposal.<sup>63</sup> Development allocations in Newport have the potential for likely significant effect on Natura 2000 sites.
- 4.29 **Newport by 2021:** The future for Newport by the end of the Local Development Plan period will see it having had new housing developed in the town including a substantial element of affordable housing. There will be a small development of work/live units. The opportunities to link new employment to adding value to Newport's reputation as an Eco Centre and local produce has materialised. Community and retail facilities are adequate to serve the needs of the local community. Where feasible, traffic management measures have been introduced. The town's role as an attractive historic local centre is protected and enhanced and the hotel and guest house accommodation is adequate to serve the needs of visitors.<sup>64</sup>

Policy 3	<b>NEWPORT LOCAL CENTRE (TIER 3) (Strategy Policy)</b>
	<b>Newport is designated a 'Local Centre' where the land use priorities will be:</b>
	<ul style="list-style-type: none"> <li>a) to aim to meet the housing, in particular affordable housing needs of the local area.</li> <li>b) to provide for employment development to meet the needs of the local area.<sup>65</sup></li> <li>c) to provide an opportunity to develop work/live units, as identified in Policy 42, Table 3 to meet the needs of the local area.</li> <li>d) to protect and enhance the district shopping centre and community facilities which serve the town and rural hinterland</li> <li>e) to ensure developments permitted contribute to the protection and enhancement of the town's special qualities<sup>66</sup></li> <li>f) to permit proposals that assist in delivering improved traffic management in the town.</li> </ul>

#### Saundersfoot – Local Centre

- 4.30 **Background:** Saundersfoot is a small (estimated population of 2,670) but very popular family resort. The village has substantially grown since the 1950s. Buildings spread over the wooded hill

<sup>63</sup> See Scale and Location of Growth Background Paper

<sup>64</sup> Newport Action Plan, (prepared by the local community in conjunction with PLANED) no date. Wales Spatial Plan, Pembrokeshire Haven, Key Settlement Framework 2021, page 15 & the Sustainable Regeneration Framework for Pembrokeshire Haven Spatial Plan area, 18 July 2007 version, pages 12, and 25

<sup>65</sup> See Table 3.

<sup>66</sup> Landscape Character Assessment Study for the National Park Authority by John Campion Associates, December 2007, LCA23

slopes rising either side of the small flat-bottomed valley which bisects the village. The centre of Saundersfoot and the harbour area is designated a Conservation Area. Historically coal was mined in the area, and coal and tin exported. Tourism is now the principal industry, although the harbour at the heart of the village, is well used by pleasure craft and a number of small fishing boats and retains a bustling workaday character. It is also the focus for a commercial area containing shops, restaurants and other businesses. Saundersfoot has a very good bus service and 'compact' village amenities. Policy 49 identifies Saundersfoot as a 'district shopping centre'.

**4.31 Issues for Saundersfoot:** Issues for Saundersfoot include the need to enhance the harbour area, whilst retaining the working harbour, the need to extend the holiday season, the need to seek enhancement to existing community facilities and to implement environmental improvements to the retail area. There are also concerns about take-away and late night opening in Saundersfoot. Although the rail service is regular, the station is over a mile from the village. There is a need to reduce car movements in the village centre. Holiday/second homes are of concern (16% of dwellings are holiday or second homes) and there is a great need to allocate for affordable housing. Generally, access from the north to the south of the village is poor.<sup>67</sup> Saundersfoot village centre may face a potential threat of flooding due to sea level rises but the extent cannot be known until more information becomes available. The situation will be monitored using information emerging to support Policy 34.

**4.32 Saundersfoot by 2021:** The future for Saundersfoot by the end of the Local Development Plan period will see it having had new housing developed in the village including a substantial element of affordable housing. Community and retail facilities are adequate to serve the needs of the local community. Traffic management measures, including the introduction of a park and ride scheme, have mitigated the adverse impacts of through traffic and traffic movements within the village. There is a good rail service with improved pedestrian links and transfers (taxi and bus) available to and from the village centre. The village's seaside character has been protected and enhanced, including its working harbour, and the hotel and guest house accommodation is adequate to serve the needs of visitors. The shopping area is attractive and inviting.<sup>68</sup>

Policy 4	<b>SAUNDERSFOOT LOCAL CENTRE (TIER 3) (Strategy Policy)</b>
	<b>Saundersfoot is designated a 'Local Centre' where the land use priorities will be:</b>
	<ul style="list-style-type: none"> <li>a) to aim to meet the housing, in particular affordable housing needs of the local area.</li> <li>b) to encourage small scale employment opportunities to meet the needs of the local area.</li> <li>c) to protect and enhance the district shopping centre and community facilities to meet the needs of the local area.</li> <li>d) to ensure developments permitted contribute to the protection and enhancement of the village's special qualities<sup>69</sup></li> <li>e) to permit proposals that assist in delivering improved traffic management in the village and accessibility to the railway station</li> <li>f) to protect and enhance the harbour.<sup>70</sup></li> </ul>

<sup>67</sup> A traffic and transport study to examine issues is programmed by Pembrokeshire County Council (April 2008)

<sup>68</sup> Saundersfoot Action Plan, (prepared by the local community in conjunction with PLANED) Draft June 2007. Wales Spatial Plan, Pembrokeshire Haven, Key Settlement Framework 2021, page 15 & the Sustainable Regeneration Framework for Pembrokeshire Haven Spatial Plan area, 18 July 2007 version, pages 12, and 25

<sup>69</sup> Landscape Character Assessment Study for the National Park Authority by John Campion Associates, December 2007, LCA1

<sup>70</sup> See Policy 18

## St Davids – Local Centre

- 4.33 **Background:** St Davids City enjoys a truly outstanding natural setting on the windswept coastal platform which forms the St Davids Peninsula. The cathedral being the main focus for visits to St Davids, dates predominantly from the 12<sup>th</sup>-16<sup>th</sup> century.
- 4.34 Today, St Davids and its peninsula forms one of the most important tourism resources in the National Park. The Wales Spatial Plan Framework acknowledges the important role St Davids plays as a tourist destination.
- 4.35 St Davids has an estimated population of 1,309 with a comparable range of facilities to Saundersfoot and Newport. The National Cycle Network also runs through the City.
- 4.36 **Issues for St Davids:** There is considered to be a need to strengthen community facilities provision. Neighbouring St Justinians and Whitesands Bay area also major tourist attractions which bring visitors to the area and add to the traffic management issues in and around St Davids, particularly along Glasfryn Road.<sup>71</sup> The existing Celtic Coaster service is already playing a part in resolving these issues. There is a need to extend the visitor season and to provide small employment units in the City. Affordable housing provision is necessary and the impact of second and holiday homes is a concern. Development allocations in St Davids have the potential for likely significant effect on Natura 2000 sites.
- 4.37 **St Davids by 2021:** The future for St Davids by the end of the Local Development Plan period will see it having had new housing developed in the town including a substantial element of affordable housing. Significant cultural investment has taken place with the Cathedral Cloisters project and the Landscape Gallery Oriel y Parc. There will be small scale employment in addition to the St Davids Assemblies site. Community and retail facilities are adequate to serve the needs of the local community. Traffic management measures have mitigated the adverse impacts of through traffic and traffic movements within the town and have addressed the traffic management issues at St Justinians. The City's role as an attractive historic centre is protected and enhanced and the hotel and guest house accommodation is adequate to serve the needs of visitors.<sup>72</sup>

Policy 5	<b>ST DAVIDS LOCAL CENTRE (TIER 3) (Strategy Policy)</b>
	<b>St Davids is designated a 'Local Centre' where the land use priorities will be:</b>
	<b>a) to aim to meet the housing, in particular affordable housing needs of the local area.</b>
	<b>b) to provide for employment development to meet the needs of the local area.<sup>73</sup></b>
	<b>c) to provide for live/work units in the City, as identified in Policy 42, Table 3 to meet the needs of the local area.</b>
	<b>d) to protect and enhance the district shopping centre and community facilities which serve the City and rural hinterland</b>
	<b>e) to ensure developments permitted contribute to the protection and enhancement of the City's special qualities<sup>74</sup></b>
	<b>f) to permit proposals that assist in delivering improved traffic management in the City and wider peninsula.</b>

<sup>71</sup> A traffic and transport study by Pembrokeshire County Council is underway to examine issues (April 2008)

<sup>72</sup> St Davids Action Plan, (prepared by the local community in conjunction with PLANED)2004, Wales Spatial Plan, Pembrokeshire Haven, Key Settlement Framework 2021, page 15 & the Sustainable Regeneration Framework for Pembrokeshire Haven Spatial Plan area, 18 July 2007 version, pages 12, and 25

<sup>73</sup> See Table 3.

<sup>74</sup> Landscape Character Assessment Study for the National Park Authority by John Campion Associates, December 2007, LCA17

## Crymych – Local Centre

- 4.38 Even though Crymych plays an important role for adjacent National Park communities only a small part of Crymych lies within the National Park. The future role of Crymych will be predominantly defined by opportunities outside the National Park.

## Rural Centres

- 4.39 **Background:** To help sustain rural communities in the National Park an additional tier of Centres is identified called 'Rural Centres', listed below, which have at least 3 facilities normally found in a small village<sup>75</sup> or if less than this, at least 1 convenience shop.
- 4.40 **Issues for Rural Centres:** The level of service by public transport, sewerage treatment and water supply varies between the towns and villages listed in the hierarchy and improvements will be needed.<sup>76</sup> Known areas at risk from flooding include parts of Amroth, Angle, Broad Haven, Dale, Felindre Farchog, Little Haven, Llanychaer, Newgale, Pontfaen, and Solva. The extent to which these Centres can provide for future development will need to take account of these issues – see also Policy 34. Development allocations in Broad Haven, Lawrenny and St Ishmaels have the potential for likely significant effect on Natura 2000 sites.
- 4.41 **Rural Centres by 2021:** The future for Rural Centres is one where some additional development, in particular affordable housing development, has helped sustain local facilities and the need to travel to larger centres for day to day needs is no longer required. The accessibility of these centres to larger centres in the Park has also improved along with infrastructural services such as water supply and sewage disposal.
- 4.42 In Rural Centres lying predominantly outside the National Park, opportunities for development are more likely to arise in those areas in the County Council's jurisdiction.

Policy 6	<b>RURAL CENTRES (TIER 4) (Strategy Policy)</b>
	<b>In Rural Centres the land use priorities will be:</b>
	a) to aim to meet the housing, in particular local affordable housing needs
	b) to encourage small scale employment developments
	c) to protect and enhance the Centre's range of facilities
	<b>Rural Centres lying in the National Park</b>
	<b>Amroth</b>
	<b>Angle</b>
	<b>Bosherston</b>
	<b>Broad Haven</b>
	<b>Dale</b>
	<b>Dinas Cross</b>
	<b>Felindre Farchog</b>
	<b>Herbrandston</b>
	<b>Jameston</b>
	<b>Lawrenny</b>
	<b>Little Haven</b>
	<b>Manorbier</b>
	<b>Manorbier Station</b>
	<b>Marloes</b>
	<b>Newgale</b>
	<b>Pontfaen</b>
	<b>Solva</b>
	<b>St Ishmaels</b>
	<b>Trefin</b>

<sup>75</sup> Letter box, sports ground, primary school, pub, community hall, place of worship, convenience shop, post office – Source: Points of Interest, Ordnance Survey December 2006

<sup>76</sup> Scale and Location of Growth, Background Paper, National Park Authority, pages10 -11

### Rural Centres lying partly in the National Park

**Cosheston\*<sup>77</sup>**

**Hook\***

**Houghton\***

**Llangwm\***

**Milton\***

**New Hedges**

**Pleasant Valley\***

**Roch\***

**Square and Compass**

**Summerhill**

### Countryside

- 4.43 **Background and Issues for the countryside:** In the National Park countryside there is an estimated third of all households in the National Park which are scattered through small villages, hamlets, sporadic dwellings and farms. The National Park countryside is an important contributor to tourism, farming, conservation etc. Issues for the Park include finding the right approach to the amount of development to be permitted, taking account of accessibility issues, the need to sustain local communities and the need to protect the National Park landscape.
- 4.44 **The National Park countryside by 2021:** At the end of the Local Development Plan period the National Park countryside will continue to be the setting for many diverse interests and activities whilst respecting one of the Park's finest assets. Some limited development has helped contribute to the quality of life for its communities and visitors through increased activity in farm diversification projects, conversion of buildings, low impact proposals that contribute to government's sustainability agenda in the area<sup>78</sup> and through appropriate recreational and visitor activities. To sustain communities whilst respecting national planning policy housing development will have been strictly controlled in the countryside<sup>79</sup> with some limited opportunities being allowed at appropriate locations outside the Centres listed earlier in the strategy. Priority having been given to addressing affordable housing need in these releases. Converting buildings that contribute to the character of the countryside to a range of uses has assisted with sustaining communities particularly as affordable housing delivery has been prioritised over other residential uses including self catering. More effort has been made to minimise the need to travel in the countryside in new development through using a more rigorous approach to traffic impact assessment for developments in the countryside – see Policy 52.
- 4.45 Given the significant role and potential impact of farming on the National Park countryside Supplementary Planning Guidance<sup>80</sup> on siting and design of farm buildings will be prepared to include sustainable design principles.

### Policy 7 COUNTRYSIDE (TIER 5) (Strategy Policy)

**Outside the identified Centres of the Local Development Plan area development will only be permitted where:**

- a) **it constitutes sensitive filling in of small gaps or minor extensions (ie rounding off) to isolated groups of dwellings<sup>81</sup> is proposed. Priority will be given to meeting affordable housing needs.<sup>82</sup> Release of land will depend on the character of the surroundings, the pattern of development in the**

<sup>77</sup> \*Lies predominantly within the County Council's planning jurisdiction

<sup>78</sup> see similar policy in the Joint Unitary Development Plan for Pembrokeshire – Policy 52

<sup>79</sup> Planning Policy Wales, Edition 3, July 2010, Chapter 9 Housing, paragraph 9.3.6

<sup>80</sup> See Glossary of Terms

<sup>81</sup> i.e. where there is a physical cohesion of dwellings. Infill is defined as development for one or two units of a size compatible with its setting in a small gap in an otherwise continuous, built up frontage. 'Rounding off' which would complete or consolidate the built up perimeter will entail the development of no more than one or two dwellings.

<sup>82</sup> Planning Policy Wales, Edition 3, July 2010, Chapter 9 Housing, paragraph 9.2.22. 50% affordable housing provision to meet identified need in developments of 2 or more will be sought.



- area and the accessibility to the Centres identified in the hierarchy
- b) housing for essential farming or forestry needs is proposed<sup>83</sup>
- c) farm diversification including farm shops is proposed<sup>84</sup>
- d) it constitutes the conversion of appropriate buildings to a range of uses with affordable housing<sup>85</sup> being given priority in residential conversions. Conversion must not result in unacceptable impacts upon the structure, form, character or setting of the building. The conversion of buildings that are obtrusively located in the landscape will not be permitted. Accessibility to the Centres will be an important consideration.
- e) Tourist attractions or recreational activity is proposed where the need to locate in the countryside is essential - see Policy 35
- f) The enhancement of community facilities is proposed
- g) The proposal constitutes low impact development making a positive contribution – see Policy 47
- h) New farm buildings are justified for agricultural purposes.

**Traffic impact analysis will be an important consideration in proposals – see Policy 52.**

- 4.46 **Conversion of buildings in the Countryside:** Policy 7 sets out the uses that will be considered appropriate in the conversion of buildings in the countryside. This would include agricultural buildings, former churches and dwellings where the residential use is now lost. Planning Policy Wales, Edition 3, Chapter 7 sets out detailed national planning development control considerations that need to be taken into account. Paragraph 7.6.9 of Planning Policy Wales, Edition 3, July 2010 provides for the option of prioritising employment-related uses. This Authority has attempted to prioritise employment-related uses under the Joint Unitary Development Plan and found this difficult to operate. Beyond holiday letting there is little demand for employment-related activities. The Authority could also not rationalise not allowing affordable housing provision as a first option given the need for affordable housing and yet the Authority would allow holiday let (considered to be an employment-related use in the Joint Unitary Development Plan.) This is why this Plan now proposes a range of uses which includes affordable housing provision being given priority in proposals for two or more residential units.
- 4.47 National planning policy refers to buildings needing 'to be of a form, bulk and general design which are in keeping with their surroundings'. In this National Park these are considered to be those that make a positive contribution to the character of the area through their intrinsic architectural merit or their setting in the landscape. Their interest and charm stems from an appreciation of the functional requirement of the building, their layout and proportions, the type of building materials used (including those constructed of stone, clom and slate), and their display of local building methods and skills.
- 4.48 The form, bulk, design and materials used in some buildings can make them visually intrusive in the landscape. Often those constructed of concrete blocks, asbestos sheeting, corrugated iron etc, clear-span buildings, Dutch barns, open-sided hay sheds fall within this category. The conversion of building(s) that are obtrusively located in the landscape or otherwise not in keeping with their surroundings will not be encouraged.

<sup>83</sup> Planning Policy Wales, Edition 3, July 2010, Chapter 9 Housing, paragraphs 9.3.6 to 9.3.10

<sup>84</sup> Planning Policy Wales, Edition 3, July 2010, Chapter 7 Supporting the Economy paragraphs 7.3.3 and 7.5.2, farm diversification is permitted where the use is proposed in conjunction with agricultural operations. New buildings can be justified. Local Planning Authorities should adopt a positive approach to development associated with farm diversification in rural areas, irrespective of whether farms are served by public transport. Traffic generation issues would need to be addressed - paragraph 3.14 of Technical Advice Note 18, Transport, March 2007. Uses do not have to be farming related.

<sup>85</sup> Planning Policy Wales, Edition 3, July 2010, paragraph 7.6.9 refers to affordable housing being for local need. The policy aims to encourage reuse of buildings for employment and employment related activities (such as farm shops, tourism attractions, serviced accommodation and recreational activities. Employment-related uses could include residential conversion as a subordinate part of a scheme.) and residential use. Residential use would include full-time residential and holiday accommodation including self catering. 50% affordable housing provision to meet identified need in developments of 2 or more will be sought.

- 4.49 Where planning permission for holiday accommodation is granted this will be subject to conditions and/or a legal agreement to restrict the occupation of the building to holiday use preventing all year round occupancy by the same occupant and use as a second home.
- 4.50 The presence of a species protected under European or United Kingdom legislation is a material consideration in the planning process. Developers considering submitting a planning application must, at the early stages of the process, consider whether there are likely to be any habitats or species present on or near the site that could be affected by the development. More guidance is provided under supplementary planning guidance prepared for the Joint Unitary Development Plan for Pembrokeshire.<sup>86</sup>
- 4.51 Applications for conversion should contain all details of physical alterations necessary for the determination of the proposal. It may be necessary for the Authority to request a structural survey. For conversion to residential use a structural survey will be a requirement. Where the reuse of a complex of buildings is proposed the National Park Authority will expect an overall scheme for the site to be submitted and agreed by the National Park Authority in advance of applications for individual buildings being considered.
- 4.52 The National Park Authority will rely on current evidence available on housing need to determine whether affordable housing need should be given priority in a residential conversion.
- 4.53 **Farm Diversification:** When a farm diversification proposal is submitted to the National Park Authority the Authority may request some additional information to help the Authority understand if and how the proposal should be treated as a farm diversification proposal. A brief explanation of some or all of the following might be expected: the farm's history, the need for new buildings and why existing ones are not suitable, the relationship between the farming activity and the proposed diversification or any longer term needs for expansion.

#### Key Actions outside the Local Development Plan

- 4.54 Some Centres in the hierarchy suffer from constraints which need to be addressed.
- Transport accessibility issues will need to be addressed through Pembrokeshire Greenways<sup>87</sup>, Pembrokeshire County Council, the South West Wales Integrated Transport Consortium, transport operators and network management companies. The Centres which raise concerns are Dale, St Ishmaels, Marloes, Herbrandston, Angle, Lawrenny, Bosherton, Pontfaen and Felindre Farchog, Coshaston (small area in the National Park), Houghton (partly in the National Park).<sup>88</sup> Appendix 2 provides information on proposed highway and cycle schemes.
  - Sewerage, waste water treatment and water supply problems need to be addressed by Welsh Water in association with developers. Further advice is provided in Appendix 2.
  - Centres that include employment allocations are highly likely to need public funding to help unlock sites through the Department of Economy and Transport at the Welsh Assembly Government and Pembrokeshire County Council. Please see Appendix 2 for further details.
- 4.55 Grant aid from the Welsh Assembly Government's Department for Economy and Transport predecessors has assisted in the clearance of unsightly buildings in the countryside. This approach may well need to be considered again during the Local Development Plan period.

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<sup>86</sup> Weblink: Biodiversity Supplementary Planning Guidance  
[www.pcnpa.org.uk/website/default.asp?SID=234&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=234&SkinID=5)

<sup>87</sup> See Glossary of Terms

<sup>88</sup> See Scale and Location of Growth Background Paper for further information.



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# Priority A: Special Qualities of the National Park

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## A. Special Qualities of the National Park

- 4.56 The special qualities of the National Park are those characteristics and features of the National Park which individually or in combination contribute to making this National Park unique. Work has been undertaken to refresh the Authority's understanding of those special qualities for the Management Plan<sup>89</sup>. Those highlighted were:

Coastal splendour	Richness of habitats and biodiversity
Diverse geology	Islands
Diversity of landscape	Accessibility
Distinctive settlement character	Space to breathe
Rich historic environment	Remoteness, tranquillity and wildness
Cultural heritage	The diversity of experiences and combination of individual qualities

- 4.57 The strategy is to ensure that development in the Park conserves and enhances those special qualities. Even seemingly minor changes in the landscape can have an adverse effect and therefore attention to detail and the cumulative effects of change are important considerations. To support this strategy a Landscape Character Assessment and a Settlement Study have been prepared.
- 4.58 The Pembrokeshire Coast National Park is widely recognised as Britain's only predominantly coastal national park. The splendour of its coastline, the influence of the seascape, its spectacular scenery, and rugged, unspoilt beauty, provide a scenic quality which was recognised in its designation as a National Park along with the spectacle of the islands off the Pembrokeshire Coast. The geological resource is complex and a significant contributor to the natural beauty of the area. The varied landforms of the National Park are overlaid by millennia of activity by man forming a historic environment which is exceptionally rich and varied. Settlements, including urban areas, retain strong and distinctive character which encompass traditional and more formal architecture, and provide attractive places to visit. Tenby is dominated by Georgian architecture within the walled town, and planned medieval settlements are still evident at Newport and Angle along with their associated field patterns. There is a wealth of important habitat and species within the National Park. There is a strong interconnectivity between habitats in the Park and outside it, in particular in the remainder of Pembrokeshire. Pembrokeshire has a rich and diverse culture which has been shaped down through the centuries by waves of invaders and settlers. The accessibility of the Park is treasured where there is an ease of getting round and a range of activities freely available. A sense of tranquillity and remoteness is also highly valued amongst visitors to the area. This can include dark skies, free from light pollution.

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<sup>89</sup> Special Qualities of the National Park, Background Paper October 2007.

- 4.59 Supplementary Planning Guidance on landscape character and on best practice models for designing and siting technology in sensitive areas will be prepared.<sup>90</sup>

**Policy 8 SPECIAL QUALITIES<sup>91 92</sup> (Strategy Policy)**

**The special qualities of the Pembrokeshire Coast National Park will be protected and enhanced.**

**The priorities will be to ensure that:**

- a) The sense of remoteness and tranquillity is not lost and is wherever possible enhanced – see Policy 9.**
- b) The identity and character of towns and villages is not lost through coalescence and ribboning of development or through the poor design and layout of development. The identification of Green Wedges will assist in achieving this priority.**
- c) The pattern and diversity of the landscape is protected and enhanced – see Policy 14 and Policy 15.**
- d) The historic environment is protected and where possible enhanced<sup>93</sup>**
- e) Development restores or wherever possible enhances the National Park's ecosystems<sup>94 95</sup>. The protection of links between sites or the creation of links where sites have become isolated is of particular importance – see Policy 10 and Policy 11.**
- f) Development which would damage or destroy Geological Conservation Review<sup>96</sup> sites or any other important geological resource is not permitted.**
- g) Local biodiversity action plan species and habitats are protected for their amenity, landscape and biodiversity value – see Policy 11.**
- h) The Welsh language remains an important component in the social, cultural and economic life of many communities in the Park – see Policy 12.**
- i) Development of the undeveloped coast is avoided and sites within stretches of the developed coast are protected for uses that need a coastal location – see Policy 17, Policy 18, Policy 33 and Policy 35.<sup>97</sup>**

<sup>90</sup> Supplementary Planning Guidance on Landscape Character for the National Park in support of the Joint Unitary Development Plan for Pembrokeshire will be consulted. That Supplementary Planning Guidance will form the basis of future guidance for the Local Development Plan.

<sup>91</sup> Chapter 13 Planning Policy Wales, Edition 3, Welsh Assembly Government, July 2010 deals with how pollution issues should be addressed with any planning application. Paragraph 12.4.1 deals with the protection of water quality and the adequacy of supply.

<sup>92</sup> See Welsh Office Circular 10/99: Planning requirement in respect of the Use of Non-Mains Sewerage incorporating Septic Tanks in New Development.

<sup>93</sup> Chapter 6 Planning Policy Wales, Edition 3 deals with Conserving the Historic Environment. Welsh Office Circulars 60/96 'Planning and the Historic Environment: Archaeology', and 61/96 'Planning and the Historic Environment: Historic Buildings and Conservation Areas' provide guidance.

<sup>94</sup> Includes Natura 2000 sites, Sites of Special Scientific Interest, National Nature Reserves and Marine Nature Reserves.

- 4.60 The policies and advice below provides additional guidance on protecting the National Park's special qualities.

#### Light Pollution

##### Policy 9

##### Light Pollution

**Proposals that are likely to result in a significant level of lighting shall include a full lighting scheme and will be permitted:**

- a) where the lighting proposed relates to its purpose; and,**
- b) where there is not a significant adverse affect on the character of the area, local residents, vehicle users, pedestrians and the visibility of the night sky.**

- 4.61 Parts of the Pembrokeshire Coast National Park are still relatively undeveloped with minimal impact of lighting on the night sky. This policy is intended to protect that and also to relate any lighting proposed to its purpose, such as site security or floodlighting recreational facilities, so that careful design and the use of appropriate means of lighting and lighting levels minimise the impact on adjoining areas. There is also a possibility that light pollution could adversely affect the integrity of a Natura 2000 site where development coincides with roost sites/transit routes.

#### Biodiversity

- 4.62 Planning Policy Wales, Edition 3 sets out clear statements of national development control policy on areas and sites and protected species with statutory nature conservation designation (including Sites of Special Scientific Interest, Special Protection Areas and Special Areas of Conservation).<sup>98</sup> Please refer to Chapter 5 'Conserving and Improving Natural Heritage and the Coast'. Sites are identified on the Proposals Map.

##### Policy 10

##### Local Sites of Nature Conservation or Geological Interest

**Development that would be liable to significantly harm the nature conservation value of a Local Nature Reserve or other site of local nature conservation interest, or the main features of interest within a Regionally Important Geodiversity Site, will only be permitted if the importance of the development outweighs the local value of the site and mitigation, minimisation or off setting has been investigated.**

- 4.63 Local Sites of nature conservation interest may be formally recognised, such as Local Nature Reserves (shown on the Proposals Map), or may not be formally recognised but provide

<sup>95</sup> The Water Framework Directive (WFD) (2000/60/EC) transposed through the Water Environment (Water Framework Directive) (England and Wales) Regulations 2003.

<sup>96</sup> Geological Conservation Review [GCR] the sites selected provide the basis of statutory geological and Geomorphological site conservation in Britain. Regionally Important Geodiversity Site [RIGS] are advisory designations.

<sup>97</sup> Chapter 5, paragraph 5.7.2 Planning Policy Wales, Edition 3, Welsh Assembly Government, July 2010 refers.

<sup>98</sup> See Glossary of Terms.

important nature conservation value. The value of a site may include its role as a wildlife corridor or stem from lack of disturbance for example. Habitats such as unimproved grassland, coastal habitats and heath and moorland, as well as features such as road verges have a nature conservation value in their own right and as stepping-stones to other habitats. It is not possible to identify such sites on the Proposals Map and this policy is intended to ensure that development which would harm the nature conservation value of a site provides appropriate steps to mitigate or minimise harm, or provides compensation to off set harm. This may be in the form of habitat creation elsewhere.

- 4.64 The West Wales Biodiversity Information Centre holds a geodatabase of species records and habitat information, constantly updated by maintaining strong links with public bodies, conservation organisations and individual biological recorders. This enables the Centre to assist nature conservation by informing decision makers, conservation organisations and the general public on the occurrence and locations of EU and UK priority species and habitats, and those of Welsh and local importance in the region. The Local Records Centre records can be particularly useful at pre-application stage and the public are encouraged to contact the centre before an application is submitted. The Authority will use the Local Records Centre to help establish whether there is local nature conservation interest at a development site. Where there is local nature conservation interest which would be significantly harmed, the potential for mitigating satisfactorily minimising or off-setting will need to be investigated by the developer and demonstrated to the Authority.
- 4.65 A list of Regionally Important Geodiversity Sites are currently being formulated for the National Park area, and will when finalised, provide Supplementary Planning Guidance to the plan to identify the location of sites and the main features of interest.

Policy 11	<p><b>Protection of Biodiversity</b></p> <p><b>Development that would disturb or otherwise harm protected species or their habitats or the integrity of other habitats, sites or features of importance to wildlife and individual species including Local Biodiversity Action Plan species and habitats will only be permitted where the effects will be acceptably minimised or mitigated through careful design, work scheduling or other measures.</b></p>
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- 4.66 This policy aims to ensure that species and their habitats identified in the Local Biodiversity Action Plan are not adversely affected by proposed development. Mitigation measures can often be implemented, but it should be noted that translocation is seldom successful in sustaining the nature conservation interest of affected habitats and is not supported. It is particularly important that the continuity of wildlife corridors is maintained.

#### Welsh Language

- 4.67 Government advice on Welsh language issues is set out in Technical Advice Note 20, which states that 'the land use planning system should also take account of the needs and interests of the Welsh language and in so doing can contribute to its well-being'. In a policy statement published in July 2002, the Welsh Assembly Government advised that it is wholly committed to re-vitalising the Welsh Language and creating a bilingual Wales. In line with government guidance this policy seeks to recognise and protect the role of the Welsh language within those communities where the language is an important component of the social and cultural fabric.

**Policy 12 Welsh Language**

**Development of a nature, type or scale that is likely to prejudice the interests of the Welsh language within the community will not be permitted.**

- 4.68 The policy will normally apply in Community and Town Council areas with over 30% Welsh speaking population, as identified in the Census. Where the Community Council average does not reflect the existence of concentrations of Welsh speakers within specific villages in the Community or Town Council areas, a more qualified and sensitive measurement will be required. This policy should not be interpreted as justifying development that would not otherwise be acceptable solely on the grounds of contribution to safeguarding the Welsh language in the community. Where development can reasonably be shown, on planning grounds, (for example, the scale of development proposed) to pose a significant threat to the continued role and well being of the Welsh language within that community, the National Park Authority will use its powers to resist such development.

**Historic Environment**

- 4.69 Planning Policy Wales, Edition 3, sets out clear statements of national development control policy on certain matters which is not repeated here. Please refer to Chapter 6 'Conserving the Historic Environment' of Planning Policy Wales, Edition 3 for:
- the preservation of listed buildings, optimum viable use and their demolition
  - Development in a conservation area including demolition, advertisements and trees. Fourteen Conservation area assessments and proposals documents have been prepared and adopted<sup>99</sup> by the National Park Authority between 2002 and 2005. These have been adopted as supplementary planning guidance and will carry significant weight in decisions on planning applications. (shown on the Proposals Map)
  - Protecting historic landscapes, parks or gardens and their setting. (shown on the Proposals Map).
  - Scheduled Ancient monuments and archaeological remains (ancient monuments are shown on the Proposals Map).

**Policy 13 Historic Landscapes Parks and Gardens**

**Historic Landscapes, Parks and Gardens are shown on the Proposals Map.**

- 4.70 In assessing the archaeological potential of a proposed development site information from the Historic Environment Record held by Dyfed Archaeological Trust will be taken into account. This record is officially recognised by the National Park Authority. When introduced, the Heritage Protection Bill will seek to establish a unified heritage protection system that brings together the existing separate systems of listed buildings, scheduling ancient monuments, designating wrecks and registering historic parks, gardens and landscapes. This will therefore result in changes to the legislative framework. Changes to planning guidance for the historic environment and guidance on the content and maintenance of the Historic Environment Record are also proposed by The Welsh Assembly Government. The National Park Authority will prepare Supplementary Planning Guidance relating to the Historic Environment.

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<sup>99</sup> See Glossary of Terms.

Policy 14	<b>Protection of Buildings of Local Importance</b>  <b>Development affecting buildings which make an important contribution to the character and interest of the local area will be permitted where the distinctive appearance, architectural integrity or their settings would not be significantly adversely affected.</b>
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4.71 The National Park is rich in buildings that are not listed but because of their vernacular architecture and construction are fundamental to the character and interest of the settlement or are important elements in the landscape.

4.72 The following criteria will be used for selection:

- degree to which the building remains in its original condition;
- quality of the individual building's architecture;
- position and influence on the townscape or landscape;
- association with an important local figure or event.

4.73 When considering development proposals, the Authority will give due regard to the difference in status between buildings of local importance and those that are statutorily listed and, hence, the level of protection which they respectively attract.

## Landscape

Policy 15	<b>Conservation of the Pembrokeshire Coast National Park</b>  <b>Development will not be permitted where this would adversely affect the qualities and special character of the Pembrokeshire Coast National Park by:</b>  <b>a) causing significant visual intrusion; and/or,</b>  <b>b) being insensitively and unsympathetically sited within the landscape; and/or</b>  <b>c) introducing or intensifying a use which is incompatible with its location; and/or</b>  <b>d) failing to harmonise with, or enhance the landform and landscape character of the National Park; and/or</b>  <b>e) losing or failing to incorporate important traditional features.</b>
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4.74 The purpose of this policy is to ensure that the qualities of the Pembrokeshire Coast National Park landscape are not lost to future generations. Policy 8 identifies the special qualities of the National Park.

4.75 Attention to detail and the cumulative effects of change are important considerations. Even seemingly minor changes in the landscape can have an adverse effect; prominent individual buildings or widespread application of inappropriate trends in design detailing can have an



impact much wider than their immediate environs and cumulatively will subtly and irreparably alter the often fragile landscape character of the National Park.

- 4.76 Where there is a possibility that development may cause significant visual intrusion, impacts should be assessed as applicable from:
- public access points;
  - the Coast Path (a National Trail);
  - Public Rights Of Way (as well as the public highway);
  - views on entering and leaving settlements;
  - views on entering and leaving the National Park itself;
  - the offshore islands;
  - waterborne craft on the Daugleddau and coastal waters;
  - important vantage points within settlements.
- 4.77 Particular attention should be given to medium and distant views, as well as the more obvious impacts on immediate environs and streetscape with special emphasis on the effects on the settings of Listed Buildings, Scheduled Ancient Monuments and Conservation Areas. The appearance of individual and groups of buildings, and settlements in their landscape settings, traditional building details and boundary treatment also need to be considered. Planting using native trees and shrubs, where appropriate, and landscaping can enhance and help to blend new development into its surroundings. This may help to balance in part the loss of original features.
- 4.78 Given the very restricted geographical extent of the National Park and its generally exposed coastal nature, any major or large-scale development is likely to sit uneasily in visual terms within the National Park's landscape. Development outside the National Park may have an impact on the qualities of the National Park and the National Park Authority will use the same principles as set out in Policy 15 when commenting on proposals outside of the National Park.
- 4.79 Where a development would constitute the introduction or intensification of a use which is incompatible with the location, for example noisy activities in a relatively undisturbed location, such development would not be considered appropriate by the National Park Authority.
- 4.80 Supplementary Planning Guidance on landscape character for the Joint Unitary Development Plan was published alongside the Deposit Local Development Plan. It is proposed that this guidance will be taken forward to support the policies of the Local Development Plan once that Plan is adopted.

Open Space & Green Wedges
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- 4.81 Planning Policy Wales, Edition 3 sets out clear statements of national development control policy on formal and informal open space, playing fields and green wedges. Please refer to Chapter 11 'Tourism, Sport and Recreation' and Chapter 4 'Planning for Sustainability'.
- 4.82 In determining whether there is a need for additional open space provision or whether there is an excess of playing field provision the Authority will refer to the Open Space Assessment Background Paper. This will be used in conjunction with Policy 48 which deals with planning contributions. Open space, playing fields and green wedges are identified on the Proposals

Map. The Assessment currently identifies a need for childrens' playspace/playgrounds at Amroth, Freshwater East, Moylegrove, Newport, Saundersfoot, Trefin, and St Davids. There is also a need for pitch space at Moylegrove and Marloes/Dale.

Policy 16	<b>Open Space and Green Wedges</b>
<b>Existing Open Space and Green Wedges are shown on the Proposals Map.</b>	

- 4.83 Green Wedges play an important role in maintaining the landscape setting of urban and rural settlements, and in preserving openness. Pressures for development outside Centre Boundaries can result in an erosion of the openness and a detrimental effect on the character and special qualities of the rural National Park can result. Such development alone or cumulatively can have a detrimental impact on the character and landscape of the National Park and provides justification for the designation of green wedges as a local interpretation of national policy.

Coast
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- 4.84 Planning Policy Wales, Edition 3 sets out clear statements of national development control policy on the coast and coastal defence work. Please refer to Chapter 5 'Conserving and Improving Natural Heritage and the Coast'. Locations in coastal areas considered suitable for development are shown on the Proposals Map.

Policy 17	<b>Shore Based Facilities</b>
<b>Development of shore based facilities including those linked to proposals below mean low water, will be permitted within the developed areas of the coast where compatible with adjacent uses.</b>	
<b>Marina developments are not considered appropriate on the sensitive coast of the National Park.</b>	

- 4.85 This policy aims to protect the undeveloped, quiet stretches of coastline by directing development to those areas more suited in terms of maritime requirements, on-shore access, parking and other associated facilities.
- 4.86 There are a multitude of structures and buildings associated with the shore or harbour or mooring provision, either extending out into the water, such as jetties and slipways or associated with equipment beyond the mean low water mark. It is also possible within the Plan period that larger developments such as mineral exploration could operate off the Pembrokeshire coast, with implications for on-shore structures.
- 4.87 Policy 33 on Renewable Energy deals specifically with onshore connections to offshore renewable energy generators. It is accepted that technically feasible locations for such connections may need to be located on the undeveloped coastline. Other possible exceptions are the construction of lifeboat stations, landing stages/pontoons/slipways etc., work related to sewage treatment and sea defences.
- 4.88 Proposals will often share the waters with other users so it is important that no conflict or congestion will result from any development. Some uses along the coast are often seasonal in

nature e.g. deck chair hire and ice cream sales. In such instances Policy 8 will be the primary policy used for the consideration of such proposals.

- 4.89 The Welsh Coastal Tourism Strategy published in December 2008 by the Welsh Assembly Government recommends expansion of the marina capacity outside this National Park. The National Park coast is for the greater part undeveloped and highly sensitive in landscape terms and often for nature conservation reasons too. Furthermore, although there are numerous small harbours around the coast, due to their tidal characteristics, access by boat is not possible for significant periods of the day. The works required to provide the sort of access and supporting developments which a successful marina would need would be substantial thereby increasing further the urbanisation of the location. See also Policy 18.

Policy 18	<b>Porthgain, Saundersfoot, Solva and Tenby Harbours</b>
	<b>Development within the identified harbour areas as shown on the Proposals Map, will be permitted provided that:</b>
	<b>a) it sustains working harbour activities; and</b>
	<b>b) it conserves or enhances the existing character of the harbour.</b>

- 4.90 The aim of this policy is to ensure that the working harbours at Tenby, Saundersfoot, Solva and Porthgain are viable in the long term. These harbours are identified on the Proposals Map.
- 4.91 When proposals are submitted in these harbour areas the Authority will request evidence with the application which will set out the relationship between the operation of the harbour business and the proposal and how the proposal will contribute positively to ensuring the long term viability of the harbour. This is what is meant by criterion a) of the policy. Where appropriate a planning condition will be imposed or a planning obligation secured by agreement that the development remains part of the working harbour. All development in harbours will require a flood consequence assessment.
- 4.92 Each of the harbours contribute to the settlement within which they are located. The undeveloped nature of Saundersfoot harbour which allows a visual link from the village centre to the sea is a critical element of that character. Similarly, Porthgain harbour is largely undeveloped. Development opportunities at Solva are also constrained by its location.
- 4.93 Tenby harbour provides the principal access to Caldey Island. Development proposals located in the harbour will need to ensure that access for the residents and businesses of Caldey Island is maintained.

## Priority B: Major development, the potential for growth

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## B. Major Development, the Potential for Growth

### Major Development

- 4.94 Statutory designation does not necessarily prohibit development, but proposals for development must be carefully assessed for their effect on those natural heritage interests which the designation is intended to protect. In National Parks, special considerations apply to major development proposals which are more national<sup>100</sup> than local in character.
- 4.95 It is the potentially serious impact that a development may have on the qualities of the Park that qualifies it for the title 'Major Development' and, in addition to needing to be in accordance with Local Development Plan policies, the proposal will have to fulfil national planning policy criteria before being permitted, known as the 'Major Development Test'. The 'Glossary of Terms' sets out the types of impact that in the opinion of the National Park Authority may mean that a development will be considered as 'Major Development'. Planning Policy Wales, Edition 3, Welsh Assembly Government, paragraphs 5.5.5 and 5.5.6 sets out the actual test in terms of the need for the development, exploring how the development could be met in another way and impacts on the environment and landscape.

### Ministry of Defence

- 4.96 The Ministry of Defence has advised that there are no plans for development of any significance in the Pembrokeshire estate in the foreseeable future (February 2007). Limited operational development on the ranges subject to mitigation measures can be permitted under normal planning policy and proposals for significant intensification or alteration of use or extensions to sites will have to be subject to the most rigorous examination and only permitted in exceptional circumstances under the 'Major Development Test'.

### Hazardous Installations

- 4.97 No allocations for hazardous substances development or potentially polluting activities are proposed. The major development test will provide the primary policy context for the consideration of proposals for hazardous substances development.

Policy 19	<b>Hazardous Installations</b>
	<b>Development within safeguarding zones around hazardous installations will be permitted where there is no unacceptable risk to either:</b>
	<b>a) public health or safety; or</b>
	<b>b) the operation of the hazardous installations; and</b>
	<b>c) access to the hazardous installations.</b>

- 4.98 This policy aims to ensure that public health or safety is not put at risk by development in proximity to sites using or storing hazardous substances. The Health and Safety Executive and the Environment Agency will be consulted on all planning applications within the safeguarding zone.

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<sup>100</sup> 'National' in this context means UK.

- 4.99 Their response will be used to assess whether or not there is a risk to public health or safety, the operation of the hazardous installation or access to it. The hazardous installations safeguarding zones established by the relevant safeguarding authority are listed in Appendix 3.

Scale of Growth
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- 4.100 The Pembrokeshire Coast National Park has increasingly been unable to accommodate demand due to landscape capacity<sup>101</sup> issues. Government policy asks the Authority to consider evidence such as population projections and capacity issues in determining the overall scale of growth.
- 4.101 Recent Development Plan Inquiries have endorsed the current approach of allowing development commensurate with the landscape capacity of the National Park. Visitors and residents appreciate it when the Park retains its small and vibrant communities.
- 4.102 A survey of land suitable for development has been undertaken. This has identified an estimated 62 hectares of land as being in accordance with the Local Development Plan Strategy. Given the scarcity of land supply the strategy is to give priority to meeting the needs of local communities in particular their affordable housing needs. (See also Priority D, E and F for further policy advice)

**Table 1 Land Supply in Hectares**

Location	Hectares for Housing only Sites (no p permission)	Hectares for Employment/Mixed Use(no permission)	Hectares for Housing - Land with pp	Total Hectares
<b>Tier 2 Centre</b>				
<b>Tenby</b>	9.87	0.59	2.27	12.73
<b>Tier 3 Centres</b>				
<b>Newport</b>	1.50	0.79	0.40	2.69
<b>Saundersfoot</b>	0	0.30	2.92	3.22
<b>St Davids</b>	5.28	1.67	1.29	8.24
<b>Crymych</b>	0.37	0	0	0.37
<b>Rural Centres &amp; Countryside</b>	10.21	5.27	19.74	35.22
<b>Totals</b>	27.23	8.62	26.62	62.47

- 4.103 This land could help serve the housing, employment, and community facilities needs of the local population.<sup>102</sup>
- 4.104 A sequential approach to site selection has been adopted to maximise the use of previously developed land. The merit of using existing employment land<sup>103</sup> to accommodate other uses, including housing, has been considered. Where this is appropriate specific allocations have been made for housing, or in some cases for mixed live/work accommodation. The table below identifies the contributions made from brown field and greenfield<sup>104</sup> sites.

<sup>101</sup> See Glossary of Terms.

<sup>102</sup> Site Criteria Background Paper – The ability of the National Park landscape to absorb development for this Plan period is tested using the methodology set out in the Background Paper 'Site Criteria'. In terms of constraints to development the predominant issue is impact on landscape character. .

<sup>103</sup> See Glossary of Terms

<sup>104</sup> See Glossary of Terms

Table 2 Brownfield<sup>105</sup>/Greenfield Provision

Location	Brownfield (Hectares)	% of total	Greenfield (Hectares)	% of total	Total Hectares
Potential Sites - Housing	3.87	14%	23.46	86%	27.33
Potential Sites - Employment/Mixed Uses	2.42	28%	6.18	72%	8.6
Land with Planning permission	17.03	64%	9.59	36%	26.62
<b>Totals</b>	<b>23.32</b>	<b>37%</b>	<b>39.23</b>	<b>63%</b>	<b>62.55</b>

Policy 20	<b>SCALE OF GROWTH (Strategy Policy)</b>
<p><b>To provide for development which aims to meet the needs of the local population with priority being given to the delivery of affordable housing needs where this is compatible with the National Park designation.</b></p>	

## Minerals

- 4.105 This National Park currently contributes to aggregate mineral extraction in relation to sand and gravel quarries and hard rock. Minerals Technical Advice Note 1 Aggregates (paragraph 51-52) confirms that most of the sand and gravel extraction currently undertaken in South Wales is obtained from this National Park but, there is no need to permit proposals for the extraction of aggregates from National Parks in Wales save in exceptional circumstances. Exceptional circumstances can include over-riding national interest, or when significant overall benefits to the National Park can be demonstrated.
- 4.106 To justify new sites or extensions to existing sites within the National Park, it must be demonstrated that alternative resources, that would be environmentally acceptable for extraction are not available; the scope of meeting the need in some other way has been assessed and rejected; and that the detrimental effects of the proposal can be mitigated or compensated for.<sup>106</sup> Discussions continue to take place with neighbouring authorities (Pembrokeshire, Carmarthenshire, Ceredigion) about the possibility of output currently met from reserves within the National Park being sourced from outside. Safeguarding mineral resources within Local Development Plans will provide information about the location of resources outside the National Park and will assist this process.
- 4.107 There are no marine wharves within the National Park which bring marine aggregates into the area. Should acceptable proposals for wharves come forward at a future date, such wharfs will be protected to safeguard sand and gravel routes into the area.
- 4.108 Minerals Planning Policy Wales sets out clear statements of national development control policy on minerals in National Parks. Safeguarding Zones and Buffer Zones<sup>107</sup> are identified on the Proposals Map. The South Wales Coalfield extends west into Pembrokeshire becoming the Daugleddau Coalfield. It crosses the central belt of the National Park from Broad Haven to the west, across Hook in the centre and Saundersfoot in the east<sup>108</sup>.

<sup>105</sup> See Planning Policy Wales, Edition 3, July 2010 Figure 4.1

<sup>106</sup> Minerals TAN1 : Aggregates Welsh Assembly Government, March 2004, paragraph 52.

<sup>107</sup> Minerals Planning Policy (Wales), Minerals Technical Advice Note (Wales) 1: Aggregates March 2004, paragraph 70 to 71.

<sup>108</sup> Mineral Technical Advice Note 2: Coal, January 2009 confirms that National Designations of environmental or cultural importance (including National Parks) should be excluded from coal resource zones and mineral safeguarding zones.

**Policy 21****Minerals Safeguarding**

**Reserves of sand and gravel, limestone and sandstone will be safeguarded as shown on the proposals map.**

**Extraction of minerals before development which would otherwise sterilise mineral resources of current or likely future economic importance will be required, provided there is no suitable alternative location and an overriding need for the development, and extraction can be achieved:**

- a) without prejudicing the proposed development; and**
- b) by completing the extraction within a reasonable timescale; and**
- c) without unacceptable environmental impacts.**

- 4.109 Minerals safeguarding is undertaken to ensure that mineral resources which may be required by future generations are not unnecessarily sterilised by permanent development. The Authority will take account of the presence of mineral resources in considering planning applications which would otherwise sterilise these resources. The identification of safeguarding areas on the proposals map for sand and gravel, limestone and sandstone, does not identify areas where mineral working can take place, and gives no indication of the suitability of working or commercial quality of material. Any proposals for working would be subject to national and regional guidance and relevant planning policy. And will need to provide sufficient details of the proposed site restoration including materials. Consideration of environmental impacts will include designated sites, such as Natura 2000<sup>109</sup> sites and undesignated sites.

**Policy 22****Buffer Zones**

**Buffer Zones around active and inactive mineral extraction sites are shown on the proposals map.**

- 4.110 Buffer zones are defined in accordance with Minerals Planning Policy Wales (paragraph 40), Minerals Technical Advice Note 1 Aggregates (paragraphs 70 and 71) and Minerals Technical Advice Note 2 Coal (paragraphs 32 and 33) and serve the purposes set out in National Guidance. Consideration of planning proposals within Buffer Zones will be in line with National Guidance.

**Policy 23****Borrow Pits**

**Temporary planning permission will be granted for borrow pits where:**

- a) the borrow pit is required to supply a specific short-term construction project with appropriate material; and**
- b) extraction will cease upon completion of the construction scheme; and**
- c) is closely located in relation to the proposed construction project; and**
- d) there are clear environmental benefits from meeting need from the**

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<sup>109</sup> See Glossary of Terms



proposed source rather than from an existing site or sites with planning permission or from secondary or recycled aggregates either within or outside of the National Park; and

- e) the scale of the development is appropriate for the locality; and
- f) the development will not irretrievably damage the local landscape and local environment; and
- g) the development will not harm the amenities of the local area and local communities in particular with regard to access, traffic generated, noise, vibration, dust and safety nor adversely affect existing surface and groundwater resources; and
- h) any material transported by public highway can be accommodated within the local road network; and
- i) there is provision for a beneficial after-use, restoration, landscaping and post closure management of the site, including where possible details of progressive restoration of the site.<sup>110 111</sup>

- 4.111 It can be in the interests of a local area for a construction project to be supplied with materials from a locally derived source, avoiding the traffic generation and road movements with all the inherent problems associated with a remoter option. The term 'borrow pit' applies to a mineral working required to supply material for use solely for a specific short-term construction project.
- 4.112 The built environment is an important feature in the National Park and contributes to its special qualities. The term local, in this context means the National Park and immediately adjacent areas. Consideration of environmental impacts will include designated sites, such as Natura 2000 sites and undesignated sites.

**Policy 24**

**Local Building Stone**

**Planning permission will be granted for quarrying of local building stone where:**

- a) the material is required to supply a specific proven local need and exceptional circumstances can be demonstrated; and
- b) it is closely located in relation to the proposed construction or development site; and
- c) there are clear environmental benefits from meeting supply from the proposed source rather than from an existing site or sites with planning permission or from secondary or recycled aggregates either within or outside of the National Park; and
- d) the scale of the development is appropriate for the locality and to

<sup>110</sup> See Minerals Technical Advice Note 1: Aggregates, paragraph 136, and Minerals Technical Advice Note 2: Coal, Appendix Q8 (page 118).

<sup>111</sup> See Minerals Planning Policy Wales, paragraph 52.

**serve the local market; and**

- e) the development will not have an unacceptably adverse impact or damage the local landscape and local environment; and**
- f) the development will not harm the amenities of the local area and local communities in particular with regard to access, traffic generated, noise, vibration, dust and safety nor adversely affect existing surface and groundwater resources; and**
- g) the local road network has the capacity to accommodate the traffic arising from the development; and**
- h) there is provision for a beneficial after-use, restoration, landscaping and post closure management of the site, including where possible details of progressive restoration of the site.<sup>112</sup>**

4.113 Minerals Planning Policy Wales states that mineral working in National Parks should only take place in exceptional circumstances. In some cases this may relate to the need for small scale mineral extraction from local workings for building stone, which are not otherwise available and which can be extracted without unacceptable adverse impacts. The use of locally derived building materials is supported so as to encourage the promotion of design quality which respects vernacular traditions. Consideration of environmental impacts will include designated sites, such as Natura 2000 sites and undesignated sites.

**Policy 25 Recycled, Secondary and Waste Materials**

**The use of recycled, secondary and waste materials, including demolition and construction waste arising from local sources will be supported provided:**

- a) the removal of any material will not adversely affect any sites, buildings, walls or features of landscape, nature conservation, archaeological, architectural or historic interest; and**
- b) the reuse of materials does not harm the character of the National Park; and**
- c) the treatment of mineral waste can be satisfactorily accommodated within the mineral extraction site, including a suitable scheme for the restoration and after care of the site if appropriate; and**
- d) the development will not harm the amenities of the local areas and local communities in particular with regard to access, traffic generated, noise, vibration, dust and safety nor adversely affect existing surface and groundwater resources.**

4.114 The principle of recycling mineral materials from sites and their use as secondary aggregates is supported because this contributes to the sustainable use of mineral materials which are a finite

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<sup>112</sup> See Minerals Technical Advice Note 1, paragraph 130 to 139.

resource. In cases where proposals involve the reworking of mineral waste which has been assimilated into and enhances the landscape or forms an area of archaeological interest, they will not be permitted.

- 4.115 Where processing needs to deal with waste arising from several sources a base location may be set up to deal with recyclable mineral wastes. Recycling plants may also be appropriate on working sites with planning permission for minerals extraction or mineral waste disposal. Crushing and screening operations can result in harm to the amenities of the surrounding area and these must be addressed and appropriate mitigation measures put in place.
- 4.116 It is recognised that there are 'permitted development' rights under the General Development Order 1995 in relation to minerals and in recognition of the potential environmental impact of such development the Authority will seek informal consultation arrangements with developers and operators over schemes falling outside formal planning approval procedures. Consultation will also take place with the Environment Agency. There are also environmental permits separate to the planning system that need to be considered.

Policy 26	<p><b>Inactive Mineral Sites</b></p> <p><b>Where the Authority is satisfied that the winning and working of minerals or the depositing of mineral waste has ceased permanently it will investigate the appropriateness of serving a Prohibition Order on the owner(s).</b></p>
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- 4.117 There is a single site within the National Park which has planning permission but which is unlikely to be re-opened. This site is shown on the Proposals Map. The Authority will investigate the appropriateness of making Prohibition Orders to provide certainty about future workings at this and any other appropriate sites. In considering what action to take the Authority will take into account likely benefits for the restoration of sites and appropriate after uses. The inactive site at Penberry near St Davids is shown on the Proposals Map. Bottom Meadow Quarry is currently inactive (October 2009). Other inactive sites will be kept under review to ensure high standards of environmental protection appropriate to the National Park are maintained. The Authority will provide Supplementary Planning Guidance on land instability arising from former coal mining working. Further information about land instability from natural processes and from other non-coal mining operations can be obtained from the British Geological Survey.<sup>113</sup> See paragraphs 13.9.1 to 13.9.2 of Planning Policy Wales, Edition 3, which provides a national development control policy on unstable land.

## Waste

- 4.118 This National Park is excluded from providing new facilities for the management of waste that serves more than one local authority area under the South West Regional Waste Plan 1<sup>st</sup> Review August 2008. The National Park Authority is required to either accommodate local community waste facilities serving only the Park area or to liaise with Pembrokeshire County Council as waste planning authority to accommodate facilities which cover both the National Park area and the Unitary Authority area to be sited outside the National Park. The Regional Waste Plan 1<sup>st</sup> Review identifies that in exceptional circumstances there may be sites adjacent to National Parks where facilities with the capacity to serve more than one local authority area, especially those relating to agricultural waste, may be acceptable. It is estimated within the Regional Waste Plan 1<sup>st</sup> Review that the National Park will generate a requirement for up to 1.5 hectares for in-building local facilities on a pro-rata basis to 2013. Local facilities serving only the National Park area can include Clean Materials Recovery Facilities, Transfer Stations, Civic

<sup>113</sup> See the British Geological Survey website at <http://www.bgs.ac.uk/>

Amenity, and Construction & Demolition Exemption<sup>114</sup>. Specific requirements for these facilities have not been identified however, and future proposals will be considered at land allocated for employment uses as identified in Table 3 Allocations for Employment/Mixed Use Sites, and against relevant criteria based policies.

- 4.119 Existing facilities within the National Park are civic amenity and recycling centre provision at The Salterns, Tenby and at St Davids.
- 4.120 Discussions have taken place with Pembrokeshire County Council. Whilst there is a requirement for redevelopment of the Tenby civic amenity site, and a desire to establish a larger facility with improved customer access, better traffic management and a wider range of facilities in the area, no firm proposals are in place. In light of this, a criteria based policy is provided. It is also recognised that the existing civic amenity site at Tenby, although predominantly serving National Park communities, also serves communities outside of the National Park, at Kilgetty and Narberth. The National Park Authority would therefore, as an exception to Policy 15 and the South West Wales Regional Waste Plan 1<sup>st</sup> Review, consider retaining the relocated enlarged facility within the National Park provided that criteria a) to e) of Policy 15 are met. This is on the understanding that the facility would still predominantly serve the National Park area. The existing Civic Amenity Site at St Davids also serves communities outside the National Park. Future redevelopment proposals for this site will be considered as an exception to Policy 27 provided the site continues to predominantly serve the National Park communities. The Municipal Waste Strategy is currently being reviewed by Pembrokeshire County Council, which is the waste collection and waste disposal authority. Mini bring sites, especially bottle banks are being positively explored. Any requirement identified for the National Park will be considered against relevant criteria based policy.

Policy 27	<p><b>Local Waste Management Facilities<sup>115</sup></b></p> <p><b>Local waste management and recycling facilities which serve only the National Park area will be permitted provided:</b></p> <ul style="list-style-type: none"> <li><b>a) the site would be conveniently located in relation to the needs of the National Park community; or</b></li> <li><b>b) they are located at existing waste management sites or B2 industrial units; and</b></li> <li><b>c) the proposal makes provision for adequate screening so as to minimise any adverse effects; and</b></li> <li><b>d) the development is sufficiently distanced from neighbouring properties so as not to constitute a potential health or safety hazard; and</b></li> <li><b>e) the development will not cause demonstrable harm to the amenities of the local area and local communities in particular with regard to access, traffic generated, noise, vibration, dust, litter, odour nor adversely affect existing surface and groundwater resources.</b></li> </ul>
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- 4.121 Local Waste Management facilities should not undermine waste management options further up the waste hierarchy (see Regional Waste Plan 1<sup>st</sup> review).

<sup>114</sup> Construction and Demolition Exemption refers to sites which are registered as exempt from the waste management licensing regulations and do not need to hold a licence.

<sup>115</sup> See Glossary of Terms

- 4.122 Civic amenity sites serve a useful purpose in that household waste can be sorted to facilitate re-use and recycling. It also helps to avoid fly tipping. They may generate significant vehicle movements and will involve temporary storage of waste materials in open topped or closed (for putrescible waste) containers. For these reasons, the requirements with respect to access, parking and amenity are quite stringent. There are also environmental permits separate to the planning system that need to be considered.

Policy 28	<p><b>Composting</b></p> <p><b>Proposals that involve the composting of organic material, generated within the National Park will be permitted unless there would be an unacceptable impact on any of the following:</b></p> <ul style="list-style-type: none"> <li>a) the amenities of the local area and local communities in particular with regard to access, traffic generated, noise, vibration, dust, odour, safety nor adversely affect all existing surface and groundwater resources; and</li> <li>b) the capacity of the local road network.</li> </ul> <p><b>And provided:</b></p> <ul style="list-style-type: none"> <li>c) there is provision for landscaping and/or screening of the site; and</li> <li>d) there are adequate steps to deal with leachate; and</li> <li>e) the product has added value.</li> </ul>
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- 4.123 Composting is a sustainable process/treatment for the large amount of green waste produced in the National Park. However the product must be of a quality good enough for beneficial afteruse.
- 4.124 The management of green waste may also include associated developments such as shredding. The collection and management of green waste is undertaken at the Civic Amenity sites and two landfill sites within the County. Composting also takes place at farms within the County; also there are community compost schemes.
- 4.125 The National Park Authority will support proposals for composting material generated within the National Park at or adjoining existing sites being used for waste management or disposal, which are operating with no associated environmental or other problems. Exceptionally, where environmentally acceptable and economically more sustainable, the Authority will consider proposals predominantly serving the National Park. The Environment Agency will be consulted. There are also environmental permits separate to the planning system that need to be considered.
- 4.126 It is likely that applications for windrow composting will be most suitable in rural locations.

## Priority C: Climate change, sustainable design, flooding, sustainable energy

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## C. Climate Change, Sustainable Design, Flooding, Sustainable Energy

- 4.127 The strategy of the Local Development Plan is to support sustainable locations for development by locating housing and other development adjacent to services. The strategy of this Local Development Plan is also to seek to minimise the contribution that certain developments<sup>116</sup> will make to greenhouse gas emissions by constraining polluting or hazardous development in the Park (see paragraph 4.97), by promoting the use of renewable energy and by encouraging sustainable design in development. The strategy is also to accept the need to adapt to climate change and to deal with the consequences of climate change in a more forward thinking way, not for just the immediate Local Development Plan period.
- 4.128 At the end of the Local Development Plan period new development, and in some instances existing development where extensions are proposed, will be more sustainable in design. The Park will have a series of community based renewable energy projects as well as individual proposals in operation. In planning for the future changes in climate no new development has been encouraged in locations where there is a long term strategy to allow the sea or river to inundate or flood. Development will have been directed away from areas that are or will be prone to flooding and inundation within the next 60 years using information supplied by the Environment Agency. Development will have also been directed away from areas that would adversely impact on the long-term and natural evolution of the coast. Only new developments that can cope with likely flooding events will be sited there. As the climate changes there will be a need to understand and manage risks and consequences caused by flooding, including the implications for increased flood risk elsewhere caused by any particular development. The 2<sup>nd</sup> round of Shoreline Management Plans will, once prepared for the Pembrokeshire coastline, also help to identify these areas over longer time periods (up to 100 years). It will also need to be responsive to the rapidly evolving and ever-strengthening commitment of Government to tackling the causes and dealing with the consequences of climate change.
- 4.129 The strategy for development chosen along with the proposals under 'Sustainable Transport.' should also contribute to this agenda.

### Sustainable Design

#### Policy 29 SUSTAINABLE DESIGN (Strategy Policy)

**All proposals for development will be expected to demonstrate an integrated approach to design and construction, and will be required to be well designed in terms of:**

- a) Place and local distinctiveness<sup>117</sup> (see Policy 8)**
- b) Environment and biodiversity<sup>118</sup>(see Policy 8)**
- c) Community cohesion and health<sup>119</sup>(see Policy 30)**
- d) Accessibility(see Policy 52)**

<sup>116</sup> The main contributing sectors for CO<sub>2</sub> in the National Park are oil refinery emissions, domestic and commercial combustion; industrial combustion; nature (CO<sub>2</sub> emissions from 'nature' covers CO<sub>2</sub> arising from natural processes including respiration and decomposition, in natural and semi-natural areas. Also included are emissions due to landuse changes such as deforestation.); road transport; and other forms of transport.

<sup>117</sup> Includes landscape and townscape.

<sup>118</sup> Embraces historic landscape, geodiversity and biodiversity

<sup>119</sup> Includes also "secure by design", adaptability to changing circumstances, and neighbour amenity considerations.

- e) Energy use<sup>120</sup>
- f) Energy generation<sup>121</sup> (see Policy 33)
- g) Materials and resources (see Policy 31)
- h) Water and drainage (see Policy 32)
- i) Waste<sup>122</sup> (see Policy 31)
- j) Resilience to climate change<sup>123</sup>

**Where planning applications are made to extend buildings energy, water and drainage efficiency improvements will be sought in the original building as well as in the extension where appropriate and practicable.**

- 4.130 This policy will be supported by Design Guidance and a Sustainability Appraisal Tool to help applicants to comply with the policy and explain what the Authority requires to accompany planning applications. This will be based on a review of the Joint Unitary Development Plan Sustainable Design guidance taking account of new Assembly Government policy<sup>124</sup> as well as the proposal to extend application of the policy to encompass energy, water and drainage improvements to existing buildings. The integrated approach to design set out in the policy will encompass both design and construction phases of development.
- 4.131 The policy does not set out minimum percentage requirements for the contribution of on-site renewable energy sources to reducing carbon emissions as the Welsh Assembly Government intends to introduce national policy which will cover this area. The National Park Authority, working within this context will expect all applicants to address the incorporation of renewable energy resources within the designs for their schemes.
- 4.132 The reason for this approach, rather than setting percentage targets for contributions from renewable energy sources towards meeting the energy requirements of all new schemes, is that the Local Development Plan policy must work within the context of Welsh Assembly Government policy guidance, and in particular its proposal to introduce national policy requirements for the energy and emissions performance of new buildings, and to introduce progressively tougher targets over a relatively short timespan. Consultations have recently been carried out over the initial target levels and scope, and the National Park Authority has argued that such targets should apply to all new development from an early date.
- 4.133 The aim of this policy is to make more efficient use of water, for example, through rainwater harvesting, or employing a sustainable drainage system. There will however, still be a need for some drainage. To be well designed the development will still require adequate sewage disposal facilities and surface water draining. Capacity must be made available before the development can be occupied.
- 4.134 In respect of criterion h) early consultation with Environment Agency Wales and the Countryside Council for Wales should be undertaken to ensure that development is appropriately located, designed and/or phased to avoid adverse impacts on Natura 2000 sites in terms of water resource

<sup>120</sup> Applicants will be expected to demonstrate a design approach which minimises energy use.

<sup>121</sup> Applicants will be expected to incorporate appropriate renewable or low carbon energy technologies including solar water systems, solar photovoltaic, wind, heat pumps and biomass.

<sup>122</sup> Includes waste minimisation and promotion/facilitation of recycling, in both the construction and operational phases.

<sup>123</sup> Includes robustness to flooding, coastal risk and other pressures arising for climate change.

<sup>124</sup> See Planning Policy Wales, Edition 3, July 2010 paragraphs 4.11.1 to 4.11.4.



demands and water quality, and development will be permitted only where there are assured water supplies from sources that would not have an adverse effect on Natura 2000 sites. In exceptional circumstances it may be necessary to reduce the number of units on allocations where it is the only effective mitigation to ensure no adverse effect on the integrity of Natura 2000 sites. Developments which might have the potential to affect European sites will be subject to Habitats Regulations Appraisal and Environmental Impact Assessment at project level. Water Cycle Studies (and surface water management plans) may also be necessary.

4.135 The policies below provide additional advice and guidance on addressing sustainable design issues.

Policy 30	<p><b>Amenity</b></p> <p><b>Development will not be permitted where it has an unacceptable impact on amenity, particularly where:</b></p> <ul style="list-style-type: none"> <li><b>a) the development is for a use inappropriate for where people live or visit; and/or</b></li> <li><b>b) the development is of a scale incompatible with its surroundings; and/or</b></li> <li><b>c) the development leads to an increase in traffic or noise or odour or light which has a significant adverse impact; and/or</b></li> <li><b>d) the development is visually intrusive.</b></li> </ul>
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4.136 This policy aims to protect the amenity enjoyed by people in their residences, workspaces and recreational areas. Amenity is defined as those elements in the appearance and layout of town and countryside which makes for pleasant life rather than a mere existence. Anything ugly, dirty, noisy, crowded, intrusive or uncomfortable is likely to adversely affect amenity.

Policy 31	<p><b>Minimising Waste</b></p> <p><b>Development must minimise, re-use and recycle waste generated during demolition and construction and provide waste management facilities of an appropriate type and scale as an integral part of the development.</b></p>
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4.137 Demolition, construction and excavation wastes are a valuable resource of material that can be recycled, although minimisation of waste should be the first consideration. This Authority would welcome the provision of Site Waste Management Plans to help this process. Avoidance of this material going to landfill would comply with the Landfill Directive. There are a number of existing recycling facilities within the County. Local recycling facilities for this material are supported in accordance with the Government's sustainable principles for waste management and for mineral planning. Recycling, composting and other waste minimisation measures help the environment by reducing the amount of land required for waste disposal by landfill or landraising and for the treatment of residual waste, which is left over following maximum recycling and composting.

4.138 The Authority will expect proposals likely to generate significant amounts of waste to include facilities for "green waste" composting and for the collection of waste suitable for recycling, and for residual waste.

4.139 There are different types of recycling provision for different types of wastes. The very local provision for household and non-domestic wastes would be neighbourhood collection, which could either be from the doorstep, kerbside or from a central collection point. All waste generating

developments should provide for the separate storage of types of waste including recycled, residual waste and food waste.

**Policy 32      Surface Water Drainage**

**Development will be required to incorporate sustainable drainage systems for the disposal of surface water on site.**

- 4.140 The disposal of surface water run-off from development both during construction and after completion requires careful consideration in order to minimise its adverse environmental impacts. Traditional practices for disposing of surface water involve channelling the water away to the nearest watercourse to promote rapid run-off. This approach can lead to an increased risk of flooding downstream, reduced groundwater recharge (a reduction in the water percolating through the soil back to ground water) and the transmission of pollutants to watercourses. Sustainable drainage systems are promoted by the Environment Agency and supported by Dwr Cymru. They move away from traditional piped drainage systems to engineering solutions that mimic natural processes and include hard options such as permeable and porous surfaces and/or softer options such as vegetated landscape features, ponds, wetlands and grass swales.
- 4.141 Sustainable urban drainage systems fall into 3 broad groups which aim to:
- reduce the quantity of runoff from the site (source control);
  - slow the velocity of runoff to allow settlement filtering and infiltration (permeable conveyance systems); and
  - provide passive treatment to collected surface water before discharge into groundwater or to a watercourse (end of pipe systems).
- 4.142 Planning applications must be accompanied by an assessment of the suitability of sustainable urban drainage systems.
- 4.143 Source control should be an integral part of the design of most new development and developers should seek to incorporate source control sustainable drainage systems within the application site for surface water disposal into development proposals at the time of application. This applies to all surface water within the site - from roofs, roads and other surfaces and planning conditions will be used to ensure compliance.
- 4.144 It is recognised that there may be exceptional circumstances where source control would not be wholly achievable and where this has been demonstrated not to be practicable, developers should in the first instance, provide sustainable drainage systems for as much of the development as is practically possible. For the remainder of the development an acceptable alternative means of surface water disposal must be incorporated. Traditional 'hard' drainage systems should only be utilised once it has been demonstrated to the satisfaction of the National Park Authority, that sustainable drainage systems would not be successful.
- 4.145 The developer will be responsible for meeting all necessary costs for the planning, design and installation of sustainable drainage systems. Developers will also be required to enter into a planning obligation (known as a S106 Agreement) to meet the cost of adoption and providing long-term management. The Environment Agency does not support the inclusion of culverting and seeks the removal of culverting wherever possible.

4.146 The policy framework for renewable energy below provides positive support for renewable energy proposals which take account of the Special Qualities of the National Park (see Policy 8).

**Policy 33 RENEWABLE ENERGY (Strategy Policy)**

**Small scale renewable energy schemes will be considered favourably, subject to there being no over-riding environmental and amenity considerations. Medium scale schemes also offer some potential and will be permitted subject to the same considerations. Large scale renewable energy schemes will only be permitted where they do not compromise the special qualities of the National Park. Where there are other renewable energy schemes already in operation in the area, cumulative impacts will be an important consideration.**<sup>125</sup>

**Onshore connections to off shore renewable energy generators will also be permitted subject to there being no over-riding environmental and amenity considerations. Developers requiring an undeveloped coastal location for onshore connections to offshore renewable energy installations will need to clearly justify this need in relation to Policy 8i) with the least obtrusive approach to design being taken.**

4.147 The renewable energy policy below is supported by a Renewable Energy Assessment <sup>126</sup>(to be published as draft Supplementary Planning Guidance when the Plan is adopted), which maps:

- a) The technical potential for renewables
- b) the potential environmental and socio-economic constraints
- c) Taking account of a) and b) the resultant potential opportunities for a range of renewable energy

Guidance is also provided on assessing renewable proposals. Likely contributions for renewable energy and carbon emissions are also set out and have been incorporated in the Monitoring section of the Local Development Plan.

4.148 In terms of potential for renewables the Renewable Energy Assessment advises:

- a) On biomass heat/power installations small scale (100kW – 300kW) and medium scale (10MW - 40MW) proposals are more likely to be appropriate
- b) Similarly small scale anaerobic digestion plants within a complex of buildings are most likely to be acceptable for appropriate wastes (10kW).
- c) The only realistic option for hydro power is micro schemes (<100kW).
- d) The potential for ground and water source heat pumps exists throughout the Park area with the exception of air source heat pumps where there will be locational restrictions due to noise and visual impact.
- e) There is very significant potential for the future development of solar hot water in the National Park.
- f) On wind energy developments: There is potential for small scale proposals (10kW-50kW) and to a lesser degree medium scale proposals (50kW-330kW). Finally, there are extremely limited opportunities for larger scale proposals (>330kW – 3MW).

<sup>125</sup> This part of the policy refers to onshore proposals.

<sup>126</sup> Weblink to Renewable Energy Assessment: <http://www.pcnpa.org.uk/website/default.asp?SID=1317&SkinID=5>

4.149 There is also potential for offshore renewable energy developments which will have landward implications. As an exception to Policy 8i) the National Park Authority accepts that technically feasible routes for onshore connections may not be available only on the developed coast.<sup>127</sup> Innovative design solutions can often overcome the adverse impacts of normally incongruous development in such a sensitive landscape. Consideration of environmental impacts will include designated sites, such as Natura 2000 sites and undesignated sites.

## Flooding & Coastal Inundation

### Policy 34 FLOODING & COASTAL INUNDATION (Strategy Policy)

**In planning for the future development of the National Park;**

- a) development will be directed away from those areas which are at risk from flooding now or as predicted for the future by the Environment Agency Development Advice Maps or Shoreline Management Plan 2<sup>128</sup> unless there are sound social or economic justifications in accordance with the advice set out in Technical Advice Note 15.**
- b) sustainable defence of the coast will be permitted to protect existing communities or assets where practicable and where they do not jeopardise the longer term and natural evolution of the coast.**

4.150 Consideration of environmental impacts will include designated sites, such as Natura 2000 sites and undesignated sites.

### Key Actions outside the Local Development Plan

4.151 Provision of and facilitation of energy/resource information service in the National Park. This has been set up with the assistance of the West Wales Eco Centre Newport who can provide a link to organisations beyond Pembrokeshire.

<sup>127</sup> National planning policy advises that the undeveloped coast will rarely be the most appropriate location for development (Planning Policy Wales, Edition 3, paragraph 5.7.2).

<sup>128</sup> The Development Advice Maps (2009) identify areas liable to flood based on historic events (Zone B) and the Environment Agency's flood zone 2 (Zones C1 and C2). The Environment Agency's flood maps zones 2 and 3 identify the probability of areas flooding based on modelled data. The emerging Shoreline Management Plan 2s will identify areas liable to flood from the sea, with a long timescale. The data from all three sources will be used to identify areas liable to flooding for the purposes of this policy. Flood Zone 2 means land which has — (i) between a one in 100 and 1 in 1000 annual probability (chance) of river flooding (1% -0.1%); or (ii) between a one in 200 and 1 in 1000 annual probability (chance) of sea flooding (0.5%-0.1%).

Flood Zone 3 means land which has — (i) a 1 in 100 or greater annual probability (chance) of river flooding (>1%) ; or (ii) a 1 in 200 or greater annual probability (chance) of sea flooding (>0.5%)  
Shoreline Management Plan 2s are anticipated to be completed in 2011.

## Priority D: Visitor economy, employment

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## D. Visitor Economy, Employment

### Visitor Accommodation, Attractions, Leisure Activities and Recreation

- 4.152 The strategy for visitors is to attract an optimal number, origin, type, duration of stay and spend of visitors all year round while ensuring that National Park environment continues to hold its attraction as a landscape of national and international importance. This is best achieved in land use terms by not adding substantively to the overall provision of visitor accommodation, as this could encourage further 'peaking' and cause damage to the National Park landscape and special qualities, both in terms of the impacts of the additional development and increased activity in some 'hot spot' locations.
- 4.153 Instead, the future for the National Park in this Local Development Plan is one where by the end of the Plan period a range of quality holiday accommodation, similar to the level and distribution of provision at the beginning of the Local Development Plan period, is retained to suit a range of pockets. Within the Local Development Plan's Centres upgrading is allowed so that more accommodation can be made suitable for the off peak season and the quality of the offer for the visitor is also improved. Hotels and guesthouses that can provide accommodation and employment all year round are safeguarded unless they are no longer viable. Some additional self catering is allowed to cater for all year round needs but this is restricted to instances where there isn't a priority to meet affordable housing needs.
- 4.154 Where new visitor related development (visitor attractions, recreational and leisure development and shore based facilities associated with off shore jetties etc.), is permitted it has been screened to avoid activities that would damage the special qualities the Park.<sup>129</sup> The development of a few all weather attractions has helped encourage more visits out of the peak season.
- 4.155 Traffic generation from visitor traffic is potentially a significant concern. A more rigorous approach to traffic impact assessment for such developments is required. Proposals that causing significant adverse impacts that cannot be mitigated are not permitted – see Policy 52 and Policy 53.
- 4.156 Supplementary Planning Guidance will be prepared to provide further advice on what would be inappropriate activities in the National Park.

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<sup>129</sup> Inappropriate activities would be those that would damage the enjoyment of the special qualities of the National Park and this damage cannot be mitigated for example through zoning or traffic management measures or seasonally restricted activities.

Policy 35	<p><b>VISITOR ECONOMY (Strategy Policy)</b></p> <p>To attract visitors outside the peak season while ensuring that National Park environment is conserved and enhanced as a landscape of national and international importance by:</p> <ul style="list-style-type: none"> <li>a) Not allowing any additional camping, caravanning or chalet pitches but allowing change over to other forms of self catering where the site lies within a Centre<sup>130</sup> and the scheme results in environmental benefits in terms of layout, design and materials used. (See Policy 38 and Policy 39)</li> <li>b) Protecting against the loss of hotels and guesthouses unless it is proven that their continued use would not be viable or that peak demand can continue to be met in the locality. (See Policy 36)</li> <li>c) Only permitting self catering accommodation on brownfield sites in the Local Development Plan's Centres and in conversions in the countryside except where an affordable housing need has been identified. Affordable housing provision will be given priority over self catering where such a need is identified.<sup>131</sup> (See Policy 37)</li> <li>d) Permitting visitor attractions, recreational and leisure activities in the Local Service and Tourism Centre and the Local Centres. Proposals outside these Centres will need to demonstrate why a 'Rural Centre' or 'Countryside' location is essential. Countryside proposals should make use of existing buildings whenever possible.</li> <li>e) Directing shore based facilities<sup>132</sup> to the developed stretches of coast where compatible with adjacent uses. (See Policy 17)</li> </ul> <p>Activities which would damage the special qualities of the National Park will not be permitted. – see also Policy 8.</p>
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4.157 The policies below provide additional advice and guidance on the visitor economy.

Policy 36	<p><b>Loss of Hotels and Guest Houses</b></p> <p>Loss of hotels and guest-houses in the National Park will be permitted where:</p> <ul style="list-style-type: none"> <li>a) the potential for continued use of the facility has been shown to be un-viable; or</li> <li>b) the overall demand for this type of accommodation during peak periods will continue to be met within the area; and</li> <li>c) there is no adverse effect on the appeal and intrinsic character of the resort, area or frontage.</li> </ul>
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<sup>130</sup> See Glossary of Terms

<sup>131</sup> Affordable housing in conversions in the countryside can be for local need. (paragraph 7.6.10 of Planning Policy Wales, Edition 3, July 2010)

<sup>132</sup> Structures and buildings associated with the shore or harbour or mooring provision or associated with equipment beyond the mean low water mark.

- 4.158 This policy aims to protect the existing stock of hotels and guest houses in the National Park. A good supply and range of serviced accommodation is essential, particularly as tourism is a dominant factor in Pembrokeshire's economy. As the holiday market has changed there has been pressure to convert hotels and large guest houses to flats, apartments and private houses. Since 1990, there has been a loss of over 40 hotels within the National Park.
- 4.159 Hotels and guest houses often form part of the appeal and character of a town, village or area, which helps to attract visitors. In some instances, such as the Esplanade in Tenby, they form an intrinsic element of the identity of a particular frontage. Larger hotels also often form important landmarks in the townscape or landscape.
- 4.160 It is acknowledged that the demand for different types of holiday accommodation will continue to change and this is acknowledged in the policy which allows the change of use of those premises which are no longer viable and have no realistic prospect of becoming viable.
- 4.161 Any application to change the use must be accompanied by evidence to meet criterion a or b and c. Supplementary Planning Guidance on the loss of hotels will be prepared to provide further guidance on the application of this policy.<sup>133</sup>

Policy 37	<p><b>Self-Catering Development</b></p> <p><b>Proposals for holiday cottages, flats and other forms of self-catering development will only be permitted where:</b></p> <ul style="list-style-type: none"> <li>a) the proposal is on a brownfield site in a Centre<sup>134</sup> or is a conversion proposal in a countryside location (see Policy 7) or is the result of a changeover from camping/caravanning to self catering accommodation in Centres (see Policy 45), and</li> <li>b) there is no need for affordable housing provision in the area or</li> <li>c) the site or building is not appropriate for affordable housing provision.<sup>135</sup></li> </ul> <p><b>New build self-catering development on greenfield sites will not be permitted.</b></p>
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- 4.162 Self catering accommodation is defined as non-caravan self-catering accommodation including rented flats, cottages, houses, bungalows and chalets, the primary purpose of which is for holiday letting.
- 4.163 This category would also include hostels providing low-priced overnight accommodation with a large proportion of dormitory accommodation, self-catering and facilities related to outdoor activities or field study. Hostels providing catering services will be regarded as serviced accommodation.
- 4.164 Purpose built self-catering units may help to take the pressure off using local housing for holiday accommodation. However, a balance needs to be struck and given the large number of holiday

<sup>133</sup> Weblink for the supplementary planning guidance: [www.pcnpa.org.uk/website/default.asp?SID=234&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=234&SkinID=5)

<sup>134</sup> Please see Glossary of Terms

<sup>135</sup> Please note that the threshold for negotiating affordable housing provision is 2 or more residential units. Where a planning application is received for a site below the affordable housing threshold but which is part of a larger site which is above the threshold then the Authority will expect affordable housing to be provided. This is to ensure that sites are not broken up into smaller portions and phased which would avoid the requirement for affordable housing.



properties currently in the National Park the Authority will seek to prioritise the provision of affordable housing over self catering accommodation where such opportunities arise.

4.165 Planning conditions will ensure facilities remain as units of holiday accommodation and are not occupied as a sole or primary residence. Additionally, to reinforce the control over the occupancy of self-catering development, conditions will be imposed to ensure that the development is managed as a business enterprise rather than a second home.

4.166 This policy will be used to consider both new build and conversion to self-catering accommodation.

Policy 38	<b>Camping, Touring Caravans, Statics and Chalet Sites</b>  <b>New camping, caravanning, static caravan or chalet sites or the extension of existing sites either by an increase in the number of pitches or enlargement of the approved site area will not be permitted.</b>  <b>Exceptionally, static caravan and chalet site areas may be enlarged where this would achieve an overall environmental improvement, both for the site and its setting in the surrounding landscape.</b>
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4.167 This policy seeks to control the further provision of caravan, camping and chalet sites.

4.168 The majority of caravan and camping sites in Pembrokeshire are concentrated within the National Park which occupies only 37% of the total land area of the County. The occupancy of pitches on static caravan sites within the National Park is also far greater than those outside the National Park.

4.169 Opportunities may arise to improve the quality of chalet site provision, through redesign, landscaping etc, without an increase in operational area or pitch numbers. The only exception to this will be where an enlargement to the site results in an overall environmental improvement. This might be achieved by reducing the overall density and allowing for additional landscaping, or moving pitches to less prominent locations so that the site better blends into its surroundings. In achieving environmental improvement by site enlargement, unrelated improvements such as providing additional facilities or upgrading caravan provision will not be expected. No increase in the number of pitches will be permitted in these circumstances.

Policy 39	<b>Upgrading Statics, Touring Sites and Tent Pitches</b>  <b>The upgrading of static caravan sites, touring caravan or tent pitches, to other forms of self-catering accommodation will be permitted, where:</b>  <b>a) the site lies within a Centre; and</b>  <b>b) the proposal forms part of a rationalisation scheme that will result in environmental benefits in terms of layout, design and materials used; and</b>  <b>c) the proposal complies with Policy 35c).</b>
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4.170 The intention of this policy is to accommodate improvements in the overall stock of holiday bed spaces so that more accommodation can be made suitable in the off peak season and the quality of the offer for the visitor has improved.

- 4.171 In order to ensure that development achieves genuine broad based benefits, the specified criteria require schemes to be both of a high standard and to be designed in such a manner that will enhance environmental standards. Development should reduce adverse landscape impacts and incorporate landscaping and parking works.
- 4.172 Within a centre means that the site is within the Centre boundary of those Centres listed in the Plan as local service and tourism centres, local centres and rural centres.

Policy 40	<p><b>Site Facilities on Tent, Chalet and Caravan Sites</b></p> <p><b>The development of retail and other facilities on tent, chalet and caravan sites will be permitted where:</b></p> <ul style="list-style-type: none"> <li>a) <b>it can be demonstrated that the facility is not already available in the vicinity; and the scale and design of the facility is in keeping with the character of the surrounding area; and</b></li> <li>b) <b>the vitality and viability of retailing and services of nearby Centres are not adversely affected.</b></li> </ul>
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- 4.173 It is accepted that chalet, caravan and tent sites generally require good quality washing and toilet facilities. In addition larger caravan and chalet sites may justify, for example, the provision of a camp shop, office, laundry facility or games room. Wherever possible such provision should be made by the adaptation or conversion of existing buildings although it is acknowledged that new buildings will be required in some instances. The provision of catering, leisure or shopping facilities on a scale that exceeds the reasonable requirements of the occupiers of the site or which relates poorly to the size, character or location of the site will not be encouraged. Facilities of a larger size and scale may be considered in circumstances where such facilities are lacking in the immediate locality. The transformation of sites into self contained holiday complexes providing extensive and inappropriate leisure or shopping facilities will be resisted. A balance must therefore be achieved between the need to maintain or improve the quality of facilities on site (having regard to site licensing requirements), and the need to safeguard existing facilities of nearby Centres.
- 4.174 On small sites in particular, the development of facilities in excess of those required by the licensing authority will be resisted. The provision of facilities under this policy will be expected to be accommodated within the confines of the existing site. In most instances, particularly in countryside locations, it will be appropriate to impose conditions on the grant of permission for such facilities to restrict their use to persons residing at the site. Such conditions will ensure that the scale of facilities remain appropriate for their intended purpose and will prevent undermining the vitality and viability of local facilities.

Policy 41	<p><b>Change of Use from Tent Pitches to Touring Caravan Pitches</b></p> <p><b>Changes of tent pitches that have a valid planning permission, or a lawful use, to "unit" pitches (tent, motor caravan and touring vans) will be permitted where:</b></p> <ul style="list-style-type: none"> <li>a) <b>there is no increase in the number of pitches; and</b></li> <li>b) <b>the approved site area is not enlarged; and</b></li> <li>c) <b>an overall enhancement of appearance results; and</b></li> <li>d) <b>at least one third of the total number of pitches remains exclusively for tents.</b></li> </ul>
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- 4.175 Policy 38 advises that planning permission will not be granted for the development of new caravan and tent sites in the National Park given the potentially damaging effect of further development on the landscape of the National Park, which is particularly vulnerable to such pressures. The National Park Authority also recognises, however, that visitors to the National Park have changed their preference from tents to touring caravans. To accommodate this change in demand the above policy allows a limited change-over on tent sites, where appropriate, whilst seeking to retain an element of tent provision. The local road network must be able to accommodate the amount and type of traffic generated, taking account of the specific requirements of touring caravans, without damaging the character of those roads, or the area through which they pass.
- 4.176 The differences between touring caravans and tents have become less apparent with the development of trailer tents and caravans with extended awnings. However, the change of use permitted by this policy will in many instances result in larger units being towed onto and parked on a site. Hence, access to and screening of the site will be material considerations in considering such changes of use.
- 4.177 This policy applies to those sites with the benefit of planning permission and those with a Certificate of Lawful Existing Use or an Established Use Certificate. '28 day rule' sites or sites operated by 'exempted organisations' are not considered appropriate for unit pitches. Such sites do not fall within the scope of this policy. In all such instances it will be a requirement that:
- 4.178 A condition preventing year-round occupancy is included on any permission granted; and additional land is not used under the 28-day rule for tent pitches. This will be secured either by legal agreement or obligation.

Employment
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- 4.179 The strategy for employment generation is to make small scale provision in the Park to enhance the socio-economic well-being of Park communities and also to help tackle seasonality issues with employment in the area. Large scale proposals are not considered compatible with the National Park designation. Small scale employment development is seen as development involving less than 2 hectares of land for business, general industrial or storage and distribution.
- 4.180 To avoid significant trip generation the locations promoted are generally those where homes, shops and services are located or proposed to be located. Traffic impact assessment for development will be required. Proposals that cause significant adverse impacts that cannot be mitigated will not be permitted – see Policy 52.
- 4.181 At the end of the Local Development Plan period it is envisaged that small scale employment sites have been unlocked and are being developed in some of the larger centres in the Park. Employment uses have also been generated outside these areas, and in some instances employment has come forward as part of a live/work unit. Many sites that have been in employment use for some time are still available for new users. Each working harbour in the National Park continues to contribute positively both to employment in and the character of the area.
- 4.182 A sequential approach to land release has been adopted to maximise the use of previously developed land. The employment/mixed use allocations include an estimated 28% provision on previously developed land.

**Policy 42 EMPLOYMENT SITES & LIVE/WORK UNITS (Strategy Policy)**

Employment opportunities will be provided and safeguarded through:

- a) Small scale employment opportunities are identified at St Davids.
- b) Directing small-scale employment proposals to appropriate locations in the Local Development Plan's identified Centres or buildings suitable for conversion in the Countryside (See Policy 7d). Farm diversification can also assist. (See Policy 7c)
- c) Combining business uses with other uses such as community facilities or housing including live/work units. Sites are identified at Newport and St Davids. There are also mixed use developments proposed at Tenby, Saundersfoot and Broad Haven. Employment and mixed allocations listed in Table 3 below are shown on the Proposals Map.
- d) Protecting existing employment sites for employment use except in locations where the current use is not suited to the area or there is adequate provision already or the existing use is unviable. When considering a new use for a redundant employment site a community facility or affordable housing provision will be given priority. (See Policy 43)
- e) Protecting and enhancing the working harbours at Tenby, Saundersfoot, Solva and Porthgain. (See Policy 18)

**Table 3 Allocations of Employment/Mixed Use Sites (See Proposals Map and Appendix 2)**

Location/ Proposals Map ID	Site Name	Area Hectare	Residential Units	% Affordable Units	Affordable Housing Provision expected	Proposed Use
Tenby MA706	Upper Park Road, Tenby	0.01	4	60	2	Mixed (Residential & Retail)
Tenby MA707	White Lion St/Deer Park, Tenby	0.49	74	60	44	Mixed (Residential, Retail, Hotel and Cinema)
Tenby MA710	Sergeants Lane, Tenby	0.09	5	60	3	Mixed (Residential, Workshops & Retail)
Newport MA232	Land adjacent to the Business Park, Feidr Pen y Bont	0.79	6	Live/Work Units	0	Mixed (Live/Work Units)
Saundersfoot MA777	Rear of Cambrian Hotel, Saundersfoot	0.30	37	(current approval for 7 affordable/ renewal 60%)	7	Mixed (Residential, Retail & A3 Pub)
St David's EA748	South of St Davids Assemblies	0.93	0	0	0	Employment B1, B8, Local Waste Management Facility

Location/ Proposals Map ID	Site Name	Area Hectare	Residential Units	% Affordable Units	Affordable Housing Provision expected	Proposed Use
St David's MA746	Between Glasfryn Road and Millard Park, St Davids	0.74	5	Live/Work Units	0	Mixed (Live/Work Units)
Broad Haven MA776	Land at Broad Haven north east of Marine Road	2.29	35	37	13	Mixed (Residential, Workshops & Community Facility)
Manorbier Station MA895	Land part of Buttylands, Manorbier Station	0.59	15	50	8	Mixed (Residential/ Education)
St Ishmael's MA733	Adjacent to School, St Ishmaels	2.39	40	50	20	Mixed (Residential/ Education)
		8.62	221		97	

4.183 Planning Policy Wales sets out clear statements of national development control policy on employment developments in rural areas. Please refer to Chapter 7 'Supporting the Economy'.

4.184 The following policy and advice provide additional guidance on protecting employment sites.

Policy 43	<p><b>Protection of Employment Sites and Buildings</b></p> <p><b>Permission to redevelop, or use, business, general industrial, storage or distribution sites or buildings for other purposes will be permitted where:</b></p> <ul style="list-style-type: none"> <li><b>a) the present use is inappropriate for the locality; or</b></li> <li><b>b) there is adequate alternative provision in the vicinity; or</b></li> <li><b>c) the potential for continued use of the site or premises has been shown to be unviable.</b></li> </ul> <p><b>Where the loss of the employment site is justified a community use or affordable housing provision will be given priority where such a need exists.</b></p>
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4.185 The aim of this policy is to prevent the inappropriate loss of existing employment sites and buildings to other uses, unless there are overriding benefits that can be attributed to the new development or there is adequate alternative availability elsewhere in the locality. 'Employment sites and buildings' means sites and buildings (whether currently in use or unoccupied) with planning permission, lawful use or allocated for employment purposes. In the National Park there is limited appropriate land to accommodate business developments. It is particularly important to protect existing sites such as former garage sites for reuse for employment undertakings and prevent redevelopment for other purposes. The feasibility of retaining existing uses should include offering the site or premises for sale on the open market for at least one year at a realistic price. In criterion a) the present use will be judged in terms of compatibility of the nature and scale of the use within the local area and its impact on the local road network. In criterion b) the assessment of adequate alternative provision in the vicinity will consider the capacity of existing uses, availability of vacant premises and employment sites and allocations.

## Key Actions outside the Local Development Plan

- 4.186 Centres that include employment allocations are highly likely to need public funding to help unlock sites through the Department of Economy and Transport at the Welsh Assembly Government and Pembrokeshire County Council. Please see Appendix 2 for further advice.

## Priority E: Affordable Housing and Housing

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## E. Affordable Housing and Housing Provision

- 4.187 Policy 20 on the scale and location of growth seeks to provide for development which aims to meet the needs of the local population with priority being given to the delivery of affordable housing needs that is compatible with the National Park designation.
- 4.188 The strategy here is to provide for land for development predominantly for affordable housing, allowing a sufficient percentage of market housing to subsidise that affordable housing. There has also been the need to constrain development to take account of the need to protect the National Park.
- 4.189 How this strategy has been arrived at is explained in detail below taking account of issues emerging from various population projection work that has been undertaken; the difficulties in accurately identifying affordable housing need and finally the particular sensitivities that must be taken into account when needing to protect the special qualities of a National Park.
- 4.190 **Population projections:** The overall household growth for the Park as derived on a pro-rata basis from the overall Welsh Assembly Government population projection figures for Pembrokeshire shows a potential to increase the number of dwellings from 9,862 to 12,114, an increase of 2,252. Taking away the 496 completions that have taken place in the Park between 2001 and 2007 this leaves a figure of 1,756 or 125 per annum as a guide to housing provision. Breaking this down into sub areas of the Park this would mean:

**Table 4 Household Projection Figures**

Households	2001	2006	2011	2016	2021	Completions 01 to 07	07 to 21 Requirement	Annual Requirement
Tenby	2300	2513	2618	2726	2821	100	421	30
Newport	554	605	631	657	680	20	106	8
Saundersfoot	1238	1353	1409	1467	1519	40	241	17
St Davids	809	884	921	959	992	38	145	10
Rural Centres & Countryside	4961	5,436	5,663	5,895	6,102	298	843	60
Total	9862	10,791	11,242	11,704	12,114	496	1756	125

- 4.191 The Welsh Assembly Government has more recently published population forecasts for local authority areas (2008) which show a growth in population (if considered on a pro rata basis for the National Park) from 2003 to 2023 from 23,027 to 24,334 (an increase of 1,307). Household forecasts are awaited. At the 2001 Census average household size was 2.26 persons. Using this figure, the population increase would roughly suggest an increase in households of 578 over the period.
- 4.192 However, a simple population based apportionment of growth from projections at a local authority or regional level is unlikely to result in a useful population forecast. The nature of the starting population and migrant population are different in the area in and outside the National Park. In short both groups tend to be older in the National Park than the rest of Pembrokeshire. A population forecast prepared for the National Park area by Pembrokeshire County Council indicates the total number of National Park residents remaining more or less as it was at the 2001 Census.



- 4.193 The 2001 based projection, produced by Pembrokeshire County Council, includes a projection for the National Park, based on the Park's age and gender distribution in 2001 and migration between 2001 and 2005. This is a genuine cohort component projection for the National Park, rather than an apportion-based estimate of a cohort component projection for a wider area. As such the 2001 based projection produced by Pembrokeshire County Council is the most credible of the projections available and suggests that the population of the National Park will decline slightly between 2001 and 2021. This projection is so far supported by population estimates for 2001 to 2005 produced by the Office for National Statistics, which show a comparable reduction in population. Household projections produced by Pembrokeshire County Council as part of the same projections paper<sup>136</sup> show household size decreasing and this will offset the decline in population such that the number of households stays the same.
- 4.194 Therefore the most credible population projection for the National Park suggests there is no justification for housing development in the National Park to house an increasing population.
- 4.195 **Affordable Housing Need:** The Local Housing Market Assessment suggests there is a significant need for affordable housing in the National Park. However, there are significant concerns about the validity of the method used for the Local Housing Market Assessment and a belief that the figures arrived at represent a significant over estimate. This is considered to be primarily due to pro-rata apportionment of population projections to the National Park which is not considered appropriate in principal (see above) and also because adding the households applying to the Housing Authority to the number of households projected to form is likely to lead to double counting.<sup>137</sup>
- 4.196 The Housing Register for Pembrokeshire in July 2008 suggests that there is a need for around 460 affordable houses in the National Park.<sup>138</sup> This figure represents the backlog of need for affordable housing in the National Park. The Authority is relying on the Housing Register as the primary source of evidence of need.
- 4.197 Migration figures used in the Pembrokeshire County Council population projections separate migration to and from the National Park into that with the rest of Pembrokeshire and that with places further afield. The different age patterns of this migration suggest that at least some of the migration out of the National Park into Pembrokeshire may be households unable to access suitable housing that they can afford in the National Park, that is, households who might otherwise choose to remain in the National Park.
- 4.198 Therefore, even though it is believed that the figures in the Local Housing Market Assessment are an over estimate, evidence from the Housing Register, and the age patterns of migration with the rest of Pembrokeshire suggest there is a substantial need for affordable housing within the National Park.
- 4.199 **Special Qualities:** If we wish to maintain the special qualities of the National Park, the amount of housing that can be built is limited by the capacity of the landscape to absorb it without significant impact. Even so, it has still been possible to identify sites to develop 1,349<sup>139</sup> residential units within the National Park – see table below. This figure does not include likely contributions from windfall<sup>140</sup> opportunities. Therefore, despite the restrictions necessary to conserve the National Park, sites can be allocated for the development of housing in the National Park.

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<sup>136</sup> Pembrokeshire County Council (2008) Population, Household and Labour Force Projections  
[http://www.pembrokeshire.gov.uk/objview.asp?Language=&object\\_id=4136](http://www.pembrokeshire.gov.uk/objview.asp?Language=&object_id=4136)

<sup>137</sup> See Housing Background Paper, pages 16 to 18, which details these concerns.

<sup>138</sup> See Housing Background Paper for full details.

<sup>139</sup> See Housing Background Paper and Site Criteria Background Paper for full details.

<sup>140</sup> See Glossary of Terms.

**Table 5 Housing Land Supply**

Location	Supply March 2007 <sup>141</sup>	Potential Sites Survey - Housing All Sites	Housing Allocations (5 or more dwellings)	Potential Sites Survey - Mixed Uses (All Allocated)	Housing Provision Figure	Annual Average Completion Rate (97-07)	Annual Provision Figure
<b>Tier 2 Centre</b>							
<b>Tenby</b>	86	345	345	83	514	14.1	34
<b>Tier 3 Centres</b>							
<b>Newport</b>	15	27	20	6	48	2.2	3
<b>Saundersfoot</b>	78	0	0	37	115	10.8	8
<b>St Davids</b>	16	113	113	5	134	4.8	9
<b>Crymych</b>	0	15	15	0	15	0.4	1
<b>Rural Centres &amp; Countryside</b>	192	241	215	90	523	55	35
<b>Totals</b>	387	741	708	221	1349	87.3	90

- 4.200 A minimum density of 30 dwellings per hectare is proposed in the Local Development Plan's identified 'Centres' to make best use of the land made available. A further small contribution from windfall<sup>142</sup> sites (an estimated 250 residential units) is likely through opportunities provided in countryside locations and through unforeseen opportunities in the Centres.
- 4.201 **Conclusion:** Though there is no reason to allocate housing land in order to house an increasing population, there is in order to build more affordable houses so that the proportion of affordable to market housing better reflects the housing needed in the National Park.
- 4.202 The amount of affordable housing needed in the National Park (whether identified through the Local Housing Market Assessment or the Housing Register) is greater than can be provided by public subsidy through Social Housing Grant – unless the money available for such subsidy is increased to an enormous degree.
- 4.203 Development feasibility studies on the allocation<sup>143</sup> sites in the Local Development Plan strongly indicate that, even without Social Housing Grant, most of the sites could be developed with 50 to 70% of the housing being affordable and subsidised by the profit from the market dwellings on the development.
- 4.204 Therefore the profits from market houses on mixed tenure developments can subsidise the provision of more affordable housing than could be delivered through public subsidy. Sufficient housing to meet at least some of the need identified in the Local Housing Market Assessment (should this be correct) and all of the current need indicated by the Housing Register.
- 4.205 The table below shows the anticipated affordable housing provision over the Plan period. It does not include possible contributions from windfalls and exceptions sites in the Plan period. The provision is to address the backlog of affordable housing need as identified on the Housing Register plus any newly arising need. Financial viability issues have been tested when deriving these assessments in accordance with national planning policy.<sup>144</sup> Where it can be proven that a proposal is unable to deliver (i.e. the proposal would not be financially viable) in terms of the policy requirements of the Plan for affordable housing provision, sustainable design standards

<sup>141</sup> Land with planning permission

<sup>142</sup> Unforeseen contributions to the housing land supply through for example, demolition or reuse of buildings.

<sup>143</sup> See Glossary of Terms

<sup>144</sup> See Background Paper on Housing.

expected and community infrastructure provision priority will be given to the delivery of affordable housing in any further negotiations.

**Table 6 Affordable Housing Provision**

<b>Location</b>	<b>From land with Permission March 07</b>	<b>Housing Allocations</b>	<b>Mixed Use Sites</b>	<b>Total</b>
<b>Tenby</b>	4	207	49	260
<b>Crymych</b>	0	8	0	8
<b>Saundersfoot</b>	0	0	7	7
<b>St Davids</b>	0	50	0	50
<b>Newport</b>	13	14	0	27
<b>Rural Centres &amp; Countryside</b>	5	119	41	165
	22	398	97	517

- 4.206 Generally affordable housing will have been secured through negotiations on sites of 2 or more units at 50% provision of affordable housing.<sup>145</sup> In areas of acute affordable housing need and limited housing land supply this figure will be higher (please see policy below).<sup>146</sup> To help boost provision priority will be given to meeting affordable housing need in countryside locations in conversions and infill opportunities etc. Some affordable provision will have also been secured where existing community facilities were no longer required or considered commercially viable and through the release of land that would not normally be released. In addition, some employment sites have been reused for affordable housing provision.
- 4.207 Exceptions sites for affordable housing will also be considered. The Rural Housing Enabler<sup>147</sup> for Pembrokeshire has carried out a series of surveys in the National Park and work is ongoing to explore opportunities to release land.

**Policy 44 HOUSING (Strategy Policy)<sup>148</sup>**

**During the Local Development Plan period – end date 2021, land will be released for the provision of approximately 962 dwellings. Allocations for housing are listed in Table 7 and are shown on the Proposals Map. This is in addition to land already with planning permission - 387.**

**These dwellings will be distributed as follows:**

- a) Tenby Local Service and Tourism Centre – approximately 428 dwellings (land already with planning permission 86 dwellings)**
- b) Newport, St Davids, Saundersfoot and Crymych Local Centres – approximately 203 dwellings (land already with planning permission - 109 dwellings)**
- c) Rural Centres<sup>149</sup> and Countryside – approximately 331 dwellings (land**

<sup>145</sup> Please note that the threshold for negotiating affordable housing provision is 2 or more residential units. Where a planning application is received for a site below the affordable housing threshold but which is part of a larger site which is above the threshold then the Authority will expect affordable housing to be provided. This is to ensure that sites are not broken up into smaller portions and phased which would avoid the requirement for affordable housing

<sup>146</sup> See Housing Background Paper for full details on how these percentages were calculated.

<sup>147</sup> See Glossary of Terms.

<sup>148</sup> These figures are taken from Table 5.

already with planning permission 192 dwellings)

A windfall contribution of 250 dwellings is also expected.

The Authority will require a minimum density of 30 dwellings per hectare on housing development in the Centres where this is compatible with the character of the Centres. Housing development in countryside locations as permitted under Policy 7 will need to be compatible with the existing character of the area.

Some sites will require phasing of development – see Table 8 below.

**Policy 45 AFFORDABLE HOUSING (Strategy Policy)**

To deliver affordable housing the National Park Authority will as part of the overall housing provision:

- a) Seek to negotiate 50% affordable housing to meet the identified need in developments of 2 or more units in housing developments in all Centres identified in the plan area with the following exceptions where a higher percentage will be negotiated: Tenby (60%), Newport (70%), Saundersfoot (60%), Dale (80%), Dinas Cross (100%) and New Hedges (60%).
- b) Allow the exceptional release of land within or adjoining Centres for affordable housing to meet an identified local need.<sup>150</sup>
- c) Where an affordable housing need has been identified prioritise affordable housing provision in countryside locations through filling in gaps or rounding off or through conversion.<sup>151</sup> 50% affordable housing to meet an identified need in developments of 2 or more residential units will be sought.
- d) Seek a commuted sum to help with the delivery of affordable housing on housing developments below the threshold of 2 units (i.e. on proposals for single residential units).<sup>152 153</sup>

When considering a new use for a redundant community facility an employment use or affordable housing will be prioritised. When considering a new use for an employment use a community use such as affordable housing provision will be given priority. 50% affordable housing to meet an identified need in developments 2 or more residential units will be sought.

Where it can be proven that a proposal is unable to deliver (i.e. the proposal would not be financially viable) in terms of the policy requirements of the Plan (i.e. for affordable housing provision, sustainable design standards expected and community infrastructure provision) priority will be given to the delivery of affordable housing in any further negotiations, provided that it can be

<sup>149</sup> See Policy 6 for a list of Centres.

<sup>150</sup> Affordable housing on exceptions sites should meet the needs of local people (paragraph 9.2.23 of Planning Policy Wales, Edition 3, July 2010).

<sup>151</sup> Affordable housing in conversions in the countryside can be for local need. (paragraph 7.6.9 of Planning Policy Wales, Edition 3, July 2010) See also paragraph 9.2.24 regarding constraints to consider for such developments.

<sup>152</sup> Planning Policy Wales, Edition 3, July 2010, paragraph 9.2.16

<sup>153</sup> The National Park Authority will prepare supplementary planning guidance on the extent of contributions to affordable housing which will be required from single unit developments. The guidance will be completed within 12 months of the adoption of the Local Development Plan.

demonstrated that the proposal would not unduly overburden existing community infrastructure provision.

The affordable housing target for the Plan period is 530 residential units.

4.208 Planning guidance on affordable housing prepared jointly with Pembrokeshire County Council will require updating.

**Table 7 Allocations of Housing Sites (see Proposals Map and Appendix 2)**<sup>154</sup>

Location	Proposals Map ID	Site Name	Area Hectare	Residential Units	% Affordable Units	Affordable Housing Provision expected
Tenby	HA377	Brynhir	6.35	168	60	101
Tenby	HA723	former cottage Hospital Site	0.17	10	60	6
Tenby	HA724	Rectory Car Park	0.94	50	60	30
Tenby	HA727	West of Narberth Road	1.14	25	60	15
Tenby	HA752	Butts Field Car park, Tenby	0.94	80	60	48
Tenby	HA760	Reservoir Site, Tenby	0.33	12	60	7
Crymych	HA750	Depot Site	0.37	15	50	8
Newport	HA825	North of Feidr Eglwys	1.50	20	70	14
St David's	HA385	North of Twr-y-Felin	0.92	13	(current permission for 0 affordable/ renewal 50%)	
St David's	HA737	St Davids West Glasfryn Road	3.80	90	50	45
St David's	HA789	Adj Ysgol Bro Dewi, Nun Street	0.56	10	50	5
Broad Haven	HA734	South of Driftwood Close	0.66	8	50	4
Dale	HA382	Castle Way	0.55	12	80	10
Dinas Cross	HA387	Opposite Bay View Terrace	0.25	12	100	12
Herbrandston	HA732	East of Herbrandston Hall	0.38	12	50	6
Jameston	HA436	North of Landway Farm	0.32	7	(current permission for 1 affordable/ renewal 50%)	
Jameston	HA730	Opposite Bush	1.69	35	50	18

<sup>154</sup> Please see Background Papers 'Site Criteria' and Housing Background Paper for more information. Only sites for 5 or more dwellings are allocated. Please also see Table 3 Mixed Sites for housing and affordable housing contributions.

Location	Proposals Map ID	Site Name	Area Hectare	Residential Units	% Affordable Units	Affordable Housing Provision expected
		Terrace				
Jameston	HA821	Green Grove	0.36	5	50	3
Lawrenny	HA559	Adjacent Home Farm	1.07	30	50	15
Manorbier Station	HA848	Field opp Manorbier VC School	0.64	19	50	10
New Hedges	HA813	Rear of Cross Park	1.42	30	60	18
Solva	HA384	Adjacent to Bro Dawel	1.65	18	50	9
Solva	HA792	Bank House, Whitchurch Lane	0.61	12	50	6
Trefin	HA738	North of Heol Crwys	0.61	15	50	8
<b>Total</b>			27.23	708		398

4.209 Phasing the development of some sites will be needed, for example, to take account of infrastructural requirements, potential impacts on the Welsh language, to allow satisfactory absorption of development into communities or to ensure some land is available throughout the Local Development Plan period. Appendix 2 explains the background to the phasing proposed. For more information on mixed use sites please see Table 3 of the Plan.

**Table 8 Phasing of Housing & Mixed Use Sites**

Location Proposals Map ID	Site Name and Location	Number of Units	Phase 1 (2007 - 2011)	Phase 2 (2012 -2017)	Phase 3 (2018 to 2021)
Broad Haven MA776	Land north east of Marine Road	35		35	
Broad Haven HA734	South of Driftwood Close	8		8	
Jameston HA730	Opposite Bush Terrace	35		20	15
Lawrenny HA559	Adj Home Farm	30	15	15	0
Manorbier Station HA848	Field opp Manorbier VC School	19		9	10
Manorbier Station MA895	Land part of Buttylands	15		8	7
New Hedges HA813	Rear of Cross Park	30		15	15
Solva HA384	Adj Bro Dawel	18		18	0
Solva HA792	Bank House, Whitchurch Lane	12		12	0
St Davids HA737	West of Glasfryn Rd	90		30	60
St Ishmaels MA733	Adj School	40		16	24
Tenby HA377	Brynhir	168	30	90	48
Trefin	North of Heol Crwys	15		10	5

Location Proposals Map ID	Site Name and Location	Number of Units	Phase 1 (2007 - 2011)	Phase 2 (2012 -2017)	Phase 3 (2018 to 2021)
HA738					
		515	45	286	184

4.210 The following policies and advice provide additional guidance on housing.

#### Gypsy Sites

Policy 46	<p><b>Gypsy Sites</b></p> <p><b>Proposals for Gypsy and Traveller sites will be permitted where:</b></p> <ul style="list-style-type: none"> <li>a) evidence of need to locate or provide transitory arrangements in the area has been identified; and</li> <li>b) the site is well located to serve the needs of Gypsy and Travellers including the need to access local services; and</li> <li>c) the site has good access to a public road which is safe and direct; and</li> <li>d) the site is suitable for the development and on site services facilities can be adequately provided; and</li> <li>e) amenity issues for both residents on the site and neighbouring properties are adequately addressed; and</li> <li>f) the proposal does not cause significant visual intrusion, is sensitively sited in the landscape and satisfactory landscaping is provided.</li> </ul>
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4.211 There are five Gypsy caravan sites in Pembrokeshire located in Kilgetty, Waterloo (Pembroke Dock), Monkton, Merlin's Bridge and Rudbaxton providing a total of 84 pitches.

4.212 Pembrokeshire County Council will monitor provision and if a need arises for additional sites, or extensions to existing ones, the Council and the National Park Authority will work with the relevant bodies and organisations to provide suitable additional land.

4.213 The potential for negative effects on Natura 2000 sites is unlikely but remains dependant on the scale and location of the site.



Policy 47	<p><b>Low Impact Development Making a Positive Contribution</b></p> <p><b>Low impact development in the countryside that makes a positive contribution will be permitted where:</b></p> <ul style="list-style-type: none"> <li><b>a) the proposal will make a positive environmental, social and/or economic contribution with public benefit; and</b></li> <li><b>b) all activities and structures on site have low impact in terms of the environment and use of resources; and</b></li> <li><b>c) opportunities to reuse buildings which are available in the proposal's area of operation have been investigated and shown to be impracticable; and</b></li> <li><b>d) the development is well integrated into the landscape and does not have adverse visual effects; and</b></li> <li><b>e) the proposal requires a countryside location and is tied directly to the land on which it is located, and involves agriculture, forestry or horticulture; and</b></li> <li><b>f) the proposal will provide sufficient livelihood for and substantially meet the needs of residents on the site; and</b></li> <li><b>g) the number of adult residents should be directly related to the functional requirements of the enterprise; and</b></li> <li><b>h) in the event of the development involving members of more than one family, the proposal will be managed and controlled by a trust, co-operative or other similar mechanism in which the occupiers have an interest.</b></li> </ul>
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- 4.214 Proof that there is a positive contribution from the development in terms of the environment, the use of resources, and a combination of social/economic benefits will be needed. Public benefits might include providing services to the community. Proof that the proposals will achieve a neutral or at least the lowest possible adverse impact for each part of the government's sustainability agenda must be submitted. A management plan for the proposal will be required to cover a range of issues including renewable energy generation (See Policy 33). Supplementary planning guidance drafted under the Joint Unitary Development Plan for Pembrokeshire will be taken forward under the Local Development Plan.

#### Key Actions outside the Local Development Plan

- 4.215 Continued commitment from local housing associations and the local housing authority, Pembrokeshire County Council to help in the delivery of affordable housing. The majority of allocations can proceed without the need for Social Housing Grant.<sup>155</sup>

<sup>155</sup> See Housing Background Paper



## Priority F: Community Facilities, Retailing, Transport

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## F. Community Facilities, Retailing, Transport

### Community Facilities

- 4.216 Meeting the local needs of communities means bringing homes, jobs, facilities and services within close reach and supporting existing facilities and services. There is clearly a need to ensure that new development makes services and facilities better for people elsewhere.
- 4.217 The strategy is to ensure that new development does not reduce the existing level and range of provision of community facilities available to Park residents and visitors, unless the facility is no longer required or is not commercially viable, and that, additional infrastructure<sup>156</sup> or services required by a proposal are put in place at the appropriate time. With new and extended facilities they will be encouraged where they are well located to meet the community's needs and convenient to public transport, shops and other services where this is required to serve the needs of the user. The spatial strategy proposed by the Local Development Plan should assist in this aim.
- 4.218 At the end of the Local Development Plan period there will be at least the same number of community facilities as at the beginning of the Local Development Plan period unless loss was unavoidable because they were no longer required. Ensuring quality of provision is not adversely affected will be an important consideration. With regard to criterion 48b) below, commercial viability is a test for commercial enterprises. Issues to be considered when demonstrating how a suitable replacement or enhanced facility is to be made available or showing it is no longer required could include the sale of the building to provide funding for a replacement, demonstrating the facility has remained unused over a long period of time despite efforts to secure its re-use including the opportunity for part-time working/opening or, merging with other facilities to maintain viability. Opportunities for public funding to support facilities could also be considered. Planning permissions will have secured obligations to deal with the additional infrastructure, services and facilities required by a proposal.<sup>157</sup>
- 4.219 Supplementary Planning Guidance will be needed to explain the requirements for delivering improvements to infrastructure, services and facilities. This guidance will take account of progress made with guidance prepared under the Joint Unitary Development Plan for Pembrokeshire. This Authority will also need to consider the implications of the possible introduction of the Community Infrastructure Levy in consultation with partner organisations.

Policy 48	<b>COMMUNITY FACILITIES &amp; INFRASTRUCTURE REQUIREMENTS (Strategy Policy)</b>
	<b>The provision and protection of community facilities will be achieved as follows:</b>
	<b>a) With new and extended facilities these will be permitted where they are well located to meet the community's needs and they are convenient to public transport, shops and other services where this is required to serve the needs of the user.</b>
	<b>b) Development which would adversely affect the operation of a community facility, or results in its loss will not be permitted except</b>

<sup>156</sup> See Glossary of Terms

<sup>157</sup> Areas where contributions may be sought include, affordable housing, archaeology, nature conservation and the historic environment, community and social services, crime and disorder, education, employment and training, environmental enhancements, flood defence, town centre improvements, fire and rescue infrastructure, health care, libraries, open space, recreation and leisure facilities, recycling facilities and community schemes, transport including travel schemes, allotments and sustainable urban drainage systems.

where a suitable replacement or enhanced facility is to be made available or where it can be shown the facility is no longer required or is not commercially viable. When considering a new use for a redundant community facility an employment use or affordable housing will be prioritised.

- c) Planning permission will be granted for proposals that have made suitable arrangements for the improvement or provision of infrastructure, services and community facilities made necessary by the development. Arrangements for provision or improvement to the required standard will be secured by planning conditions attached to a planning permission or in some case planning obligations. The Authority will seek to obtain benefits to contribute to dealing with the most acute areas of need for National Park communities.

Allocations for community facilities are listed in Table 9 and are shown on the Proposals Map.

**Table 9 Community Facilities (See Proposals Map and Appendix 2)**

Site Ref	Site Name & Location	Use	Size
CP829	Land at Saundersfoot Railway Station, Pentlepoir	Car park	0.39Ha
CP828	Manorbier Station	Car park	0.26Ha

#### Retail

- 4.220 The strategy for Tenby, Saundersfoot, St Davids and Newport is to maintain their position relative to one another and larger centres outside the area. Despite leaking spend to centres outside the Park area they are performing well with the support of resident and visitor spend. It is proposed to encourage the sympathetic regeneration of these Centres so that they can continue to remain attractive places to live and visit; provide a valuable role in meeting the needs of local communities and visitors, and attract niche retail opportunities.
- 4.221 Towns, in particular those that attract visitors, can become over dominated by non-retailing uses such as take-aways, pubs and restaurants (A3 uses) which make them less attractive for shoppers, and can introduce anti-social behaviour, whilst a diversity of uses such as recreational uses, restaurants, cafes, galleries and cinemas can reduce the need to travel out of a centre. The strategy for the Park Centres will be to identify areas in Tenby where only a certain proportion of non retail use will be allowed. Generally amenity issues for A3 uses will be carefully assessed and controlled.
- 4.222 The Authority will resist any proposals which may potentially damage or undermine the retail role of these centres by restricting development outside these centres in accordance with national planning policy.<sup>158</sup> The exception to this will be the recognition of the important role rural provision makes to Park communities. Additional provision of retail at these locations is encouraged where compatible with the scale of centre. Outside the main centres other smaller centres can have local shops protected and provided as a community facility by Policy 48.

<sup>158</sup> There is the potential for out-of-centre development to be in direct competition with, and to undermine centres. Planning Policy Wales, Edition 3, July 2010, Chapter 10 advises that retail and other services are best located within existing centres at an appropriate scale. Out-of-centre food supermarkets are considered at paragraph 10.3.8 of Planning Policy Wales, Edition 3.

**Policy 49 RETAIL IN THE NATIONAL PARK (Strategy Policy)**

**The retail hierarchy is as follows:**

- a) Tenby Town Centre**
- b) Newport, St David's and Saundersfoot District Centres**
- c) Other smaller retail centres**

**All new retail development should be consistent in scale with the size and character of the Centre and its role in the hierarchy.<sup>159</sup> Specific areas within Tenby are identified where non retail uses will not be allowed to dominate. The amenity of neighbouring properties will be an important consideration where A3 uses are proposed (see Policy 30).**

**Town and District Centre boundaries will help focus investment in the centre, and maintain the townscape.**

4.223 The policies and advice below provide additional guidance on retail matters.

4.224 Planning Policy Wales, Edition 3 sets out clear statements of national development control policy on out of town retailing, amusement arcades, farm shops, local shops, village shops and pubs. It also provides advice on factories and other businesses selling produce and retailing at petrol stations. Please refer to Chapter 10 'Planning for Retailing and Town Centres'. Town Centre (Tenby) and District Centre boundaries (Saundersfoot, St Davids and Newport) are identified on the Proposals Map along with Primary Retail Frontages at Tenby. There are also smaller centres, including Solva.

**Policy 50 Town and District Shopping Centres**

**Within the town shopping centre of Tenby, and the district shopping centres of Saundersfoot, St Davids and Newport, and other smaller shopping centres changes of use, redevelopment or development of new buildings will be permitted where:**

- a) if in a town or district shopping centre the proposal falls within Class A1, A2, A3, B1, C1, D1 or D2 of the use classes order or is a sui generis<sup>160</sup> use normally found in such shopping centres;**
- b) if in a smaller centre the proposal is for retail or commercial uses (A1, A2 and A3 uses) or community facilities; and**
- c) if it is located within a primary frontage the proposal would not create a concentration of non-retail uses; and**
- d) the scale, siting and design is appropriate and would contribute to the character and appearance of the area; and**
- e) Proposals for A3 uses would not cause unacceptable disturbance to the occupiers of nearby property or adversely affect amenity (see Policy 30).**

<sup>159</sup> Planning Policy Wales, Edition 3, July 2010, Chapter 10 identifies examples of the type and scale of development appropriate for town, district, local and village centres (starting paragraph 10.1.2).

<sup>160</sup> see Glossary of Terms.

- 4.225 The policy is intended to ensure that the vitality, viability and diversity of shopping centres is maintained and enhanced. The shopping centres of the Plan area play a vital role in providing services for residents and visitors to the National Park, including leisure, recreation, schools, business and public service offices. Individual businesses benefit from the variety of shops and facilities in the centre as a whole.
- 4.226 The retention of retailing in Tenby town centre is supported through the definition of primary retail frontages. These are intended to ensure that retailing character and provision of the centre are not undermined.
- 4.227 At primary retail frontages, non A1 uses which would lead to or unacceptably increase the concentration of similar uses, or reduce the retail character of the area will be resisted. Each application will be considered on its individual merits having regard to the above criteria and national planning policy. However, in most cases a maximum of one-third of the retail frontage in non-retail use, and no more than three non A1 units adjacent to each other is considered an appropriate balance of uses.
- 4.228 Uses which do not attract significant numbers of customers will be encouraged to locate above the ground floor level at retail frontage locations. In appropriate cases, ground floor occupiers will be required to maintain a shopfront and window display. Residential development above ground level will be considered appropriate.
- 4.229 Most non retail uses add to the vitality and attractiveness of centres, however a concentration of A3 (hot food and drink) uses such as take-aways can affect the attractiveness and amenity of the centre.
- 4.230 Appropriate conditions will be applied to ensure that amenity is not adversely affected including restriction on the hours of opening, provision of appropriate litterbins and filtration (odour) equipment. Contributions may also be required to support public safety measures.

Policy 51	<p><b>Garden Centres</b></p> <p><b>Garden centres will be permitted where:</b></p> <ul style="list-style-type: none"> <li>a) the proposal is located within or adjacent to a Centre; and</li> <li>b) the proposal would not undermine the vitality and viability of retail facilities in any nearby Centre; and</li> <li>c) the scale and nature of any buildings proposed for retail use and the size, design, materials and siting of any new building or extension blend with existing building(s).</li> </ul>
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- 4.231 Garden centres are a distinctive element of the retailing facilities of the County. This policy is intended to ensure that retail garden centres or plant nurseries which sell to the visiting public are well located in terms of existing Centres and developments, and are of an appropriate scale for the location. In many cases, the impact on local amenity and traffic issues can be an important consideration.
- 4.232 Planning conditions may be applied to limit the range of goods which can be sold from the premises and to ensure that the net retailing floorspace is appropriate, so as to protect the vitality and viability of existing centres and particularly local shops.

## Sustainable Transport

- 4.233 The strategy for the National Park is to improve and promote accessibility by appropriate means for the people who work, live, rest and play in the National Park whilst reducing the need to travel by private car. The National Park is predominantly rural in nature and peripheral to strategic communication links in West Wales.
- 4.234 As the National Park is not a highways authority much of the strategy will be delivered through the policies and actions of other plans produced by the Welsh Assembly Government, South West Wales Integrated Transport Consortium and Pembrokeshire County Council Highways Authority. The Regional Transport Plan for South West Wales contains the Trunk Road Programme by the Welsh Assembly Government. These plans will set out the priorities for improving transport and accessibility in the area. Community transport schemes and greater co-ordination amongst operators are considered to be important priorities for the area.
- 4.235 The spatial strategy of the Local Development Plan is to target development wherever possible to locations which have a reasonable range of facilities and access by public transport. Unfortunately some Centres that have a range of facilities and should be encouraged to grow, fall short on public transport provision, and this needs to be addressed as does instances where the private car dominates and spoils the attractiveness of the Centre.
- 4.236 Although the Local Development Plan's strategy directs growth primarily to Centres, there are instances where the Local Development Plan will need to consider proposals outside these locations, for example, to help economic diversification in the countryside. The strategy will be to assess proposals in terms of the traffic impact and to avoid those that cause significant concerns. Examples of this might be by generating significant levels of traffic in congested areas or where there are concerns over damage to the character of the local area and these impacts cannot be mitigated.

### Policy 52 **SUSTAINABLE TRANSPORT (Strategy Policy)**

**To ensure that during the Local Development Plan period land use planning opportunities are taken to improve and promote accessibility and reduce the need to travel by car by:**

- a) Permitting proposals that assist in delivering improved traffic and parking management;**
- b) Permitting facilities to improve public transport by helping to link between travel modes or providing facilities for passengers;**
- c) Ensuring new development is well designed by providing appropriate access for pedestrians, cyclists, vehicles; and**
- d) Not permitting proposals that cause significant concerns about potential transport impacts which cannot be satisfactorily mitigated (see Policy 53).**

Allocations for road and cycle schemes are listed in Table 10 and shown on the Proposals Map.

- 4.237 Land affected by the following Welsh Assembly Government and County Council road and cycle schemes are safeguarded from other developments that would be likely to prejudice their implementation.<sup>161</sup> The proposed route, where known is shown on the Proposals Map.

**Table 10 Road & Cycle Schemes (see Proposals Map and Appendix 2)**

<b>Scheme Number</b>	<b>Road/Cycle Schemes</b>
RI1	New House Bridge Improvement A4075
RI2	Shared Use Path south of Carew Castle
RI3	St Petrox Bends Improvement
RI4	Fan Road/B4316 Junction Improvement, Saundersfoot
RI5	Gumfreston to Tenby Phase 3
RI6	Glasfryn Lane, St Davids
RI7	A40 Canaston Bridge

- 4.238 The policies and advice below provides additional guidance on sustainable transport.
- 4.239 Planning Policy Wales, Edition 3 sets out clear statements of national development control policy on traffic management, transport considerations in development control, transport assessments and travel plans and access to development. Please refer to Chapter 8 'Transport'. Planning and appraisal of transport proposals in Wales are guided by the Assembly's (WelTAG) Welsh Transport Planning and Appraisal Guidance which details how all transport proposals should be planned and developed. The policies below provide additional guidance and advice on sustainable transport.

<b>Policy 53</b>	<p><b>Impacts of Traffic</b></p> <p><b>Development will be permitted where appropriate access can be achieved. Instances where access will be considered to be inappropriate are:</b></p> <ul style="list-style-type: none"> <li><b>a) traffic is likely to generate an unacceptable impact on congested areas or at times of peak traffic flows; or</b></li> <li><b>b) traffic is likely to be generated at inappropriate times such as late at night in residential areas; or</b></li> <li><b>c) where there is an unacceptable impact on road safety; or</b></li> <li><b>d) where significant environmental damage would be caused and cannot be mitigated.</b></li> </ul>
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- 4.240 This policy follows the National Planning Policy set out in Technical Advice Note 18 but sets the criteria for assessment to levels more relevant to the level of development occurring in the National Park. All applicants will be required to complete a short transport statement detailing the likely number of trips their proposed development would generate and the likely modal share.

<sup>161</sup> See Glossary of Terms

- 4.241 More detail will be required for those developments meeting any of the following:
- Residential developments of 25 units or more: or
  - 100 or more vehicle movements per day: or
  - 10 freight movements per day: or
  - where the National Park Authority has significant concerns about the possible transport impact of the proposed development.
- 4.242 A full Transport Assessment will be required for any proposals likely to have significant trip generation or where the National Park Authority has significant concerns about the possible transport impact of the proposed development.

Policy 54	<p><b>Cycleways</b></p> <p><b>New cycleways will be permitted where they:</b></p> <ul style="list-style-type: none"> <li>a) have as little adverse environmental impact as feasible, and where necessary incorporate mitigation measures; and</li> <li>b) fulfil a strategic or local need (for instance forming part of or a link to the National Cycle Network); or</li> <li>c) contribute to road safety improvements (separation of cycle traffic from motor vehicles for example); or</li> <li>d) provide improved opportunities for sustainable travel (particularly within or between the main Centres and large Centres of the County and also to and from major tourist attractions); or</li> <li>e) reduce traffic congestion in an historic Centre, at a rural/coastal attraction, or at schools and along well used routes to and from them.</li> </ul>
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- 4.243 The purpose of this policy is to support the development of cycleways. Like walking, cycling is a flexible and convenient travel mode, particularly for shorter distance journeys.

Utility Services
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- 4.244 Planning Policy Wales, Edition 3 sets out clear statements of national development control policy on water supply and quality and waste water management. Please refer to Chapter 12 'Infrastructure and Services' and Chapter 13 'Minimising and Managing Environmental Risks and Pollution'.

Policy 55	<p><b>Powerlines and Pipelines</b></p> <p><b>Cables or pipelines and associated development will be permitted where the least obtrusive and damaging location, route or means of provision is chosen. Where developments would be visually prominent evidence must be provided to show that alternative locations have been investigated and are impractical. Such proposals will be rigorously examined with regard to siting and design and will be permitted only where there are no unacceptably adverse effects on the special qualities of the National Park.</b></p>
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**Where it can be demonstrated that proposals are of national significance, applications should be accompanied by technical and financial feasibility studies.**

4.245 The purpose of this policy is to set out an appropriate framework for considering proposals for cabling, the construction of pipelines and associated development such as pylons, substations etc. Opportunities for undergrounding should always be explored providing that this does not result in a greater impact on the National Park's special qualities. It is acknowledged that the location or route chosen must be technically feasible. The National Park's special qualities are defined in Policy 8.

4.246 Many proposals will lie outside the scope of normal planning control with the National Park Authority only being consulted by the relevant statutory body. Therefore the Authority will, in addition to using this policy in dealing with planning applications received for such proposals, use it in informing responses to such consultations.

4.247 Policy 33 is also relevant for renewable energy proposals.

**Policy 56      Telecommunications**

**Telecommunications development will be permitted provided that:**

- a) the development is part of a planned system of provision; and**
- b) taking account of opportunities afforded by the shared use of existing masts, antenna or other structures, the least obtrusive or damaging, technically-feasible structure and location can be secured.**

**Where developments would be visually prominent evidence must be provided to show that alternative locations have been investigated and are impractical. Such proposals will be rigorously examined with regard to siting and design and will be permitted only where there are no unacceptably adverse effects on the special qualities of the National Park.**

**Where it can be demonstrated that proposals are of national significance, applications should be accompanied by technical and financial feasibility studies.**

4.248 This policy is intended to guide telecommunications developments to the least obtrusive location possible, taking into account the technical requirement of each individual application, including its function within the network. Both the individual and cumulative impact of proposals will be of importance. The planned system of provision should include a strategic programme for the location of masts showing how the proposal fits into the network. To assess the proposal under criterion b) applicants will also be required to demonstrate that an appraisal of alternative sites and options has been undertaken, taking into account the possibilities of mast sharing, attachment to a building or other suitable structure when providing a justification for the preferred site. The Authority will expect the information to clearly demonstrate in quantifiable terms why alternative locations or options are impractical relative to the site chosen.

4.249 The effect of telecommunications developments on amenity is an important consideration (see Policy 30).

- 4.250 The National Park's special qualities are defined in Policy 8. There is a potential for negative impacts on species, (e.g. bats), however a determination of effect cannot be made without the scale and location of the development being known. Consideration of environmental impacts will include designated sites, such as Natura 2000 sites and undesignated sites.

#### Key Actions outside the Local Development Plan

- 4.251 Transport accessibility issues will need to be addressed through Pembrokeshire Greenways, Pembrokeshire County Council and the South West Wales Integrated Transport Consortium. Appendix 2 provides more advice on the road and cycle schemes proposed.
- 4.252 Supplementary Planning Guidance will be needed to explain the requirements for delivering improvements to infrastructure, services and facilities to help meet social and environmental needs, such as sustainable transport improvements.



## 5. Monitoring

- 5.1 The proposals of the Local Development Plan represent a change in the scale, location and type of development proposed in the National Park. The effort required to achieve key outcomes of the Plan extends beyond the responsibilities and resources of the National Park Authority, for instance in relation to the provision of sewage treatment facilities or infrastructure to support the release of new employment sites.
- 5.2 The Local Development Plan's objectives and policies will be monitored through an Annual Monitoring Report.<sup>162</sup> These reports will monitor progress against key indicators<sup>163</sup> and targets. The report will reflect the success of the Local Development Plan and show if targets are being met. These indicators and targets are in addition to those which are to be used in the sustainability appraisal monitoring.
- 5.3 Appendix 4 sets out indicators and targets for key outcomes for the Local Development Plan.

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<sup>162</sup> See Glossary of Terms.

<sup>163</sup> See Glossary of Terms

## 6. Glossary of Terms

Term Used	Explanation
Accessibility	The extent to which a locality or facility is readily approachable and usable by as many people as possible, including individuals with disabilities.
Adopted	The final confirmation of the Plan or Supplementary Planning Guidance or Strategy
Affordable housing	Affordable housing is housing for sale or rent at prices below the market rate. It will be reserved in perpetuity by the use of Section 106 agreements or conditions as affordable housing where a private developer is involved. Housing Associations will not be required to enter into such obligations but may wish to enter into voluntary lettings agreements. Affordable housing will be provided for local people in unsuitable housing who cannot afford to resolve their housing needs in the open market.
Affordable Housing Need	Assessed by examining the suitability of present housing and the ability of households to afford market priced housing.
Allocation	Land which will be proposed for development, which will be identified in a Proposals Map in the deposit and the adopted version of the Local Development Plan.
Annual Monitoring Report (AMR)	This will assess the extent to which policies in the Local Development Plan are being successfully implemented.
BREEAM	The BREEAM family of assessment methods and tools are all designed to help construction professionals understand and mitigate the environmental impacts of the developments they design and build.
Brownfield Site/ Land	See Planning Policy Wales (2002), Figure 2.1
'Centre'	Means either a 'Local Service and Tourism Centre' or a 'Local Centre' or a 'Rural Centre'.
Community Facilities	Community facilities provide for the health, welfare, social, educational, spiritual, leisure and cultural needs of the community. Facilities, usually located within a village or town that are regularly used by the local community. These can include; shops, public houses, cinemas, petrol filling stations, children's formal play areas, playing fields, doctor's surgery, schools, village/community halls, nursing homes, churches, allotments, etc.,
Community Strategy	Local authorities, either independently or as part of a community strategy partnership, are required to prepare these, with the aim of improving the social, environmental and economic well being of their areas.
Consultation	A formal process in which comments are invited on a particular topic or set of topics, or a draft document.
Cultural Heritage	The cultural heritage of Pembrokeshire Coast National Park includes all evidence of past human activity, as well as people's responses to, and associations with those activities. It includes the aesthetic appreciation as well as the physical evidence of people's activities, and is embodied in language, art, and the meaning and interpretation which we give to our landscape and historic environment. It is all around us, providing a context for our daily lives and influencing regional and local identity.
Delivery Agreement	A document comprising the Local Planning Authority's timetable for the preparation of the Local Development Plan together with its Community Involvement Scheme, submitted to the Assembly Government for agreement.
Deposit Plan	A formal stage during which organisations and individuals can make representations on the detailed policies and proposals.
Employment Land / Site	Land that typically forms part of an industrial estate or business park, which is occupied by one or more of the following: offices, manufacturing, research and development, storage and distribution.
Evidence	Base Interpretation of the present state of an area (i.e. baseline) or other information/ data to provide the basis for planning policy and against which to measure change.
Greenfield Sites	These are sites which have never been previously developed or used for an urban use, or are on land that has been brought into active or beneficial use

Term Used	Explanation
	for agriculture or forestry i.e. fully restored derelict land.
Greenways	Pembrokeshire Greenways is a Partnership of the Countryside Council for Wales, National Trust Wales, Pembrokeshire Access Group, Pembrokeshire Coast National Park Authority, Pembrokeshire County Council and PLANED which aims to promote access and enjoyment by local people and visitors to Pembrokeshire's coast and countryside through bus and train travel, walking cycling, and riding rather than by the use of the private car.
Historic Environment	The historic environment of the Pembrokeshire Coast National Park encompasses all those material remains that our ancestors have created on land and coast. It ranges from historic landscapes, parks and gardens, distinctive field patterns and thoroughfares through to historic settlements, traditional buildings, ancient monuments and buried archaeological sites. It provides a constant reminder of past human enterprise, a source of enjoyment and learning and combines with the natural environment and habitats of the National Park to give us a unique sense of place, daily inspiration and an important asset for the future.
Implementation	Implementation is the carrying out, execution, or practice of a plan, a method, or any design for doing something. As such, implementation is the action that must follow any preliminary thinking in order for something to actually happen.
Indicator	An indicator is something that helps you understand where you are, which way you are going and how far you are from where you want to be. A good indicator alerts you to a problem before it gets too bad and helps you recognise what needs to be done to fix the problem.
Infrastructure	Water supply and sewerage facilities, roads and transportation, local community, shopping and other facilities required as framework for development.
Landscape Capacity	The ability of the National Park landscape to absorb development for this Plan period is tested using the methodology set out in the Background Paper 'Site Criteria'. In terms of constraints to development the predominant issues is impact on landscape character.
Local Development Plan (LDP)	The required statutory development plan for each local planning authority area in Wales under Part 6 of the Planning and Compulsory Purchase Act 2004. The Local Planning Authorities (LPAs) have to set out their objectives in relation to development and use of land in their area and set out the general policies for the implementation of those objectives within their Local Development Plans. As well as having regard to national planning policy, the Local Planning Authority have to take into account of regional planning policy and the authority's community strategy and the social, economic and environmental factors relating to the local area and global environment, by undertaking a sustainability appraisal of the Local Development Plan.
Major Development	<p>The National Park Authority is likely to regard the following forms of development as 'Major Development':</p> <ul style="list-style-type: none"> <li>▪ development requiring an Environmental Impact Assessment,</li> <li>▪ development not qualifying for an assessment listed above but when assessed against the screening criteria set out under Schedule 3 of the Town and Country Planning (EIA) (England and Wales) Regulations 1999 - SI 1999 No. 293 a significant adverse environmental impact is suspected,</li> <li>▪ development justifying the need to submit an appraisal/assessment of the likely traffic, health, retail implications of the proposal.</li> </ul> <p>Exceptionally, there may be other triggers that necessitate an assessment being carried out. Such an assessment would also need to refer to any associated developments, including access roads and other ancillary buildings. This will be in addition to any assessment required by current legislation, policy or guidance.</p>
Marine Nature Reserve	An area of national or international importance for the purpose of conserving specially important marine habitats and wildlife and other features along the foreshore and seabed.
Mitigation	Measures that avoid, reduce, remediate or compensate for the negative impacts of a strategic action.
Natura 2000 Sites	Natura 2000 is a European network of protected sites which represent areas

Term Used	Explanation
	<p>of the highest value for natural habitats and species of plants and animals which are rare, endangered or vulnerable in the European Community.</p> <p>The Natura 2000 network will include two types of area. Areas may be designated as Special Areas of Conservation (SAC) where they support rare, endangered or vulnerable natural habitats and species of plants or animals (other than birds). Where areas support significant numbers of wild birds and their habitats, they may become Special Protection Areas (SPA). SACs are designated under the Habitats Directive and SPAs are classified under the Birds Directive. Some very important areas may become both SAC and SPA</p>
Rural Housing Enabler	The role of the Rural Housing Enabler is to work with rural communities providing independent advice and support, acting as a facilitator and helping them through the complicated process of providing affordable housing. The Rural Housing Enabler works with Community Councils, local landowners, Planning Officers, the National Park Authority, Housing Associations and other relevant individuals and organisations, helping to find practical solutions, to meet the housing needs of rural communities throughout Pembrokeshire.
Site of Special Scientific Interest (SSSI)	A conservation designation denoting a protected area in the United Kingdom. SSSIs are the basic 'building block' of nature conservation legislation, and most other legal nature/geological conservation designations are based upon them, including National Nature Reserves, Ramsar Sites, Special Protection Areas, and Special Areas of Conservation.
Special Area of Conservation(SAC)	Designated under the European Directive on the Conservation of Natural Habitats and Wild Flora and Fauna for the conservation of sites of international conservation importance.
Special Protection Area (SPA)	Designated under the European Directive on the Conservation of Wild Birds for the protection of wild birds and their habitats.
Soundness	A concept comprising procedure, consistency, coherence and effectiveness against which a local development plan will be examined by an independent Planning Inspector.
Stakeholders	Interests directly affected by the Local Development Plan – involvement generally through representative bodies.
Strategic Environmental Assessment (SEA)	Generic term used internationally to describe environmental assessment as applied to policies, plans and programmes.
Strategy	A strategy is a long term plan or method designed to achieve a particular goal or objective.
Supplementary Planning Guidance (SPG)	Supplementary information in respect of the policies in an Local Development Plan. Supplementary Planning Guidance does not form part of the development plan and is not subject to independent examination but must be consistent with the plan and with national policy.
Sustainable Development	<p>Sustainable Development is defined as "Development which meets the needs of the present without compromising the ability of future generations to meet their own needs" in the Brundtland Report to the World Commission on environment and Development held in 1987. The UK government has set out four aims for sustainable development in its strategy <i>A Better Quality of Life, a Strategy for Sustainable Development in the UK</i>. The four aims, to be achieved simultaneously, are: -</p> <ul style="list-style-type: none"> <li>▪ social progress which recognises the needs of everyone;</li> <li>▪ effective protection of the environment;</li> <li>▪ prudent use of natural resources and</li> <li>▪ the maintenance of high and stable levels of economic growth and employment.</li> </ul>
Utilities	Services provided such as water supply, sewerage, gas and electricity.
Unitary Development Plan (UDP)	The required statutory development plan for each local planning authority area in Wales under the Town and County Planning Act 1990.
Use Class Order	<b>Class A1 SHOPS</b> of all types including superstores and retail warehouses; also includes hairdressers, sandwich bars (except those selling hot food), travel agents, launderettes, dry cleaners, showrooms, except car showrooms.
	<b>Class A2 FINANCIAL AND PROFESSIONAL SERVICES</b> to visiting members of the public, including banks, building societies, estate agents, betting offices.
	<b>Class A3 FOOD AND DRINK</b> including restaurants, pubs, wine bars, and take-aways.

Term Used	Explanation
	<b>Class B1 BUSINESS USE</b> including offices (other than those falling in Class A2), research and development, and industrial processes, provided the use could be carried out in any residential area without detriment to amenity by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit.
	<b>Class B2 GENERAL INDUSTRIAL</b> process other than one falling into Class B1.
	<b>Class B8 STORAGE AND DISTRIBUTION</b> warehouses including wholesale cash and carry.
	<b>Class C1 HOTELS</b>
	<b>Class C2 RESIDENTIAL INSTITUTIONS</b> including hospitals, nursing homes, residential schools and colleges.
	<b>Class D1 NON - RESIDENTIAL INSTITUTIONS</b> including religious buildings, public halls, museums, medical services.
	<b>Class D2 ASSEMBLY AND LEISURE</b> including cinemas, bingo halls, casinos and indoor sports.
	<b>SUI GENERIS</b> Many uses do not fall within any Use Class and are therefore described as <i>Sui generis</i> - a class on their own. For example, theatres, amusement centres, car showrooms, petrol filling stations, and car hire offices are among uses which are specifically excluded from any of the defined Classes.
Wales Spatial Plan (WSP)	A plan prepared and approved by the National Assembly for Wales which sets out a strategic framework to guide future development and policy interventions, whether or not these relate to formal land use planning control. Local development plans must have regard to the Wales Spatial Plan.
Waste Management Facilities	Facilities for storing, sorting, treating and depositing waste. They include, for example, Household Recycling Centres, waste transfer stations, landfill sites, composting facilities and various methods of recovering energy.
Windfall	The term 'windfall sites' is used to refer to those sites which become available for development unexpectedly and are therefore not included as allocated land in a planning authority's development plan. For example, a bus depot may shut down or an industrial site become vacant which may provide a suitable location for housing.



## 7. References

**For Welsh Assembly Government Popular Guide to Local Development Plans**

<http://wales.gov.uk/docrepos/40382/epc/planning/403821/403829/ldpguidee.pdf?lang=en>

**For Welsh Assembly Government Local Development Plan Guidance:**

<http://new.wales.gov.uk/topics/planning/policy/developplans/?lang=en>

**For Welsh Assembly Government Planning Policy:**

<http://wales.gov.uk/topics/planning/policy/?lang=en>

**For Welsh Assembly Government Policy Statement for National Parks in Wales**

<http://wales.gov.uk/topics/environmentcountryside/consmanagement/countrysidecoastalaccess/npwales/policystatement/?lang=en>

**For the Planning Inspectorates Guide to Examination of Local Development Plans**

[http://www.arolygiaethgynllunio.gov.uk/cymru/wal/appeals/local\\_development\\_plans\\_e.htm](http://www.arolygiaethgynllunio.gov.uk/cymru/wal/appeals/local_development_plans_e.htm)

**For the Welsh Assembly Government's Local Development Plan Manual**

[http://wales.gov.uk/topics/planning/policy/developplans/ldp\\_manual?lang=en](http://wales.gov.uk/topics/planning/policy/developplans/ldp_manual?lang=en)

**For National Park Management Plans Guidance**

[http://www.pcnpa.org.uk/PCNP/live/sitefiles/related\\_items/Nationlpksfinal.PDF](http://www.pcnpa.org.uk/PCNP/live/sitefiles/related_items/Nationlpksfinal.PDF)

**For the Joint Unitary Development Plan for Pembrokeshire**

[http://www.pembrokeshire.gov.uk/content.asp?nav=109,141&parent\\_directory\\_id=646&id=5058](http://www.pembrokeshire.gov.uk/content.asp?nav=109,141&parent_directory_id=646&id=5058)

**For Sustainability Appraisal**

<http://www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5>

**For Pembrokeshire Coast National Park Authority Management Plan**

<http://www.pcnpa.org.uk/website/default.asp?SID=1258&SkinID=5>

**For Background Papers**

<http://www.pcnpa.org.uk/website/default.asp?SID=1211&SkinID=5>

*Web links shown above and in the Plan were accessed on the 21st January 2009*

# Appendices to the Local Development Plan

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## Appendix 1 National Park Portrait

### Introduction

1.1. The purpose of this portrait is to:

- summarise what are the Park's key attributes
- identify key messages in relevant Acts, Plans and Strategies for the National Park
- show what is going well for the Park and what key matters need addressing
- show what matters the Authority as well as various stakeholders consider to be of significance
- explain the Park's role in the wider regional and national context.

1.2. It is set out under what has emerged through the above analysis as six key priority issues for land use planning:

- Landscape, biodiversity, historic environment and Welsh language
- Major development, the potential for growth
- Climate change, sustainable design, flooding, sustainable energy
- Visitor economy, employment and rural diversification
- Affordable housing and housing growth
- Community facilities

## National Park Purposes

### Statutory Purposes and Duty

- 1.3. The National Park and Access to the Countryside Act 1949 laid the foundations for the creation of the three National Parks in Wales. Pembrokeshire Coast was designated in 1952. National Parks are the pinnacles in Welsh landscape quality and are heartlands for Welsh culture. They are a very important economic resource for the country as a whole.<sup>164</sup>
- 1.4. The two statutory purposes of the Authority are to:
  - Conserve and enhance the natural beauty, wildlife and cultural heritage of the National Parks; and
  - To promote opportunities for the understanding and enjoyment of the special qualities of the Parks by the public.
- 1.5. In fulfilling these functions, the Authority is also under a duty to foster the social wellbeing of communities within its area. In undertaking its statutory purposes, the Authority and other stakeholders must give priority to the conservation purpose in resolving any irreconcilable conflict between the conservation and promotion of enjoyment purposes. This is known as the 'Sandford Principle'.
- 1.6. The Welsh Assembly Government's vision for the Welsh National Parks was identified in March 2007. 'The Welsh National Parks are protected landscapes of international importance which capture much of what is distinct and special about rural Wales, environmentally and culturally. Although predominantly rural in nature, the Parks contain a resident population of over 80,000, are close to important urban communities and have significant potential to enrich the lives of the people of, and visitors to, Wales and to contribute positively to public health and well-being and to the Welsh economy. They are living landscapes, moulded by their communities over thousands of years. They are places where sustainable development is promoted for the benefit of the environment, the economy and for Park communities. They are places that experiment with new approaches in sustainable development and environmental conservation, providing exemplars of best practice for wider Wales, and helping to shape and lead future rural policy and practice. They are also places where all who can influence the future of the Parks work together to conserve and enhance their natural beauty, biodiversity and cultural identity, in line with sustainable development principles. Guided by the Park Authorities, these special areas are becoming progressively richer and more diverse in terms of landscape, wildlife and heritage and are enjoyed and cherished by a full cross-section of society.'<sup>165</sup>

### A. Special Qualities of the National Park

- 1.7. The special qualities of the National Park are those characteristics and features of the National Park which individually or in combination contribute to making this National Park unique. Work has been undertaken to refresh the Authority's understanding of those special qualities for the Management Plan.<sup>166</sup> Those highlighted were:

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<sup>164</sup> Policy Statement for the National Parks and National Park Authorities in Wales, March 2007, Welsh Assembly Government.

<sup>165</sup> As above page 3.

<sup>166</sup> Special Qualities, Background Paper Pembrokeshire Coast National Park Authority Weblink: <http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

- Coastal splendour
- Diverse geology
- Diversity of landscape
- Distinctive settlement character
- Rich historic environment
- Cultural heritage
- Richness of habitats and biodiversity
- Islands
- Accessibility
- Space to breathe
- Remoteness, tranquillity and wildness
- The diversity of experiences and combination of individual qualities

## Landscape Character

- 1.8. National Parks are the pinnacle in Welsh landscape quality.<sup>167</sup> A Landscape Character Assessment Study has been prepared for the National Park and there are 28 distinct Landscape Character Areas in the Park and special qualities have been identified for each area.<sup>168</sup> The Character Study uses LANDMAP which is the Welsh approach to landscape assessment. The core of LANDMAP information comprises five spatially-related datasets recording information about the physical, ecological, visual and sensory, historic and cultural influences on the landscape.
- 1.9. A designation called a 'Green Wedge' is used to prevent coalescence of villages and towns, safeguarding the countryside from encroachment and to protect the setting of urban areas. A review of the need for and the extent of Green Wedges has been undertaken to inform the preparation of the Deposit Local Development Plan.<sup>169</sup>
- 1.10. Protection of National Parks is important, not only in terms of environmental conservation and the enjoyment they bring to the millions of visitors that come to them each year, but in the national pride in place and in association of the Welsh people with their countryside. The contribution of the Parks to the collective identity of the Nation is huge. In research for the Welsh Assembly Government as to what sort of countryside Welsh people want, the National Parks of Wales are the Nation's favourite area of countryside beaten only by that local to the respondent.<sup>170</sup>
- 1.11. Stakeholders<sup>171</sup> highlighted their special qualities which included the different types of countryside and coastal scenery, tranquillity, the proximity to wildlife and its abundance, the small vibrant communities, fresh air, clean clear water, the range of architectural styles, the Parks long history of settlement. They also identified the sources of enjoyment, beaches, access to the coast, the National Trail, surfing, sailing and riding.

## Biodiversity, Geodiversity, Woodlands and Trees

- 1.12. The National Park is rich in habitats and species contributing to the high environmental quality and diversity of the area. It contains, either entirely or in part, 60 Sites of Special Scientific Interest, 5 Special Protection Areas and 13 Special Areas of Conservation, 6

<sup>167</sup> Policy Statement for the National Parks and National Park Authorities in Wales, Welsh Assembly Government, March 2007.

<sup>168</sup> Landscape Character Assessment Study, John Campion Associates, December 2007 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5)

<sup>169</sup> Green Wedge Background Paper by the National Park Authority Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5)

<sup>170</sup> What Sort of Countryside Do We Want? Land Use Consultants on behalf of the Welsh Assembly Government 2004 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5)

<sup>171</sup> Visitors and Residents Survey, Background Paper, January 2007 weblink: <http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

National Nature Reserves and a Marine Nature Reserve. The condition of designated sites, based on data collated by the Countryside Council for Wales, indicates that Special Area of Conservation feature status is favourable maintained or favourable declining for 39% of features in the National Park, whilst Sites of Special Scientific Interest in Pembrokeshire are in favourable condition in 56% of cases. National Nature Reserve features which lie wholly or partly within the National Park are in favourable condition in 52% of cases.

- 1.13. The Local Biodiversity Action Plan for Pembrokeshire is fundamental to establishing the state of biodiversity and what we have to do to improve it. In 2003 20% of species and habitats in the Action Plan were found to be in an optimal maintained or optimal recovered condition; 13% in a sub-optimal recovering condition; 40% sub-optimal declining; and 27% in an unknown condition. The 2007 target in the current Management Plan is to improve those in an optimal state to 25% and sub-optimal recovering to 40%. The 2007 target is to also decrease those in sub-optimal to 25% and those unknown to 10%. The targets set reflect the need to increase recovery rates and to determine the condition of habitats/species where its currently unknown. When mapped there is also an issue of habitat fragmentation making it difficult for species to move about the countryside with wildlife sites becoming isolated and unsustainable.<sup>172</sup> The Pembrokeshire Community Plan includes targets for improving the condition of designated sites and key species.<sup>173</sup>
- 1.14. The Park contains 51 Geological Conservation Review sites, covering about 40% of the Pembrokeshire coastline. Almost all have SSSI status, the remainder should be notified within the next few years. They are predominantly in favourable condition.<sup>174</sup> Regionally Important Geodiversity sites are likely to be designated during Summer 2009.
- 1.15. With only 8.6% woodland cover in Pembrokeshire (well below the Welsh Average of 12%) and a well networked woodland habitat requiring nearer 30% cover, we should be looking for a lot more planting and development of adjacent semi-natural habitats. We should also in Pembrokeshire be considering parkland trees, hedgerows and wood pasture as ways of increasing cover and connectivity.<sup>175</sup>
- 1.16. Visitors and residents referred to the proximity to wildlife and its abundance. The chance of seeing wildlife when in the Park was valued. Particular habitat types were mentioned for example moorland, commons, estuaries, foreshores, rivers, hedges, woods, dunes and islands. Specific mention was made of coastal flowers and fauna including seabirds, seals and porpoises. Little mention was made of geodiversity at least explicitly but reference was made to the spectacular appearance and diversity of coastal scenery and rock formations.<sup>176</sup>

## Historic Environment

- 1.17. The historic environment of the Pembrokeshire Coast National Park is exceptionally rich and varied. The resource ranges from famous individual sites like Pentre Ifan or Carew Castle to the preserved multi-period landscapes of the Preselis. More recent archaeology includes the important evidence of a military presence in Pembrokeshire.
- 1.18. Some individual sites and monuments are given statutory protection by their status as Scheduled Ancient Monuments. Similarly, some historic buildings are protected as being

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<sup>172</sup> Conserving Nature, Culture and Supporting communities in the Pembrokeshire Coast National Park, National Park Authority no date shown, page 8-9 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5)

<sup>173</sup> A Community Plan for Pembrokeshire 2003/08, Version 2 November 2006, Pembrokeshire Community Planning & Leadership Partnership, page 16 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5)

<sup>174</sup> Local Development Plan Scoping Report pages C45 to C49. Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5)

<sup>175</sup> Conserving Nature, Culture and Supporting communities in the Pembrokeshire Coast National Park, National Park Authority no date shown, page 36-37 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5)

<sup>176</sup> Visitors and residents survey Background Paper, page 7 weblink: <http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

designated as Listed Buildings. However, these sites make up a small proportion of the overall historic resource of the Park.

- 1.19. There are more than 5500 sites or features recorded within the National Park in the Sites and Monuments Record. Of these, around 1500 are either Listed Buildings or Scheduled Ancient Monuments. This means that more than  $\frac{3}{4}$  of sites recorded inside the Park boundaries do not have statutory protection.
- 1.20. These features were prized by people visiting the Park and residents who live there.<sup>177</sup>
- 1.21. The National Park also includes a series of Landscapes of Special Historic Interest in Wales and Historic Parks and Gardens and 14 Conservation Areas.

#### Welsh Language

- 1.22. At the 2001 Census 21.5% of Pembrokeshire residents, and 23.3% of Pembrokeshire Coast National Park residents, could speak Welsh. This compares with 17.6% of Pembrokeshire residents able to speak Welsh at the 1991 Census. However this increase may mask important decreases locally. Crymmych, Dinas Cross, Newport and St David's Wards, all of which have unchanged boundaries between 1991 and 2001, and relatively high incidence of Welsh speaking, show a decline in the percentage of Welsh speakers between 1991 and 2001. Welsh speakers are predominantly found in the north of the Park.

### B. Major Development, the Potential for Growth

#### Major Development

- 1.23. There is a specific policy provision in national planning policy for National Parks. Major development should not take place in the Park save in exceptional circumstances. The Welsh Assembly Government would not expect applications for major developments within the Parks to arise very often.<sup>178</sup>
- 1.24. Stakeholder<sup>179</sup> feedback highlighted 'small is beautiful', for example, responses included restrict supermarkets and encourage small shops and farm shops; they appreciated the lack of commercialisation and the small scale nature of settlements; they were aware of the disbenefits of mass tourism, having too much traffic volumes; the need to encourage small scale industry and small scale projects generating renewable energy.

#### Minerals

- 1.25. As of 2005 there are five active quarry sites in the Pembrokeshire Coast National Park.<sup>180</sup> Minerals Planning Policy Wales, December 2000 sets out land use planning policy in relation to mineral extraction in National Parks. Even though National Park Authorities are minerals authorities minerals development should not take place in these areas save in exceptional circumstances.<sup>181</sup>
- 1.26. Appendix 21 of the Regional Technical Statement, October 2008 for the South Wales Aggregates Working Party sets out this position advising that no allocations or approvals

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<sup>177</sup> Visitors and Residents Survey, Background Paper, page 9.

<sup>178</sup> As above and Planning Policy Wales, March 2002, paragraph 5.5.6.

<sup>179</sup> Background Papers on Visitors and Residents Survey, Council for the Protection of Rural Wales Student Conference See Background Papers weblink: [www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5)

<sup>180</sup> Minerals Background Paper, National Park Authority, January 2008, page 8. Weblink:

<http://www.pcnpa.org.uk/website/default.asp?SID=1244&SkinID=5>

<sup>181</sup> Minerals Planning Policy Wales, Welsh Assembly Government, December 2000, paragraph 21, page 11

should be permitted save in exceptional circumstances. At the moment this National Park has significant permitted rock reserves easily able to cater for future production at recently experienced rates. The Regional Technical Statement advises that there is a general underlying desire to reduce the level of production in National Parks and where possible no new allocations. The Regional Technical Statement sets out the landbank position for the whole of Pembrokeshire including the National Park (pages 83 to 84). There is a 35 year rock supply in Pembrokeshire and the Regional Technical Statement identifies that sand and gravel in the National Park are sufficient for more than 15 years based on recent rates of output. The recommendation advises that no resource allocation is appropriate and that the National Park Authority should explore the possibility of other minerals planning authorities and the industry the possibility of taking on output currently met from the reserves within the Pembrokeshire Coast National Park (in the medium term).<sup>182</sup>

1.27. It is the view of the National Park Authority that potential sources of sand and gravel beyond the boundaries of the National Park in the medium to long term will need to be identified and agreed through the work of the South Wales Aggregates Working Party or through agreement with adjacent planning authorities. This position is supported by Welsh Assembly Government advice.<sup>183</sup> The Authority has identified mineral safeguarding areas within the Deposit Local Development Plan. The safeguarding of mineral resources by other mineral planning authorities in identifying sand and gravel resources within the sub region and will assist in moving towards the working of minerals outside of the National Park. Proposals for coal extraction in the National Park require rigorous examination and all major mineral developments should be demonstrated to be in the public interest before being allowed to proceed. National Parks are not required to identify coal resource zones.<sup>184</sup> The Joint Unitary Development Plan sets out the Authority's policy to serve a Prohibition Order on a dormant site at Penberry. It is not currently anticipated that any additional sites will require such an order under the Local Development Plan.

## Waste<sup>185</sup>

1.28. The National Park is part of the South West Wales Regional Waste Plan Group. Implications for this National Park Authority are that:

- National Park Authorities are automatically identified as exclusion areas in the maps showing areas of search for facilities to serve the needs of the region.
- National Park Authorities have no requirements to provide for the needs of the region.
- Given that National Parks are automatically identified as exclusion areas for facilities serving more than one authority area, National Park Authorities have the following two options for planning new facilities for the management of National Park waste arisings:
  - National Park Authorities may plan for new facilities serving only the National Park area to be sited within the National Park area; and
  - National Park Authorities and Unitary Authorities which cover the same area may work closely together to plan for new facilities serving both the National Park Authority and Unitary Authority areas to be sited outside the

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<sup>182</sup> Regional Technical Statement for the area covered by the South Wales Aggregates Working Party, October 2008  
Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1256&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1256&SkinID=5)

<sup>183</sup> Minerals Planning Policy (Wales) Minerals Technical Advice Note (Wales) 1: Aggregates March 2004, paragraph 50

<sup>184</sup> Minerals Technical Advice Note 2: Coal, Welsh Assembly Government, January 2009, paragraphs 75-79, 37

<sup>185</sup> South West Wales Regional Waste Group, South West Wales Regional Waste Plan, 1<sup>st</sup> Review, August 2008..  
Section L7 & Appendix J Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1256&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1256&SkinID=5)



National Park. The provision of data on capacity broken down by Unitary Authority area facilitates this arrangement

- 1.29. Identification of local waste requirements in the National Park is a matter which has been addressed in the Deposit Local Plan in consultation with Pembrokeshire County Council. The South West Wales Regional Waste Plan, 1<sup>st</sup> review, August 2008 identifies that there will be a requirement for in-building local facilities of up to 1.5 hectares to serve the National Park Authority until 2013 for local waste management facilities. These can include Clean Materials Recovery Facilities, Transfer Stations, Civic Amenity, and Construction and Demolition Exemption (Sites).

#### Ministry of Defence

- 1.30. The Ministry of Defence has advised that there are no plans for development of any significance in the Pembrokeshire estate in the foreseeable future (February 2007).<sup>186</sup> The size of the training estate, including areas with the boundaries of the National Parks is not expected to reduce significantly in the foreseeable future.<sup>187</sup>

#### Potential for Growth

- 1.31. In the report of the public inquiry for the Pembrokeshire Coast National Park Local Plan in 1997 the Inspector made the following comments on housing development and landscape capacity.

*"The correct approach must be to start with environmental considerations, and to examine the extent to which further housing land allocations are compatible with them. Such an approach must almost certainly lead to a total housing land allocation that represents a policy of severe restraint and that does not reflect past completion rates."*

*"This must follow from the considerations that National Park designation represents the highest status of protection as far as landscape and scenic beauty are concerned: that the park is already the most densely populated of all the National Parks; and that its ability to accept further housing must be constrained by its environmental capacity. It would be wholly incorrect, and a negation of the National Park designation, to treat the Park as being no different in policy terms from the rest of the county, and to apportion new housing between them on a pro rata basis, relative to their populations."<sup>188</sup>*

- 1.32. In the report of the Public Inquiry for the Joint Unitary Development Plan for Pembrokeshire (January 2006) the Inspector made the following comment regarding development and the landscape:

*"...it is entirely appropriate that the National Park, by reason of its designation as an area of special landscape character, should be the subject of a policy which imposes fairly severe restrictions on development that would harm those very qualities. ...."<sup>189</sup>*

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<sup>186</sup> Ministry of Defence, Background Paper, National Park Authority, May 2007 See weblink: [www.pcnpa.org.uk/website/default.asp?SID=1244&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1244&SkinID=5)

<sup>187</sup> The Defence Estate Strategy 2006, In Trust & On Trust 2006, paragraph 4.5, page 18. Weblink: <http://www.pcnpa.org.uk/website/default.asp?SID=1244&SkinID=5>

<sup>188</sup> Pembrokeshire Coast National Park: Report Into Duly Made Objections to the Pembrokeshire Coast National Park Local Plan Deposit Draft. Inspector: P J MacDonald MSc RIBA MRTPI Dates of Inquiry: 18 March - 9 May 1997. Paragraphs 4.13 and 4.14 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5)

<sup>189</sup> JUDP Inspector's Report, January 2006, paragraph 4.8.1 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5)

## South West Wales Regional Planning Group

- 1.33. The Authority is part of the South West Wales Regional Planning Group which deals with population projections and their apportionment. Current ambitions by many of the group are in excess of the Welsh Assembly Government projections. No formal agreement has been reached on apportionment. Initial soundings suggest that there is little 'appetite' for apportionment and it is likely that the participating Authorities will pursue individual policy-based approaches.<sup>190</sup>
- 1.34. Neighbouring planning authorities - Pembrokeshire County Council and Ceredigion County Council submitted representations on the Preferred Strategy. Pembrokeshire County Council Officers raised a significant number of concerns and these have been worked through in collaboration with County Council Officers. All issues of a substantive nature have been resolved.<sup>191</sup> National Park Authority Officers have also sought to resolve and respond to any outstanding issues prior to placing the Plan on Deposit. Ceredigion County Council submitted a small number of representations and the Authority has sought to respond to these issues. Ceredigion County Council Officers have been provided with another opportunity to comment on any outstanding issues before Christmas 2008. No response has been received.

## Pembrokeshire Haven Spatial Plan Framework 2021

- 1.35. The Authority is part of the Pembrokeshire Haven Spatial Plan Group and has worked with partners in the development of the Pembrokeshire Haven Key Settlement Framework 2021.<sup>192</sup> This document identifies a spatial distribution of growth and protection in the area to help achieve the vision for the Pembrokeshire Haven area in the Spatial Plan.
- 1.36. Strategic growth areas are identified outside the National Park. The area has three strategic hubs, The Haven (Haverfordwest, Milford Haven/Neyland and Pembroke/Pembroke Dock), Fishguard & Goodwick and Carmarthen Town. These hubs are to provide a regional role and will be the major focus for development.
- 1.37. Tenby, a Tier 2 Settlement with Fishguard/Goodwick, St Clears, Whitland and Narberth is regarded as a medium sized quality tourism, working harbour, cultural and heritage centre. Tenby is targeted for development as a local service centre for residents and visitors and to enhance its role as a working harbour, including linkages to neighbouring islands, environmental enhancements, traffic management initiatives, redevelopment and reuse of central area sites and buildings and the development of allocated employment sites. Crymych, a small part of which lies in the National Park is also included in this tier.
- 1.38. The smaller settlements or local centres of Newport, Saundersfoot and St Davids are identified as Tier 3 settlements with Newcastle Emlyn, Kilgetty, Laugharne/Pendine and Letterston.
- 1.39. National Park settlements are targeted for:
- The development of employment sites, where allocated in the Joint Unitary Development Plan,
  - traffic management initiatives in Saundersfoot and St Davids and improvements to Glasfryn Lane, St Davids to address safety, congestion and development issues.
  - the improvement of centres as tourist attractions, and

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<sup>190</sup> as at October 2008.

<sup>191</sup> Meeting with the Director of Development at Pembrokeshire County Council 25<sup>th</sup> November 2008.

<sup>192</sup> Wales Spatial Plan, Pembrokeshire Haven Key Settlement Framework 2021. Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1247&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1247&SkinID=5)

- the protection of the working harbours of Saundersfoot and Tenby.

Wales Spatial Plan People, Places, Futures 2008

1.40. This document provides an update to the Wales Spatial Plan.

1.41. This document is based on the Wales Spatial Plan Key Settlement Framework. The key strategic priorities for achieving this vision are:

- Overcoming the Area's peripherality by improving strategic transport links and economic infrastructure including improved telecommunication links, and maximising the potential of the Area's maritime assets and proximity to Ireland
- Developing a more diverse, entrepreneurial knowledge-based economy, working closely with higher and further education institutions, indigenous businesses and multinational companies, in order to increase wage levels and create enough well-paid jobs to establish a critical mass that will both attract people with higher skills and reduce the out-migration of young skilled people. Energy and the environment will be critical to achieving success
- Increasing higher value-adding economic activities, particularly in the rural economy, by developing an all-year, high quality tourism and leisure sector
- Developing the Area's three strategic hubs. Critical to this is the renewal of town centres, development of complementary settlement roles within and between hubs, strengthening community, economic and social outreach and spreading benefit and growth to the wider hinterlands and smaller rural communities
- Raising skill levels through effective partnership working and tailoring learning and up-skilling to better meet existing and future business needs across a range of sector
- Sustaining and strengthening communities by taking focused action to address both rural and urban deprivation and economic inactivity and to ensure housing provision appropriate to all
- Protecting and enhancing the Area's important environmental assets, maximising their potential through exemplary sustainable development

1.42. **Building Sustainable Communities:** To help meet these challenges, the Spatial Plan Area Group has identified three strategic hubs (Fishguard and Goodwick have been added to the list of strategic hubs from the Settlement Framework) that perform an important regional role and should therefore be an important focus for future investment.<sup>193</sup> Otherwise the hierarchy is as per the Settlement Framework.

1.43. In parallel with concentrating future investment on the Area's three strategic hubs, linkages to these settlements, and the diverse pattern of even small rural centres that sit below them, are strengthened and improved so that the benefit of the investment is truly felt by, and spread to, the wider hinterlands.<sup>194</sup>

1.44. New provision of housing is likely to reflect the historical pattern of development in the area commensurate with the settlement approach identified above with a continued emphasis on settlements within the strategic hubs along the urban corridor linking the M4 to the Area's ports. Notwithstanding the emphasis on key settlements, it is important that housing growth also seeks to revitalise and sustain smaller centres and communities. Housing provision in the National Park

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<sup>193</sup> Wales Spatial Plan Update 2008 Page 110 Weblink:  
[www.pcnpa.org.uk/website/default.asp?SID=1247&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1247&SkinID=5)

<sup>194</sup> Wales Spatial Plan Update 2008 Page 112

should be at a scale which aims to meet the needs of the local population in line with the Park's statutory purposes and duty.<sup>195</sup>

- 1.45. **Achieving Sustainable Accessibility:** The provision of public and community transport, particularly in rural areas where car dependency to access goods and services is greatest, will always be financially challenging and therefore priorities will need to maximise the beneficial impacts on people and the environment.<sup>196</sup>
- 1.46. Alignment with the Regional Transport Plan is essential – see the Sustainable Transport Background Paper.
- 1.47. **Promoting a Sustainable Economy:** Strategic employment sites will be key investment and employment locations. A range of good quality affordable sites and premises needs to be available to promote the development of small and medium size businesses, with the appropriate infrastructure, particularly communications and information technology. Larger strategic sites may be needed to maximise the strategic potential of the Milford Haven Waterway, and sites with such potential need to be identified and reserved for such Waterway-linked uses.
- 1.48. A priority is to develop an energy strategy for Pembrokeshire – The Haven, to provide a platform to establish opportunities for employment, skills and the environment arising from the energy sector, and in particular to make the Area a centre for innovation in the energy and environmental goods sectors, including low-carbon and renewable energy.<sup>197</sup>
- 1.49. Tourism and leisure are already a big part of the Area's economy but have the potential to be developed further, including through the implementation of the Tourism Opportunities Action Plan. The Area should be a premier all year round destination, with the emphasis on high quality provision at all levels, supporting well-paid jobs. Reinforcing the Area's distinctive character, allied to outdoor activities, marine leisure, recreation and interest in the Area's wildlife, archaeology, history and culture, is central to offering visitors something really special.<sup>198</sup>
- 1.50. The development of tourism enterprises situated within the former Tenby tourism growth area and along the coastal corridor reaching to Laugharne in western Carmarthenshire is particularly important for the Area's tourism offering.<sup>199</sup>
- 1.51. **Valuing our Environment:** Effective protection and enhancement of the Area's assets is important not just its own sake but is intrinsic it supporting the socio-economic regeneration of the area. Detailed advice is provided under five themes on the greatest potential for collaborative action.<sup>200</sup>
- 1.52. **Respecting Distinctiveness:** The Area's unique qualities which range from the natural to the built environment to cultural/language are highlighted.<sup>201</sup>
- 1.53. The role of the study is to consider the existing roles and relationships of settlements in the Spatial Plan area and to identify ways in which they may be enhanced. Specific to the National Park are:
- Ensuring an adequate supply of affordable housing both in the main centres and in smaller centres (paragraph 3.14);
  - Recognising the role of agriculture in smaller centres and rural areas (paragraphs 3.43 and 3.53);

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<sup>195</sup> Wales Spatial Plan Update 2008 Page 113

<sup>196</sup> Wales Spatial Plan Update 2008 Page 115

<sup>197</sup> Wales Spatial Plan Update 2008 Page 118

<sup>198</sup> Wales Spatial Plan Update 2008 Page 119

<sup>199</sup> Wales Spatial Plan Update 2008 Page 120

<sup>200</sup> Wales Spatial Plan Update 2008 Page 121 to 123 Weblink:

[www.pcnpa.org.uk/website/default.asp?SID=1247&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1247&SkinID=5)

<sup>201</sup> Wales Spatial Plan Update 2008 Page 124

- The importance of protection of the environment and promoting it as a facilitator of (but recognised constraint upon) tourism development is vital to ensure a balanced approach with Tenby/Saundersfoot as the primary focus for tourism in the area the need to develop these centres as an even more sustainable and successful tourism hub is advised. Particular consideration should be given to enhancing the quality of the tourism offer, improving its attractiveness in shoulder and off-peak season and expanding the range of tourism opportunities (paragraph 3.47). The role of Newport and St Davids is also recognised (paragraphs 3.49 and 3.51);
- Outside the spatial plan hubs smaller centres are recognised for their local role in serving day to day needs (paragraph 3.80). Some play a niche role such as St Davids;
- Smaller centres are less likely to have leisure facilities and health facilities (critical mass issue) so accessibility to large Centres is key (paragraphs 3.92 and 3.111);
- Transport: good connections should be promoted throughout the Spatial Plan Area so that all members of every community are able to take advantage of the enhanced complementarity by accessing a full range of services and facilities quickly and effectively (paragraph 3.117);
- Support windfall opportunities for small scale employment opportunities (paragraph h, page 70);
- Continue to support inland tourism as well as coastal opportunities (paragraph c, page 72). Develop additional outdoor focussed activities (paragraph d, page 72). Promote additional indoor facilities for the shoulder and off peak season (paragraph f, page 72).

#### Joint Unitary Development Plan 2000 – 2016

- 1.54. The Joint Unitary Development Plan 2000-2016 focused development on the main settlements<sup>202</sup> on the economic corridor along the line of the TRA40 and TRA477. These settlements lie outside the National Park. The National Park is regarded as having only limited capacity for further development without compromising landscape qualities. The development of housing is to meet local needs with general demand being met outside the National Park in the County's planning jurisdiction.

#### Statement of Strategic Principles to guide preparation of the Pembrokeshire County Council and Pembrokeshire Coast National Park Authority Local Development Plans<sup>203</sup>

- 1.55. In recognition of the close geographical and functional relationship between the two areas a set of principles have been formally agreed by both authorities. Issues covered relate to the themes of the Wales Spatial Plan update the vision and objectives of which both Authorities support. Issues include:
- Building sustainable communities
  - Promoting a sustainable economy
  - Valuing our environment
  - Achieving sustainable access
  - Respecting distinctiveness

<sup>202</sup> Haverfordwest, Pembroke, Pembroke Dock, Milford Have, Fishguard, Neyland and Narberth.

<sup>203</sup> See Background Papers weblink: <http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

1.56. A survey of land suitable for development has been undertaken. This has identified hectares of land suitable for various forms of development.

**Table 1 Land Supply in Hectares**

Location	Hectares for Housing only Sites (no p permission)	Hectares for Employment/Mixed Use(no permission)	Hectares for Housing - Land with pp	Total Hectares
<b>Tier 2 Centre</b>				
Tenby	9.87	0.59	2.27	12.73
<b>Tier 3 Centres</b>				
Newport	1.50	0.79	0.40	2.69
Saundersfoot	0	0.30	2.92	3.22
St Davids	5.28	1.67	1.29	8.24
Crymych	0.37	0	0	0.37
Rural Centres & Countryside	10.21	5.27	19.74	36.84
<b>Totals</b>	27.23	8.62	26.62	62.47

1.57. This land could help serve the National Park's housing, employment, and community facilities needs. This has taken account of sites suggested through A Settlement Study which checked edge of settlement sites and their suitability for development. A study to check potential supply within settlements has also been undertaken. The results for housing provision are summarised below:

1.58. In terms of hectares devoted to either greenfield or brownfield development the following table provides a breakdown:

**Table 2 Brownfield/Greenfield Provision**

Location	Brownfield	% of total	Greenfield	% of total	Total Hectares
<b>Potential Sites - Housing</b>	3.07	10%	26.32	90%	29.39
<b>Potential Sites - Employment/Mixed Uses</b>	0.90	11%	7.61	89%	8.51
<b>Land with Planning permission</b>	17.03	64%	9.59	36%	26.62
<b>Totals</b>	20.99	33%	43.52	67%	64.51

## Facilities and Accessibility in National Park villages and towns

1.59. An analysis of the facilities and the accessibility of settlements in the National Park has been undertaken.<sup>205</sup> The assessment reviewed the level of facilities such shops, post offices, pubs etc., sewage disposal and water supply and how well served the settlements were by public transport.

<sup>204</sup> See Background Paper on Site Criteria for details on land supply. Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5)

<sup>205</sup> Scale and Location of Growth, Background Paper by the National Park Authority. Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5)

## C. Climate Change, Sustainable Design, Flooding, Sustainable Energy

1.60. The Assembly Government is committed to taking action to reduce emissions of the greenhouse gases that cause climate change and plan for, and respond effectively to, the change already underway. The planning system can make an important contribution to wider initiatives to combat climate change.<sup>206</sup> Subsequently the Welsh Assembly Government has proposed further amendments to policy, taking into account progress on the climate change agenda in Wales. Most notably this includes the 2011 Zero Carbon aspiration, the One Wales commitment to the devolution of Building Regulations and the adoption of the Code for Sustainable Homes in Wales. A further consultation paper was published in July 2008, seeking views on proposals for:

- The design of developments to include climate change mitigation and adaptation measures
- The use of sustainable building standards to drive up the sustainability of buildings in Wales
- The incorporation of local renewable and low carbon energy sources in new developments to reduce carbon emissions
- The ability for LPAs to set higher standards in the above areas for strategic sites

1.61. The Authority has commissioned a Renewable Energy Assessment the findings of which are being used to inform the development of policy and advise on likely contributions in terms of energy conservation and generation.<sup>207</sup>

1.62. Stakeholders<sup>208</sup> identified climate change, renewable energy, issues of flooding and erosion as important. Renewable energy generation was seen as the top priority for issues to be addressed in the Sixth Form Conference. More recent problems with increasing energy costs declining resources and food scarcity all point to the need to question pursuing economic growth at any cost. Measures needed to engineer a 'soft landing' from peak oil could contribute to combating climate change.

1.63. Risk of flooding in the National Park is confined to river valleys and certain low lying coastal areas. Maps of areas at risk of flooding are available on the website of the Environment Agency. Currently around 2% of addresses in the National Park are within areas identified as at risk of flooding by the Environment Agency.<sup>209</sup>

1.64. The first generation of Shoreline Management Plans have been produced covering the Pembrokeshire coastline and several locations have been highlighted as areas where in the long-term with rising sea-levels it is likely there will be a need to 'retreat the line', i.e. the sea will inundate the land. These plans are currently under review.

1.65. The known areas for coastal flooding are: Abereiddy; Angle Bay; Little Furznip to Linney Head; Lydstep Haven; Manorbier Bay; Newgale; Newport Sands and Nyfer Estuary; Pickleridge; Poppit; Pwllgwaelod; South Beach, Tenby; Stackpole Quay; and Whitesands Bay. There are a number of settlements along the coast that may be affected by rising sea levels and other effects of climate change. These settlements are: Amroth; Angle; Broad Haven; Dale; Freshwater East; Little Haven; Newgale; Newport; Nolton Haven; Saundersfoot; Solva; and Tenby.

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<sup>206</sup> Ministerial Interim Planning Policy Statement on Planning for Climate Change, December 2006, paragraphs 1 and 4.

<sup>207</sup> Renewable Energy Assessment Background Paper – Weblink:

<http://www.pcnpa.org.uk/website/default.asp?SID=1244&SkinID=5>

<sup>208</sup> Visitors and residents surveys and the CPRW and Sixth Form Conferences 2006. Weblink:

[www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5)

<sup>209</sup> Scoping Report Local Development Plan, page C36. Weblink:

[www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5)

- 1.66. Known areas at risk from river flooding include parts of the following settlements: Amroth; Wiseman's Bridge; Western areas of Tenby; Trewent Park at Freshwater East; east Angle; Newgale; Lower Solva; Alun Valley, St Davids; Nevern; Felindre Farchog; areas surrounding Mynachlogddu; Pontfaen; and Llanychaer.
- 1.67. Air quality issues for the National Park relate more to the role of activities in and around the Park in contributing to air pollutants rather than the air quality experience at sites in the National Park.<sup>210</sup> The main contributing sectors for CO<sub>2</sub> in the National Park are domestic and commercial combustion; industrial combustion; nature; road transport; and other forms of transport. There are two point sources of CO<sub>2</sub>, they are the Total Refinery at Milford Haven, emitting an estimated 308,253 tonnes of carbon in the form of CO<sub>2</sub> annually, and the Chevron refinery at Pembroke, emitting an estimated 180,982 tonnes. These point sources represent about four times the amount of CO<sub>2</sub> of all sources in the rest of Pembrokeshire but given the products are for national consumption their contribution to CO<sub>2</sub> should be viewed in this context.<sup>211</sup>
- 1.68. Sustainable design through addressing context, energy demands, water, waste and drainage requirements can help tackle the causes of climate change.<sup>212</sup> Water quality is generally high in the National Park.<sup>213</sup> The Community Plan for Pembrokeshire identifies targets for maintaining and improving water quality.<sup>214</sup>

## Water Quality and Supply and Drainage

- 1.69. Welsh Water advises that generally it should be able to provide a mains water supply to the development proposed in the preferred strategy. This may necessitate the provision of off site water mains in order to give the security of water supplies to existing customers.<sup>215</sup>
- 1.70. Sewage disposal is considered an issue at certain locations in the National Park and will need addressing to accommodate further development at certain villages and towns in the Park.<sup>216</sup>

## D. Visitor Economy, Employment and Rural Diversification

### Visitor Economy

- 1.71. The visitor economy is a key industry in the area, the spin off benefits reaching far beyond the accommodation and attraction sectors. A study has shown that of over 4,500 jobs that the Pembrokeshire Coast National Park environment supports just over 1,600 are in the hotel, bar and restaurant trade (34.7%) of the total.<sup>217</sup>

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<sup>210</sup> Scoping Report Local Development Plan, page C32.

<sup>211</sup> Where does the CO<sub>2</sub> come from? Pembrokeshire Coast National Park Authority. Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5)

<sup>212</sup> Draft Ministerial Interim Planning Policy Statement on Climate Change, December 2006

<sup>213</sup> Scoping Report on the Local Development Plan, page C32 Weblink:

[www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5)

<sup>214</sup> A Community Plan for Pembrokeshire 2003/08, Version 2 November 2006, Pembrokeshire Community Planning & Leadership Partnership, page 16 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5)

<sup>215</sup> Scale and Location of Growth, Background Paper by the National Park Authority. weblink:

<http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

<sup>216</sup> See Scale and Location of Growth Background Paper, National Park Authority weblink:

<http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5> and Appendix 2 of the Deposit Local Development Plan.

<sup>217</sup> Valuing our Environment: a Study of the three Welsh National Parks by Socio Economic Research Services Ltd – no date. weblink: <http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>



- 1.72. Some indication of the health of the tourism sector can be gained from changes in the number of VAT registrations in the hotels and restaurant sector. There has been a gradual increase over the ten year period 1994 to 2004.<sup>218</sup> However, hotel closures have become a significant trend in the Park. Occupancy statistics for the West Wales area have also risen from 43% in 1998 to 58% in 2006. Statistics available for the National Park indicate that the area is more popular in the peak holiday season than West Wales as a whole which has an occupancy rate of 66%. The statistics also show a highly seasonal pattern of occupancy in hotels with winter lows dropping below 30% from November to March. Specific statistics for the National Park in this period are not available but the loss of hotels in the National Park since the 1980s suggests that the pattern is similar.<sup>219</sup>
- 1.73. Caravan site occupancy has increased significantly since 2000. Authorised sites for static and/or touring caravans show an overall increased use of 14%. This has brought the pitch occupancy on static caravan sites in the National Park to over 90%, although approximately 400 pitches remain empty.<sup>220</sup>
- 1.74. The preferred type of accommodation for visitors staying in Pembrokeshire was self catering (28%) with 16% staying in a hotel and 11% on touring caravan sites. Bed and breakfast accounted for 12% of accommodation used. The preferred type of accommodation varied throughout the year, with seasonal variations in occupancy, e.g., 'touring' increased in quarter three above the proportions in quarter one and two (2.7% and 9.8% respectively). The majority of visitors (91.1%) arrived by car. In terms of comparing anticipated holiday experience and actual holiday experience the most prized aspects both before and after the holiday were unspoilt scenery, peace and quiet, the cultural heritage, the joys of walking and the quality of the accommodation.<sup>221</sup>
- 1.75. The Wales Spatial Plan, 2008 refers to the Pembrokeshire Haven providing a high quality at all levels of provision with something distinctive for visitors and welcoming tourism for the benefits it brings through supporting local services, heritage and the environment.<sup>222</sup> In order to take these priorities forward a document called The Pembrokeshire Haven Tourism Opportunities Action Plan was produced increase under-utilised assets, increase visitor spend and extend the tourist season. The plan contains projects geared towards lengthening the tourism season, managing activities and enhancing sustainable transport for visitors.
- 1.76. Pembrokeshire County Council Draft Tourism Strategy's vision is one of ensuring that Pembrokeshire is recognised nationally and internationally as an outstanding and distinctive coastal destination, providing good quality facilities for visitors and residents to enjoy, whilst safeguarding its communities and environment through the sustainable growth of a prosperous, year-round tourism industry. The key objectives are to improve the quality of the tourism experience, improve accessibility, to develop effective working partnerships and have a sustainable approach to tourism.<sup>223</sup>
- 1.77. Visitors and residents felt that Bluestone could be seen as potentially setting a precedent for similar development in the Park. Overcrowding of certain areas has been highlighted. The creeping commercialisation and attractions is not complementary to the Park's qualities. The need to avoid large holiday centres and striking a balance between promoting more interest for visitors and keeping the environment beautiful.<sup>224</sup>

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<sup>218</sup> Scoping Report Local Development Plan C15. Weblink:

[www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5)

<sup>219</sup> Enjoyment Background Paper, National Park Authority, August 2007, page 20 Weblink:

[www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5)

<sup>220</sup> Enjoyment Background Paper, National Park Authority, August 2007, page 20

<sup>221</sup> Pembrokeshire Visitor Survey, Research and Marketing Ltd, Final Report, December 2004, pages 16 to 17, 18-19

weblink: <http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

<sup>222</sup> Wales Spatial Plan 2008, page 119 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1247&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1247&SkinID=5)

<sup>223</sup> Pembrokeshire County Council Draft Tourism Strategy, Pembrokeshire County Council, page 1.

<sup>224</sup> Visitors and Residents Survey, Pembrokeshire Coast National Park Authority, Background Paper, May 2007

weblink: <http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

- 1.78. The Pembrokeshire Coast National Park has a huge economic impact outside its boundaries because it is mainly a coastal ribbon. Nearly all the indirect employment and indirect incomes generated by the park environment benefits the rest of the Welsh economy. Employees, goods and services can easily travel in and out of the Park and the majority of suppliers and employees are located outside the Park. Employment is strongly tourism based.<sup>225</sup>
- 1.79. A restrictive policy against new and extended caravan sites has existed in the National Park since the mid 1970's. A letter from the Secretary of State for Wales in 1975 expressed concern about the impact of holiday caravans and chalet development especially in the National Parks. A policy position of not permitting further caravan and chalet developments in the Pembrokeshire Coast National Park due to environmental impact concerns has been in place since 1983 (Dyfed Structure Plan) and has been confirmed in the Pembrokeshire Coast National Park Local Plan Inspector's Report in 1998<sup>226</sup> and more recently in the Joint Unitary Development Plan for Pembrokeshire Inspector's Report, January 2006.<sup>227</sup>

## Recreation

- 1.80. There are 30 areas which could be described as 'recreational hotspots' in the National Park where issues such as conflict between different users occur, there is traffic congestion, noise disturbance, physical damage to area and habitats, and disturbing species or pollution.<sup>228</sup>
- 1.81. The visitors and residents survey highlighted beaches and access to the coast and its scenery via the National Trail as an important quality of the Park.<sup>229</sup>
- 1.82. An Open Space Assessment has been undertaken to inform the drafting of the Deposit Local Development Plan<sup>230</sup>.

## Coast and Harbours

- 1.83. Outside the ports of Fishguard, Milford Haven and Pembroke Dock, the majority of the coastline in Pembrokeshire lies within the National Park, and is, for the greater part, undeveloped and highly sensitive in landscape terms and often nature conservation reasons to. The National Park coastline hosts four working harbours at Saundersfoot, Tenby, Solva and Porthgain and due to their tidal characteristics the sea is inaccessible for noticeable periods of the day.<sup>231</sup> There are various mooring and berth facilities located around the National Park.
- 1.84. Planning Policy Wales provides for permitting development in a coastal location only where a coastal location is required and protecting the undeveloped coast.<sup>232</sup>
- 1.85. The Wales Coastal Tourism Strategy published in December 2008 by the Welsh Assembly Government recommends growth in marina developments in Wales. The Pembrokeshire Coast National Park is excluded from this provision. It is acknowledged in the document that smaller harbour schemes, including the use of temporary berths or smaller scale summer

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<sup>225</sup> Valuing our Environment: a Study of the three Welsh National Parks, by Socio Economic Research Services Limited weblink: <http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

<sup>226</sup> Pembrokeshire Coast National Park Local Plan, Inspector's Report, March 1998, 15.16 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5).

<sup>227</sup> Joint Unitary Development Plan for Pembrokeshire, Inspector's Report, January 2006, paragraph 3.17.2

<sup>228</sup> Scoping Report Local Development Plan C21 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5).

<sup>229</sup> Visitors and Residents Survey, Pembrokeshire Coast National Park Authority, January 2007, page 9. weblink: <http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

<sup>230</sup> Open Space Methodology Background Paper, National Park Authority, September 2008 and the Open Space Assessment by the National Park Authority, January 2009 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1244&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1244&SkinID=5)

<sup>231</sup> Inspector's Report into the Joint Unitary Development Plan for Pembrokeshire, paragraph 4.17.2 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5).

<sup>232</sup> Planning Policy Wales, Welsh Assembly Government 2002, paragraphs 5.7.2 and 5.7.4.

moorings can be provided as an alternative to larger marinas. Locations where certain improvements to increase the number of moorings and/or facilities are listed in the document and includes Milford Haven. No locations within the National Park are listed as being appropriate.

## Employment

- 1.86. Unemployment in the National Park has fallen markedly in the last ten years, but there is still a wide degree of seasonal variation. Compared with the Welsh economy it is more heavily dependent on primary industries, there is less manufacturing but a much stronger hotel and catering sector. Pembrokeshire Coast National Park has a high rate of self employment and businesses in the area tend to be very small.<sup>233</sup> The Community Plan for Pembrokeshire includes targets to reduce seasonality and to add to the number of business premises available in the County.<sup>234</sup>

## Businesses Needing Sites

- 1.87. A sample survey of businesses in Pembrokeshire 2006 asked if new or larger premises might be required in the next 12 months. The response showed an increase in the need for industrial units (42% of respondents) since the last survey undertaken. The preferred location for units was in the South Pembrokeshire area (42%) followed by North Pembrokeshire (23%) and then Central Pembrokeshire (23%).<sup>235</sup> The Local Development Strategy for the Rural Development Plan 2007-2013 refers to a declining availability of units in the area (March 2006). It advises there is a desperate need for good quality units of all sizes.<sup>236</sup> Evidence through pre-application queries suggests that workshop type premises of modest size are needed to accommodate businesses linked to maritime tourism and car maintenance in the St Davids area.
- 1.88. The Spatial Plan Key Settlement Framework identifies large settlements outside the National Park for the delivery of strategic employment sites.<sup>237</sup>
- 1.89. Strategies<sup>238</sup> identify the need to expand the economy in terms of giving value added to agriculture, attracting higher paid jobs, strengthening the value and length of the tourism season, making the most sustainable use of natural resources and new energy production.
- 1.90. Careers, not seasonal jobs, was a common theme on feedback sessions with stakeholders, along with the protection and nurturing of small businesses rather than large scale proposals.<sup>239</sup>

## Rural Employment and Development

- 1.91. Planning Policy Wales, March 2002 paragraphs 7.33 and paragraph 3.14 of Technical Advice Note 18, Transport, March 2007 sets out the policy approach to diversification. The Ministerial Interim Planning Policy Statement, July 2007 on Housing sets out the policy context on agricultural and forestry dwellings – paragraphs 9.3.6 to 9.3.10.

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<sup>233</sup> Scoping Report for the Local Development plan, page C11 – C13 Weblink:

[www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5)

<sup>234</sup> A Community Plan for Pembrokeshire 2003/08, Version 2 November 2006, Pembrokeshire Community Planning & Leadership Partnership, page 14 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5)

<sup>235</sup> Pembrokeshire SME Survey 2006, Final Report by Wavehill consulting. Weblink:

[www.pcnpa.org.uk/website/default.asp?SID=1244&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1244&SkinID=5)

<sup>236</sup> Rural Development Plan 2007-2013, Final Submission, March 2007, Part D: Socio-Economic Environmental Analysis by Pembrokeshire Advance Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1244&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1244&SkinID=5)

<sup>237</sup> Revised Draft Wales Spatial Plan, Pembrokeshire Haven Key Settlement Framework 2021 Weblink:

[www.pcnpa.org.uk/website/default.asp?SID=1211&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1211&SkinID=5)

<sup>238</sup> As above and the Rural Development Plan 2007-2013

<sup>239</sup> Sixth Form, CPRW Conference and Visitors and Residents Surveys 2006 -2007 weblink:

<http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

- 1.92. The design of new agricultural development conserving of farm holdings as features in the landscape were issues identified for the Local Development Plan by Officers of the Authority.
- 1.93. Two reports have been prepared specifically on the subject of Low Impact Development for the Authority.<sup>240</sup> There is a policy on Low Impact Development Making a Positive Contribution in the Joint Unitary Development Plan for Pembrokeshire. This policy provides a context for permitting development in the countryside which contributes to the government's sustainability agenda as an exception to normal planning policy, where the proposals are tied directly to the land and the proposal and provides sufficient livelihood for the occupants.
- 1.94. Under the Joint Unitary Development Plan for Pembrokeshire buildings in the countryside are only allowed to be converted to full residential use (including affordable housing provision) where an employment related use cannot be found. Questions are being asked through the development management process as to why the Authority is encouraging holiday letting (seen as an employment related use) while affordable housing needs are not being met. Many conversion proposals in the countryside are a means of utilising a building that would otherwise deteriorate and become unsightly. Are there instances, however, where re-use of building materials would be preferable? Examples include where servicing the property would be intrusive.

## E. Affordable Housing and Housing Growth

- 1.95. A reduction in the number of young people between 1991 and 2001 likely to be caused by outward migration and an increase in the 40-44/50-54 age cohort, likely to be caused by in-migration. The population of the area is ageing. This effect is also observed in Wales and England but it appears stronger in the data for Pembrokeshire.
- 1.96. There were approximately 9,862 households in the Park 6,963 are owner occupied, 1,650 rented privately and 1,249 either shared ownership, rented from the Council or Housing Association.<sup>241</sup>
- 1.97. As an indicator of housing need the Local Housing Market Assessment has been drafted by Pembrokeshire County Council.<sup>242</sup> The National Park Authority has concerns about the methodology used in the preparation of the Local Housing Market Assessment. The Authority is instead relying primarily on the Common Housing Register and also on the survey work by the Rural Housing Enabler. There is a significant demand for affordable housing mainly due to a backlog of need which has built up over time.
- 1.98. The attractiveness of the area creates external pressure for second homes, holiday letting and retirement places. This is exacerbated by low local incomes being unable to compete with the purchasing power of those from away. Anecdotal evidence suggests that demand formerly focused on the Devon and Cornwall area is now placing pressure on the study area.<sup>243</sup>
- 1.99. Historically the market has been influenced by the outward migration of young people and the inward migration of people aged 40+. Population projections suggest that the current top-heavy population structure will continue to grow.<sup>244</sup>

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<sup>240</sup> Low Impact Development: Planning Policy and Practice, December 2002, Land Use Consultants, University of the West of England & Low Impact Development – Further Research, February 2004, Baker Associates Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5)

<sup>241</sup> Scoping Report, Local Development Plan, Page C6 Weblink:

[www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1214&SkinID=5)

<sup>242</sup> Local Housing Market Assessment, Pembrokeshire County Council, Draft June 2007. Weblink:

[www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1243&SkinID=5)

<sup>243</sup> Local Housing Market Assessment, Pembrokeshire County Council, Draft June 2007, Page 60

<sup>244</sup> As above.

- 1.100. Loss of council housing due to 'right to buy' (forecast is for between 60 and 70 to be lost each year) is frustrating the area's ability to maintain a permanent stock of affordable housing.<sup>245</sup>
- 1.101. Affordable housing completions are not keeping pace with the Joint Unitary Development Plan target of 20% of provision (completions are approximately 550 per annum in the County below the target of 600 a year in the Plan).<sup>246</sup>
- 1.102. Affordable housing is at a premium. Pembrokeshire is now the least affordable area in Wales. Using the lower quartile housing price, a net annual income of between £31,000 and £35,000 is needed. Incomes are predominantly below this range in the County.<sup>247</sup>
- 1.103. A full explanation of the approach to housing growth and affordable housing provision is set out at the beginning of the Affordable Housing and housing growth section of the Deposit Plan. This includes information on the use of housing projections, housing need and the calculation of housing land supply including affordable housing provision figures.

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<sup>245</sup> As above

<sup>246</sup> Local Housing Market Assessment Draft June 2007, page 41

<sup>247</sup> As above, page 63

## F. Community Facilities

### Facilities & Services

- 1.104. Within the National Park there tends to be a general impression that community facilities are reducing in number. Looking at loss of services between 1998 and 2006, decline is seen in terms of loss of village halls, post offices and primary schools, but overall facilities have gained with a significant improvement in the number of sports facilities and pubs in the Park.<sup>248</sup>
- 1.105. New development can offer great benefits to the community by virtue of the homes, workplaces and facilities it provides. It stimulates the economy. However, insensitive and badly planned development can create a considerable negative impact on the environment, facilities and services in the area. It can place a considerable burden and cost on the community, a cost which is borne by those who live, work and visit the area. The preparation of supplementary planning guidance on planning obligations under the Joint Unitary Development Plan for Pembrokeshire with the County Council is underway<sup>249</sup>.
- 1.106. Pembrokeshire is experiencing a declining birth rate, a decrease in the amount of young people in the County and an increase in those over the age of 65. Health, Social Care and Well-being Strategy's aim is to help prepare for changes in population and look at whether there is a better way to provide services. In terms of the implications for land use planning beyond extending existing premises, there is only one location that would need to be considered for allocating to respond to the Health, Social Care and Well-being Strategy for the County - at Crymych – which lies predominantly outside the National Park.<sup>250</sup>
- 1.107. Educational requirements are set out in the Single Education Plan for 2006-2008 and thereafter the Children and Young People's Plan 2008-11. All land requirements have been checked with the County Council and allocations have been identified where needed at Manorbier Station and at St Ishmaels. The County Council advised that St Teilo's RC and Ysgol Bro Dewi would need to be contacted separately. St Teilos RC advised no plans to change at present – 20 August 2007. Ysgol Bro Dewi has advised of no expansion plans – 6 September 2007..<sup>251</sup>
- 1.108. Stakeholders highlight the need to provide and sustain local facilities, for example the post office, doctor, public transport, waste disposal and shops.<sup>252</sup> The Community Plan for Pembrokeshire highlights the need to increase the percentage of residents finding it easy to access key local services.<sup>253</sup>

### Retailing

- 1.109. Many of the retailing centres in the National Park serve a local community and tourist function. In some cases, they have extensive rural hinterlands. However, direct competition from centres outside the National Park, including the rest of Pembrokeshire, Carmarthenshire and Ceredigion has influenced the overall level of provision at National

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<sup>248</sup> As above, page 6

<sup>249</sup> Autumn 2008.

<sup>250</sup> Community Facilities, Background Paper, May 2007, page 5 Weblink:  
[www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5)

<sup>251</sup> As above.

<sup>252</sup> Visitors and Residents Survey, Background Paper \* 200\*, pages 29 to 30. weblink:  
<http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

<sup>253</sup> A Community Plan for Pembrokeshire 2003/08, Version 2 November 2006, Pembrokeshire Community Planning & Leadership Partnership, page 13 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5)

Park centres. The main centres within the National Park are Tenby, Saundersfoot, St Davids and Newport with Tenby being the largest of those centres.<sup>254</sup>

- 1.110. The centres within the National Park have and will continue to leak expenditure to centres outside. The centres are however supported by tourism expenditure which helps sustain a range of services which would not otherwise be retained, particularly given the role of National Park centres relative to other centres in the region.
- 1.111. In terms of Technical Advice Note 4 Retailing and Town Centres (1996), Tenby would be regarded as a Town Centre, and Newport, St Davids and Saundersfoot as District Centres. Solva does not satisfy any of the above classifications.<sup>255</sup>
- 1.112. Consideration of the need to allocate for a food store near Tenby was debated at the Joint Unitary Development Plan Inquiry. Given the level of need identified at the time and the size of site required no suitable site could be found in the Tenby area. An allocation was made at Kilgetty in the Joint Unitary Development Plan.<sup>256</sup>
- 1.113. An assessment of whether there is a need to allocate for convenience or comparison goods in Tenby has been undertaken and it has been concluded that no allocation is necessary.<sup>257</sup>

## Sustainable Transport

- 1.114. At the 2001 Census there was found to be 1.24 cars or vans per household in the Pembrokeshire Coast National Park. However it was also found that 19.3% of households had no car or van, the highest percentage of non-car ownership of any National Park in England & Wales.
- 1.115. The Pembrokeshire Visitor Survey conducted in 2004 found that 91% of visitors travelled to Pembrokeshire by car. Park and Ride schemes have operated in Tenby since 1988 and St David's since 1999. There are also schemes for coastal bus services and the Preselis in place. In Pembrokeshire sparsely populated areas are unable to support conventional bus services on a commercial basis. Particular problems exist for young people, people with disabilities and people of pensionable age. Rail services running through the County are unprofitable.
- 1.116. Visitors and residents valued the quiet roads in the park and the ease getting around. The coastal buses were frequently praised. Residents commented on poor public transport, traffic volumes, the need to control car usage and speed within some centres.<sup>258</sup>
- 1.117. An accessibility assessment of towns and villages in the Park<sup>259</sup> has shown that out of 36 settlements analysed 6% had what was regarded as strategic accessibility by bus, 42% had accessibility by bus frequently, 14% had a daily service and the remainder had an infrequent, very infrequent or no service at all (39%).<sup>260</sup> Rail services are available to

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<sup>254</sup> Retail Background Paper, National Park Authority, page 7. Weblink:

<http://www.pcnpa.org.uk/website/default.asp?SID=1244&SkinID=5>

<sup>255</sup> As above, pages 9-10 Weblink: <http://www.pcnpa.org.uk/website/default.asp?SID=1244&SkinID=5>

<sup>256</sup> As above, page 5.

<sup>257</sup> As above, pages 30-32.

<sup>258</sup> Visitors and Residents Survey, Pembrokeshire Coast National Park Authority, Background Paper, pages 9.13,16, 19,20 weblink: <http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

<sup>259</sup> Sustainable Transport, Background Paper, page 13-14 weblink:

<http://www.pcnpa.org.uk/website/default.asp?SID=1245&SkinID=5>

<sup>260</sup> Definitions

Frequent – services at least hourly, six days a week, including journeys suitable for travel to and from work, schools, morning and afternoon shopping.

Strategic – services at times suitable for travel to and from work, schools, morning and afternoon shopping, generally a minimum of 5 journeys a day – the minimum level considered necessary to be able to have a reasonable degree of mobility without private transport.

Daily – services on at least 5 days a week, but lacking one or more of the features necessary to be strategic.



Saundersfoot, Tenby and Manorbier Station. Penally and Lamphey are outside the National Park boundary but in close proximity to National Park communities.

- 1.118. Strategic road and rail routes lie predominantly outside the National Park but are a fundamental means of access to and around the Park. The National Park is a narrow strip for the most part and so roads weave in and out of the boundary. Routes between various points within the National Park often rely on roads or rail services outside the National Park. The Wales Spatial Plan Key Settlement Framework 2021 looks to interventions to develop rural transport schemes, improving public transport corridors and interchanges and the regional and local road network (TRA40, TRA4076, TRA477 and the A478). These routes lie outside the National Park with the exception of the A478 which terminates in the National Park at Tenby. Park and Ride schemes are also referred to. Improvements in the national cycle network and road safety are also identified as interventions.<sup>261</sup>
- 1.119. The South West Wales Regional Transport Plan was planned for submission to the Welsh Assembly Government in September 2009. The Plan runs from 2010 to 2015. The strategy of the Plan is to:
- Improve land use and transport planning;
  - Improve strategic east/west road and rail links;
  - Improve strategic bus corridors;
  - Promote integration between sustainable travel choices;
  - Improve safety in transport;
  - Provide more and better information on the range and use of sustainable transport options;
  - Improve linkages between key settlements and strategic employment sites; and
  - Improve the efficiency of the highway network.
- 1.120. The trunk road priorities for the Plan area are set out in the Plan. The only improvement which directly affects the National Park is the improvements to the TRA40 which are currently being undertaken. The Transport Plan includes reference to further improvements to the TRA40 west of St Clears including dualling if the business case is proven.
- 1.121. The Plan also lists projects which have passed the prioritisation screening process, but individual projects are not prioritised as SWWITCH believes that this can only be achieved once full project appraisal has taken place and once the level of funding available for the 5 year programme is known. Projects directly affecting the National Park are:
- Haverfordwest to Tenby via Pembroke Dock bus corridor;
  - Haverfordwest to Tenby via Narberth bus corridor;
  - Haverfordwest to Fishguard via St Davids bus corridor;
  - Tenby bus focal point;
  - St Davids pedestrian links; and
  - Tenby Park and Ride.
- 1.122. Circular 125/77 Roads and Traffic – National Parks advises that in assessing traffic needs within the Parks, restraint should be exercised in considering improvements to accommodate visitor traffic and...improvements to roads leading to or within 'remote' areas should be limited to those essential for local traffic.

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Infrequent – services on one to four days a week.

Very Infrequent – services on school days only, summer only or less than weekly

<sup>261</sup> Wales Spatial Plan, Pembrokeshire Haven, Key Settlement Framework 2021, February 2007, pages 28-29

Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1247&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1247&SkinID=5)



- 1.123. Communication targets in the Community Plan for Pembrokeshire relevant for the National Park include increasing the number of passenger trips by bus and passenger trips by community and unconventional transport services.<sup>262</sup>

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<sup>262</sup> A Community Plan for Pembrokeshire 2003/08, Version 2 November 2006, Pembrokeshire Community Planning & Leadership Partnership, page 14 Weblink: [www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5](http://www.pcnpa.org.uk/website/default.asp?SID=1242&SkinID=5)

## Appendix 2 Allocations

Where considered necessary further advice is provided on some of the allocations proposed in the Plan.

Site Reference	Location	Commentary
<b>EMPLOYMENT</b>		
EA748	South of St David's Assemblies, <b>St Davids</b>	The upgrading of the whole length of Glasfryn Road is required prior to development of any part of this site. It is considered that the housing allocation HA737 can fund this road improvement (costs calculated in June 2006) using the Three Dragon's Toolkit. However, Pembrokeshire County Council is also exploring public funding options that might assist in the delivery of this road improvement and this employment site.
<b>HOUSING</b>		
HA377	Brynhir <b>Tenby</b>	Site has been extended to the south to include land north of the Tenby cemetery which will assist with open space contribution at the site. There is no change to the number of dwellings expected as a result of this. Development must take account of the archaeological potential and trees at the site. A study will be required to assess capacity of the sewage treatment works, to be funded by the developer. Phasing is also proposed to help the development be absorbed into the town. Please also see options for low and zero carbon renewable technologies available for this site in the Background Paper "Housing Site Assessment – Options for low and zero carbon technologies". Site has been identified as having likely significant effect on Natura 2000 sites and should be subject to Habitats Regulations Assessment. Access to this site will be via a new access directly onto the A478 to the north.
HA723	Former Cottage Hospital, <b>Tenby</b>	This site may be required to provide access to the Rectory car park site to the south. Potential contamination and archaeology are considerations.
HA724	Rectory Car Park, <b>Tenby</b>	Redevelopment of this site has the potential to enhance this area of Tenby by providing an extension of the strong architecture along the Esplanade. Residents parking will be required as part of the redevelopment. The site currently provides some car parking for hotels in the vicinity and the need to address this and satisfy essential car parking requirements for this area will form part of any redevelopment proposal, and consideration of a wider parking and traffic management study. A study will be needed to assess the capacity of the sewage treatment works, to be funded by the developer. Site has been identified as having likely significant effect on Natura 2000 sites and should be subject to Habitats Regulations Assessment.
HA752	Butts Field Car Park, <b>Tenby</b>	Appropriate access must be achieved along with an appropriate role for public car parking. Any studies for sewer system capacity/flows must be funded by the developer. Please also see options for low and zero carbon renewable technologies available for this site in the Background Paper "Housing Site Assessment – Options for low and zero carbon technologies". Site has been identified as having likely significant effect on Natura 2000 sites and should be subject to Habitats Regulations Assessment.
HA760	Reservoir Site, <b>Tenby</b>	The site is contained within an area which acts as a green corridor. The role of the area as a green corridor will need to be continued. The potential access opportunities to this site rely on the development of Butts Field to the south. This site is more likely to come forward during the later stages of the plan. Any studies for sewer system capacity/flows must be funded by the developer. Archaeological remains may also be present. Site has been identified as having likely significant effect on Natura 2000 sites and should be subject to Habitats Regulations Assessment.
HA727	West of Narberth Road, <b>Tenby</b>	Access is technically achievable but will require acquisition of 3rd party land to achieve adequate visibility splay to the south.
HA737	West of Glasfryn Road, <b>St</b>	The upgrading of the whole length of Glasfryn Road is required prior to

Site Reference	Location	Commentary
	<b>Davids</b>	development of any part of this site. It is considered that the housing allocation HA737 can fund this road improvement (costs calculated in June 2006) using the Three Dragon's Toolkit. However, Pembrokeshire County Council is also exploring public funding options that might assist in the delivery of this road improvement. The sewage treatment works may require upgrading to accommodate development but no investment bid has been included in the current programme. Development may have to be delayed until after 2015 if a developer funded study shows the sewage treatment works to have insufficient capacity unless the developer(s) pays for any necessary improvements. Phasing is also proposed to help the development be absorbed into the town. Please also see options for low and zero carbon renewable technologies available for this site in the Background Paper "Housing Site Assessment – Options for low and zero carbon technologies". Site has been identified as having likely significant effect on Natura 2000 sites and should be subject to Habitats Regulations Assessment.
HA789	Adjacent to Ysgol Bro Dewi, Nun Street, <b>St Davids</b>	Additional planting within the site, particularly within the north-western portion will be required to assimilate this site into the sensitive landscape.
HA825	North of Feidr Eglwys, <b>Newport</b>	Development of this site will need to respect the character and setting of the Conservation Area and church and additional and significant planting within the site area will be required. The density of development will need to be limited to 12 dwellings to ensure that it does not harm the character of the area and to meet access constraints. It is not known whether there is an archaeological resource on site which would further constrain the development of this site. Geophysical survey and trial trenching are recommended by Dyfed Archaeological Trust prior to submitting an application in order to ascertain the type and extent of the resource. Site has been identified as having likely significant effect on Natura 2000 sites and should be subject to Habitats Regulations Assessment.
HA220	Caravan Park, Parrog Road, <b>Newport</b>	The number of units on this site is restricted by the junction of Parrog Road with the A487. Additional landscaping along the northern boundary of the site is required to help assimilation in the landscape.
HA750	Depot Site, <b>Crymych</b>	This site is located at the southern edge of Crymych. Well designed perimeter planting to the site is required to achieve enhancement of the local landscape character.
HA734	South Driftwood Close, <b>Broad Haven</b>	The upper edges of any development should be well-vegetated to provide definition to the edge and properly assimilate any development into the landscape which will enhance the special qualities of the National Park. Improvements are needed to the sewage treatment works. If the works are not included in Dwr Cymru's programme of improvements (due November 2009) then developer contributions will be required to upgrade the sewerage system. Site has been identified as having likely significant effect on Natura 2000 sites and should be subject to Habitats Regulations Assessment.
HA704	Junction of Sandyke Road and Millmoor Way, <b>Broad Haven</b>	See housing site HA813 New Hedges for advice from the Coal Authority which also relates to this site.  A future growth arrow indicates that further land is considered suitable for development beyond the plan period to the south-east of the allocated site, at a similar density. Site has been identified as having likely significant effect on Natura 2000 sites and should be subject to Habitats Regulations Assessment.
HA382	Castle Way, Dale	An estate road is required to access the development of this site.
HA732	East of Herbrandston Hall, <b>Herbrandston</b>	A flood consequence assessment will be required due to potential sewer system overload/capacity levels. A buffer zone of 7m alongside the stream is required.
HA436	North of Landway Farm, Jameston	The Environment Agency would object to any new development until the pumping station is upgraded and adopted. This area lies on a Major Aquifer and source protection zone 3.
HA821	Green Grove, <b>Jameston</b>	The acceptable relocation of the agricultural shed would be a determining

Site Reference	Location	Commentary
		<p>factor in the acceptability of any development at this site, as will be appropriate planting and architectural design.</p> <p>The Environment Agency would object to any new development until the pumping station is upgraded and adopted. This area lies on a Major Aquifer and source protection zone 3.</p>
HA730	Opposite Bush Terrace, <b>Jameston</b>	<p>Planting to the south of the site would help to assimilate the stark line of houses on the skyline and help to reduce the obtrusive farm buildings nearby to the west. This requires a substantial planting belt, with new hedgebank boundary features, which would help to preserve and enhance the character of the landscape. Landscaping and planting, sensitive architectural design and density and a development pattern which reflects existing building within Jameston will be important considerations in mitigating impact on the historic environment.</p> <p>A study will be required to assess the capacity of the sewage treatment works, and the developer will be required to pay for the study. If there is insufficient capacity, the development of the site will be delayed until after 2015, unless the developer also funds the improvements. Phasing is also proposed to help the development be absorbed into the village.</p> <p>A 'future growth' arrow indicates that further land is considered suitable for development beyond the plan period to the west of the allocated site at a similar density.</p> <p>The Environment Agency would object to any new development until the pumping station is upgraded and adopted. This area lies on a Major Aquifer and source protection zone 3.</p>
HA559	Adjacent Home Farm, <b>Lawrenny</b>	<p>Development of this site requires retention of a soft landscape edge to the north. Suitable relocation of the existing farm buildings is required prior to development proceeding. There may be archaeological remains at this site which is a consideration. Phasing is also proposed to help the development be absorbed into the village.</p> <p>Site has been identified as having likely significant effect on Natura 2000 sites and should be subject to Habitats Regulations Assessment.</p>
HA848	Field opp Manorbier VC School, <b>Manorbier Station</b>	<p>Retention of as many as possible of the existing trees will ensure that the site assimilates well with the surrounding development and ecological connectivity is retained. Both sewerage and sewage treatment capacity may need to be upgraded as a result of the development of this site. A study will be required, to be paid for by the developer. Any improvements required prior to 2015 will need to be paid for by the developer. Phasing is also proposed to help the development be absorbed into the village. Part of this site may also be required for a children's play space.</p> <p>In order to ensure that every opportunity is taken to mitigate the impact and compensate for any loss, the following will be required prior to the development of the site. A tree survey and bat survey, the results of which will guide the scale of development. Any loss of habitat will require compensatory provision in relation to the potential to enhance existing linear features and connectivity at hedgebanks, scrub or field margins within the local area. Such potential is likely to be away from street lighting and less disturbed. It should be noted that a Tree Preservation Order TPO121 is now in place for trees along the eastern boundary of the site.</p>
HA813	Rear of Cross Park, <b>New Hedges</b>	<p>Well designed perimeter planting is required to assist assimilation in the landscape. A substantive planted buffer is required to the south of the site. Parts of the sewerage network suffer from hydraulic overloading, and development in advance of Dwr Cymru improvements (not currently timetabled) will need to be funded by the developer. A study will be required to establish whether any improvement is required to the sewage treatment works and the developer will be required to fund the study. There may also be a requirement to divert or protect assets prior to development.</p>

Site Reference	Location	Commentary
		Technical advice relating to both the investigation of coal and former coal mines and their treatment should be obtained before beginning any works on site. All proposals should apply good engineering practice used in mining areas. No development should be undertaken which intersects, disturbs or interferes with any coal seams, coal mine workings or mine entries without the permission of The Coal Authority, to do so would constitute trespass. Developers should be aware that the investigation of coal seams or coal mine workings may have the potential to generate and/or displace underground gases; and these risks both under and adjacent to the development site should be fully considered in any proposals.
HA384	Adjacent to Bro Dawel, <b>Solva</b>	The County Council committed to Solva Community Council in January 2000 that it would not allow this site to be developed without arrangements being in place for the provision of recreational facilities. The County Council also committed to the relocation of the existing football pitch. The County Council could not give an undertaking that the County Council itself would provide the facilities or the re-location itself. Improvements are needed to the sewage treatment works. If the works are not included in Dwr Cymru's programme of improvements (due November 2009) then developer contributions will be required to upgrade the sewerage system. Phasing is also proposed to help the development be absorbed into the village. Land has not been allocated for a replacement football pitch at Solva. A development brief has previously been prepared by the National Park Authority which demonstrates that this site can accommodate a junior pitch, tennis court and 18 houses. Such facilities will need to be assured as part of this site allocation.
HA792	Bank House, Whitchurch Lane, <b>Solva</b>	This is the walled garden of Bank House, a Listed Building. The wall is a curtilage feature and therefore included in the listing - the roadside wall in particular is a prominent feature. Development of the site will need to respect the setting of the Listed Building. Improvements are needed to the sewage treatment works. If the works are not included in Dwr Cymru's programme of improvements (due November 2009) then developer contributions will be required to upgrade the sewerage system. Phasing is also proposed to help the development be absorbed into the village.
	Land north of Bro Dawel, <b>Solva</b>	A 'future growth' arrow indicates that further land is considered suitable for development beyond the plan period in this area of the settlement.
HA387	Opposite Bay View Terrace, <b>Dinas Cross</b>	A bid for improvements to the sewage treatment works has been made to OFWAT. The outcome will not be known until November 2009. In advance of this or if the bid is not successful then developer contributions will be required to upgrade the sewerage system.
HA749	West of Playing Field, <b>Dinas Cross</b>	A bid for improvements to the sewage treatment works has been made to OFWAT. The outcome will not be known until November 2009. In advance of this or if the bid is not successful then developer contributions will be required to upgrade the sewerage system.
HA738	Trefin	Phasing is also proposed to help the development be absorbed into the village.
<b>MIXED USES</b>		
MA710	Sergeants Lane, <b>Tenby</b>	Redevelopment in the form of commercial / craft units at the ground floor could be supported by integral residential accommodation above, or separate units provided these can be separately accessed. The potential for archaeological remains will be a consideration as will be the importance of retaining the historic character and existing buildings.
MA707	White Lion St/Deer Park, <b>Tenby</b>	The site presents a suitable opportunity for sensitive redevelopment within Tenby, bringing under used buildings into commercial and residential use. Further investigations are required however in relation to the sewerage treatment and network capacity, and a study will be required to be funded by the developer. The potential for archaeology will be a consideration. Site has been identified as having likely significant effect on Natura 2000 sites and should be subject to Habitats Regulations Assessment.
MA746	Between Glasfryn Road and	Site may be suitable for craft or workshop type developments with parking in

Site Reference	Location	Commentary
	Millard Park, St Davids	the southern portions of site. This area may also be suitable for some public parking. Landscaping in the area of land to the south of the site will be required to improve screening. Development of the site cannot proceed prior to the upgrading of the whole length of Glasfryn Road. It is considered that the housing allocation HA737 can fund this road improvement (costs calculated in June 2006) using the Three Dragon's Toolkit. However, Pembrokeshire County Council is also exploring public funding options that might assist in the delivery of this road improvement.
MA776	Land at <b>Broad Haven</b> north east of Marine Road	Access into this site will need to be provided from the B4341. The site is allocated for 20 houses, 5 workshops and land for a village hall. Improvements are needed to the sewage treatment works. If the works are not included in Dwr Cymru's programme of improvements (due November 2009) then developer contributions will be required to upgrade the sewerage system. See HA813 (housing allocation for New Hedges) for comments from the Coal Authority which also refer to this site. A green corridor is to be provided along the western boundary of the site linking the open space identified to the north and south of the site. Hedgebanks are to be constructed either side of the path with a 3m wide path between.
MA895	Land part of Buttylands, <b>Manorbier Station</b>	Both sewerage and sewage treatment capacity may need to be upgraded as a result of the development of this site. A study will be required, to be paid for by the developer. Any improvements required prior to 2015 will need to be paid for by the developer. A requirement has been identified to safeguard land for future potential expansion or development of the school immediately to the south of the site. Part of this site may also be required for children's play space. There is no public sewerage system in this area. Any new development will require the provision of satisfactory alternative facilities for sewage disposal. Alternatively the nearest gravity public sewer is approximately 600m from the site both sewerage and sewage treatment capacity may need to be upgraded as a result of the development of this site.
MA733	Land adjacent to the school <b>St Ishmaels</b>	This is a large site and additional planting and landscaping will be required to assimilate it into the landscape. Access is available from the main village road near the school and further along this lane to the west into the north-west corner of the site. The sewage treatment works may require upgrading to accommodate development but no investment bid has been included in the current programme. Development may have to be delayed until after 2015 if a developer funded study shows the sewage treatment works to have insufficient capacity unless the developer(s) pays for any necessary improvements. Phasing is also proposed to help the development be absorbed into the village. Site has been identified as having likely significant effect on Natura 2000 sites and should be subject to Habitats Regulations Assessment.
MA232	Land adjacent to the Business Park, Feidr Pen y Bont, Newport	Site has been identified as having likely significant effect on Natura 2000 sites and should be subject to Habitats Regulations Assessment.
<b>ROAD /CYCLE SCHEMES</b>		
R11	Newhouse Bridge Improvement, A4075	Indication on file from 1971 that land was acquired for the scheme but no detailed records exist of a land exchange or highway dedication. Notwithstanding this, the culvert under the existing road appears to have been extended, presumably an advance element of the realignment scheme.  The road to the south of Newhouse has been realigned to accommodate the access into the Bluestone Holiday Village. Proposals are also in hand to widen the highway verge north of Newhouse to provide improved visibility from the Eagle Lodge crossing. With increased vehicular flows resulting from the nearby Oakwood Theme Park and Bluestone Holiday Village, this minor realignment scheme is considered desirable not only to improve visibility on the inside of the bend but to allow sufficient width of verge to accommodate a facility for pedestrians. The nearest bus stop for the above attractions is at

Site Reference	Location	Commentary
		Canaston Bridge and there is also a network of public rights of way in this area which link through to the top end of this scheme.
RI2	Shared Use Path south of Carew Castle	Missing link between the developing network of shared use paths alongside the A477 trunk road and the Carew Castle and Tidal Mill. Will provide access for walkers (including wheelchair users) and cyclists between Milton, Sageston and Carew with potential for further linkage to and from local communities situated just outside the National Park. The shared use path will run on the field side of the existing highway boundary.
RI3	St Petrox Bends Improvement	Originally intended to be a major realignment of the bends, the current proposal is relatively low key with localised widening and visibility improvement only. The road is narrow and poorly aligned with relatively high traffic flows during the summer months. It is also used as an access route for large military vehicles heading to and from the Castlemartin Range. It has been the scene of a number of road traffic collisions involving personal injury during recent years. The primary objective of the proposal is to reduce the accident potential.
RI4	Fan Road/B4316 Junction Improvement, Saundersfoot	Fan Road currently meets the B4316 road at an acutely angled priority junction with generally poor visibility. Its alignment was determined by the route of the former mineral railway line along which it runs. At the present time the alignment of this junction makes manoeuvres between the B4316 and Fan Road to and from Pentlepoir relatively easy whilst others are very difficult. Both the junction and Fan Road itself have a higher than average road traffic accident record. The junction realignment should help to reduce the potential for accidents at the junction and the more perpendicular approach of Fan Road should discourage right turns into Fan Road. Any reduction in traffic flow along Fan Road will help to reduce the accident rate along this road. This along with other complementary measures will make it safer for vulnerable road users such as pedestrians heading to and from Saundersfoot Railway Station.
RI5	Gumfreston to Tenby Phase 3	This is the final phase of a long standing strategy to improve this approach into Tenby from the A477 trunk road at Sageston. It is a particularly busy road during the peak summer season with traffic generated by major attractions along the B4318 road and beyond. A number of road traffic collisions involving personal injury have occurred in this area during recent years. The improvement will improve forward visibility and help reduce the accident potential. It will be designed in a manner that minimises the risk of flooding between the Knightston Brook culvert and Heywood Lane junction. It will also allow for the provision of improved pedestrian facilities along Clickett Lane and potential to increase parking provision at Tenby Leisure Centre.
RI6	Glasfryn Road Improvement, St Davids	The favoured improvement involves a widening of Glasfryn Road and the provision of a small roundabout at its southern end. This offers the potential to attract through traffic, alleviating congestion in the city centre and making it possible to consider environmental and safety improvements. The scheme will incorporate facilities for pedestrians with improved access for pupils walking to Ysgol Dewi Sant. It will provide safer access and egress from properties along the road and improved forward visibility. The roundabout will create a 'Gateway' feature on the Haverfordwest approach into the city. This will in turn encourage day visitors to use the Grove Car Park and the St Davids Visitor Centre.
<b>CAR PARKS</b>		
CP828	Manorbier Station	This car park is adjacent to the railway station and is intended to provide an opportunity for improved sustainability at this location.
CP829	Land at Saundersfoot Railway Station, Pentlepoir	This car park is adjacent to the railway station and is intended to provide an opportunity for improved sustainability at this location.

## Appendix 3 Safeguarding Installations

Safeguarding Authority	Safeguarding Installation	Specification of Safeguarding Zone
Ministry of Defence	Crug - y - Gorllwyn mast	Mast is in Carmarthenshire but safeguarding zones for development over 10.7, 15.2 and 45.7 metres in height extend into the Pembrokeshire Coast National Park
Ministry of Defence	Brawdy Airfield	Zone for development exceeding 45.7 metres in height extends into the Pembrokeshire Coast National Park
Ministry of Defence	Manorbier Air Defence Range	Consultation zones for any development, development over 10.7, 15.2 and 45.7 metres in height, and development involving high voltage overhead power lines extend beyond the boundary of the Range
Ministry of Defence	Castlemartin Range	Consultation Zones for certain types of development extend beyond the range boundary
Pembrokeshire County Council	Haverfordwest Airfield	Zones for development exceeding 15, 45, 90 metres in height extend into the Pembrokeshire Coast National Park
West Wales Airport	Aberporth Airfield	Zones for development exceeding 90 metres in height, and zone for development involving major tree planting schemes, mineral extraction, quarrying, refuse tip, reservoir, sewage works, nature reserve, bird sanctuary, and connected with aviation use extend into the Pembrokeshire Coast National Park
Health and Safety Executive	Milford Haven - Aberdulais LNG connector	Only a small part in the Pembrokeshire Coast National Park adjacent to the South Hook LNG terminal.
Health and Safety Executive	South Hook LNG	Safeguarding zone within the Pembrokeshire Coast National Park is mostly within the extent of the LNG site.



## Appendix 4 Monitoring

The Authority will submit to the Welsh Assembly Government an annual monitoring report. This will include:

- Nationally derived indicators
- Significant contextual change
- Sustainability monitoring
- Strategy monitoring
- Policy monitoring as appropriate.

To guide overall strategy monitoring below are set out key outcomes anticipated from the Plan's objectives, along with potential indicators, and a means of measuring or assessing change. Also nationally derived indicators are set out.

### Special Qualities

#### Key outcomes

- (2) The special qualities of the National Park have been safeguarded and enhanced.

Key Outcome	Policy Title	Policy No.	Indicator	Target
1	Landscape, Biodiversity, Historic & Natural Environment & Welsh Language	Policy 8	Approvals contrary to Policy 8.	0 approvals.

### Major Development, the Potential for Growth

#### Key outcomes

- (5) Development takes place in accordance with the strategy of the Local Development Plan.
- (6) Development permitted helps to sustain local communities - for example by ensuring a significant element contributes to affordable housing provision or provides employment opportunities.
- (7) No new major development in the National Park unless there are exceptional circumstances.<sup>263</sup>

<sup>263</sup> See Planning Policy Wales, March 2002, paragraph 5.5.6, Minerals Planning Policy Wales, December 2000, paragraph 21, page 11, Minerals Technical Advice Note 1: Aggregates 2004, paragraph 52, Draft Technical Advice Note (MTAN) Wales 2: Coal, paragraphs 36 to 38 and 32, pages 9 to 10, South West Wales, Regional Waste Plan 1<sup>st</sup> Review, paragraph 1.3.9 South West Wales Regional Waste Group (initial Draft August 2007), Circular 125/77 Roads and Traffic – National Parks

Key Outcome	Policy Title	Policy No.	Indicator	Target
(1a)	All	All	Approvals contrary to recommendation	0 approvals
(1b)	National Park purposes and Duty	Policy 1 <b>(overarching policy)</b>	Developments which engage the 'Sandford principle.' - where conflict between the two national park purposes becomes acute, the first one must prevail. Carrying out the socio-economic duty in National Parks must be in pursuance of the purposes. (overarching indicator)	0 approvals within or impacting on the National Park which breach the Sanford principle or which result in conflicts between the duty and purposes. <b>(overarching target)</b>
(2)	Visitor Economy Employment Sites & Live/Work Units Housing  Community Facilities & Infrastructure Requirements	Policy 35 Policy 42d)  Policy 44c) and third last paragraph Policy 47		0 approvals contrary to policies that prioritise certain uses seen to sustain communities in the plan Use targets for the delivery of affordable housing and employment. Also 0 approvals contrary to policies seen to protect and provide for community facilities and infrastructure
(3)	Major Development	WAG National Planning Policy	Proposals that engage the major development test in their assessment.	0 approval of major development unless exceptional circumstances are proven.
(3)	Minerals	WAG National Planning Policy	Applications for minerals development.	0 approval of new minerals sites over the plan period unless exceptional circumstances are proven.

#### Climate Change, Sustainable Design, Flooding, Sustainable Energy

#### Key outcomes

- (4) Development achieving high standards in terms of sustainable design with all new dwellings meeting the standards set out in national planning policy.<sup>264</sup>

<sup>264</sup> The Welsh Assembly Government expects the required standards to be made progressively higher over time, in pursuit of its aspiration for all new buildings to be "carbon neutral" by 2011.

- (5) The National Park contributing to renewable energy generation.
- (6) No vulnerable development<sup>265</sup> in areas which would be at risk of flooding both now and in the long term and with no negative impacts elsewhere.

Key Outcome	Policy Title	Policy No.	Indicator	Target
(1)	Sustainable Design	Policy 20	<ul style="list-style-type: none"> <li>▪ Incorporation of renewable energy technology within scheme</li> <li>▪ Schemes engaging with the Code for Sustainable Homes</li> </ul>	<ul style="list-style-type: none"> <li>▪ Relevant schemes incorporating renewable energy technologies</li> <li>▪ 100% meeting national policy requirements</li> </ul>
(2)	Renewable Energy	Policy 21	The capacity of renewable energy developments permitted and installed	Planning permissions to contribute to an overall Renewable Electricity Target for the National Park of 4.91GWh Planning permissions to contribute to an overall Renewable Heat Target for the National Park of between 35.2 to 40.7 GWh.
(3)	Flooding & Coastal Inundation	Policy 34 Welsh Assembly Government Core Indicator	Amount of development (by TAN 15 paragraph 5.1 development category) permitted in C1 and C2 floodplain areas not meeting all TAN 15 tests (paragraph 6.2 i-v) Development is not permitted where the long term scenario (in the next 60 year) would fail the tests set out above.	None.
	Location of Growth	Welsh Assembly Government Core Indicator	Amount of new development (ha) permitted on previously developed land (brownfield redevelopment and	33% of the housing land supply on previously developed land. 45% of the

<sup>265</sup> 'Vulnerable developments' are defined in the Technical Advice Note 15: Development and Flood Risk on flooding, please see Figure 2 page 7:  
[web link http://new.wales.gov.uk/docrepos/40382/epc/planning/403821/40382/403821/\(560\)\\_july04-tan15-e.pdf?lang=en](http://new.wales.gov.uk/docrepos/40382/epc/planning/403821/40382/403821/(560)_july04-tan15-e.pdf?lang=en)

Key Outcome	Policy Title	Policy No.	Indicator	Target
			conversions) expressed as a percentage of all development permitted.	employment land on previously developed land.

### Visitor Economy, Employment

#### Key outcomes

- (4) New employment, live/work and mixed use sites provided (estimated 5.6 hectares) and existing sites safeguarded.
- (5) A range of holiday accommodation is available to meet the varying needs of visitors
- (6) Recreational and visitor activities do not damage the special qualities of the National Park

Key Outcome	Policy Title	Policy No.	Indicator	Target
(1a)	Employment Sites & Live/Work Units	Policy 42 Welsh Assembly Core Indicator	Net employment land supply (ha/sq m)	5.6 hectares over the plan period.
(1a)		Policy 43	Protection of employment sites	0 approvals of loss of employment sites except where justified within the terms of the policy.
(2)	Visitor Accommodation	Policy 35	Accommodation (camping, caravan, self catering) levels	Maintain current levels of provision except where loss of hotel is proven.
(3)	Special Qualities	Policy 8	Proposals for recreational activity approved contrary to 8.	0 approvals.

### Affordable Housing and Housing Provision

#### Key outcomes

- (4) An estimated 1,600 new dwellings are provided of which a minimum of 530 new affordable homes are provided.
- (5) If by the end of the financial year 2014/15 the number of affordable homes built or under construction is below 80% of the proportion of the overall target for the Plan period which should be available by that date, the Authority will immediately commence a review of the Affordable Housing Strategy Policy.
- (6) A higher density of development is achieved – a minimum of 30 dwellings to the hectare in the Local Development Plan's Centres.

	Policy Title	Policy No.	Indicator	Target
(1)	Housing	Welsh Assembly Government Core Indicator	The housing land supply taken from the current Housing Land Availability Study (TAN1)	Minimum 5 years supply.
(1)		Policy 32 Welsh Assembly Government Core Indicator	The number of net additional affordable and general market dwellings built. (TAN 2)	530 affordable dwellings over the plan period. 1000 general market dwellings built. In total an annual completion rate of 90 per annum.
(1)		Welsh Assembly Government Core Indicator	Amount of development, including housing, permitted on allocated sites in the development plan as a % of development plan allocations and as % of total development permitted (ha and units).	Allocations - 100% permitted by the end of the plan period on allocated sites.  As % of total development permitted -
(2)		Policy 44 Welsh Assembly Government Core Indicator	Average density of housing development permitted on allocated development plan sites.	30 per hectare target in the Plan Centres achieved.

#### Community Facilities, Retailing, Transport

##### Key outcomes

- (4) Existing community facilities are safeguarded and provision enhanced.
- (5) The National Park retail centres are vibrant and diverse.
- (6) Proposals that could have potentially caused significant concerns regarding traffic have been avoided.
- (7) The provision of waste facilities to cater for National Park generated needs or to work with the County Council to provide waste facilities serving both areas outside the National Park – to set out in the Deposit Local Development Plan.

Key Outcomes	Policy Title	Policy No.	Indicator	Target
(1)	Community Facilities & Infrastructure Requirements	Policy 47	Approvals for loss of community facilities.	0 approvals unless justified by the policy framework.
(1)		Policy 47	Planning Obligations secured from development.	S106 agreements secured in line with Supplementary Planning Guidance.

Key Outcomes	Policy Title	Policy No.	Indicator	Target
(1)		Welsh Assembly Government Core Indicator.	Amount of greenfield and open space lost to development (ha) which is not allocated in the plan.	Greenfield - 0 % except for exceptional land released for affordable housing or community facility provision. Open Space lost - 0 % except where, with playing fields, facilities can be best retained and enhanced through the redevelopment of a small part of the site or alternative provision can be made of equivalent benefit or there is excess provision in the area.
(2)	Retail in the National Park	Policy 48	Percentage of vacant retail floor space.	Target to be 10%
(3)	Sustainable Transport	Policy 51	Approvals for development without providing appropriate access for vehicles, cyclists and pedestrians.	0
(3)		Policy 52	Approvals for development causing significant concerns regarding potential transport impacts.	0
(4)	Waste		Amount of waste management capacity permitted expressed as a percentage of total capacity required, as identified in the Regional Waste Plan	1.5 hectares or 100% (if not provided for outside the National Park in conjunction with Pembrokeshire County Council's provision).