

## Priority F: Community Facilities, Retailing, Transport

---

## 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><b>a) the proposal is located within or adjacent to a Centre; and</b></li> <li><b>b) the proposal would not undermine the vitality and viability of retail facilities in any nearby Centre; and</b></li> <li><b>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).</b></li> </ul>
-----------	--

- 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>
------------------	---

- 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>
-----------	---

- 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
------------------

- 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>
-----------	---

**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.