

Priority B: Major development, the potential for growth

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 national¹⁰⁰ 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	Hazardous Installations
	Development within safeguarding zones around hazardous installations will be permitted where there is no unacceptable risk to either:
	a) public health or safety; or
	b) the operation of the hazardous installations; and
	c) access to the hazardous installations.

- 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.

¹⁰⁰ '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

- 4.100 The Pembrokeshire Coast National Park has increasingly been unable to accommodate demand due to landscape capacity¹⁰¹ 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
Tier 2 Centre				
Tenby	9.87	0.59	2.27	12.73
Tier 3 Centres				
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	35.22
Totals	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.¹⁰²
- 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 land¹⁰³ 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 greenfield¹⁰⁴ sites.

¹⁰¹ See Glossary of Terms.

¹⁰² 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.

¹⁰³ See Glossary of Terms

¹⁰⁴ See Glossary of Terms

Table 2 Brownfield¹⁰⁵/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
Totals	23.32	37%	39.23	63%	62.55

Policy 20	SCALE OF GROWTH (Strategy Policy)
<p>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.</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.¹⁰⁶ 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 Zones¹⁰⁷ 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 east¹⁰⁸.

¹⁰⁵ See Planning Policy Wales, Edition 3, July 2010 Figure 4.1

¹⁰⁶ Minerals TAN1 : Aggregates Welsh Assembly Government, March 2004, paragraph 52.

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

¹⁰⁸ 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 2000¹⁰⁹ 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**

¹⁰⁹ 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.^{110 111}

- 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

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

¹¹¹ 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.¹¹²**

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

¹¹² 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>Inactive Mineral Sites</p> <p>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).</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.¹¹³ 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 1st 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 1st 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 1st 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

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

Amenity, and Construction & Demolition Exemption¹¹⁴. 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 1st 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>Local Waste Management Facilities¹¹⁵</p> <p>Local waste management and recycling facilities which serve only the National Park area will be permitted provided:</p> <ul style="list-style-type: none"> a) the site would be conveniently located in relation to the needs of the National Park community; or b) they are located at existing waste management sites or B2 industrial units; and c) the proposal makes provision for adequate screening so as to minimise any adverse effects; and d) the development is sufficiently distanced from neighbouring properties so as not to constitute a potential health or safety hazard; and 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.
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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 1st review).

¹¹⁴ 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.

¹¹⁵ 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>Composting</p> <p>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:</p> <ul style="list-style-type: none"> 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 b) the capacity of the local road network. <p>And provided:</p> <ul style="list-style-type: none"> c) there is provision for landscaping and/or screening of the site; and d) there are adequate steps to deal with leachate; and e) the product has added value.
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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.