

# **Pembrokeshire Coast National Park**

## **Local Development Plan 2**

### **Place Plan Toolkit**

#### **Developing Affordable Housing with a Community Land Trust**

Consultation: September 2020

Adoption: May 2021

This item is also available in Welsh/ Mae'r eitem hon ar gael yn Gymraeg hefyd

**Pembrokeshire Coast National Park Authority**

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## What is the purpose of this Guidance?

1. The purpose of this Guidance is to assist in bringing forward affordable housing developments with the help of Community Land Trusts. This is one of a series of Place Plan Toolkits that the National Park Authority intends to prepare.
2. A Community Land Trust is set up by the community for the community. The Community Land Trust endeavours to keep the homes or assets permanently affordable. This means that the home or asset is not just made affordable for the first buyers but that the Community Land Trust maintains the affordability of the housing or asset in perpetuity.
3. Pembrokeshire benefits from having its own funded Community Land Trust Officer who is coordinating community initiatives for bringing forward affordable housing.

## What is Affordable Housing?

4. For the purposes of the land use planning system, affordable housing is defined as housing that is available exclusively to people in housing need that cannot afford to access the open market.

## Finding a suitable building site

5. A Community Land Trust may find that land will come forward from local landowners who are swayed by the emphasis that Community Land Trusts place upon meeting local needs and the assurance the land and homes will be stewarded in perpetuity for the benefit of the local community.
6. There are three potential sources of sites for Community Land Trust:
  - allocated sites (shown in the Local Development Plan as being suitable for housing development with a proportion of the site safeguarded for affordable housing delivery)
  - windfall sites (unforeseen sites) and;
  - Affordable Housing Exception Sites (sites currently lying outside the Centre). See Policy 49 of Local Development Plan 2 in Appendix 1. The Centres listed in Local Development Plan 2 can be found in Appendix 2.
7. When looking for a suitable site for a Community Land Trust development the Trust may wish to consider the Candidate Site Register used when developing Local Development Plan 2.

8. For ease of reference a summary for suitable exception sites for affordable housing from that exercise is attached at Appendix 3 Suitable Sites for Affordable Housing along with a link to the Register.
9. If a new site is proposed by the Community Land Trust (i.e. one that has not previously been identified), the National Park Authority will undertake an assessment of the site's suitability for development free of charge.
10. This assessment will consider the initial suitability of the site in terms of whether it lies within or adjoining (if proposed solely for affordable housing) a Local Development Plan 2 Centre and the size and scale of the site is in keeping with the character of the Centre. – a list of Centres and the Communities they lie in is provided in Appendix 2 Centres listed in Local Development Plan 2. A copy of the full assessment form is provided in Appendix 4 Site Assessment.
11. The Authority will use the same approach it used to provide the assessment of sites for Local Development Plan 2. The parameters below will help inform a site's suitability in more detail.

<b>Bringing A Site Forward: Tips and Advice</b>		
<b>Land owner Intention</b>  Are they willing to release the land?	<b>Landscape Impact</b>  Would development of the site conserve or enhance the character of the village / street scene / surrounding context? Mitigation?	<b>Amenity</b> Privacy, Light, Noise
<b>Ecological Sensitivity</b>  Is the site or species protected or worthy of protection?	<b>Flood Risk</b>  Will the development be vulnerable to, or increase the risk of flooding?	<b>Sewerage Capacity Water Supply</b>  Can the sewerage system cope? Can water be supplied?
<b>Access for people and traffic</b>  Can the road network cope with the amount and type of traffic? Motorist and pedestrian safety.	<b>Historic Environment</b>  Impact upon any of the following present on the site or neighbouring: Listed Buildings, Conservation Areas, Scheduled Monuments.	<b>Affordable Housing Need</b>  The proposal meets affordable housing need in the locality.

12. The National Park Authority welcomes the opportunity to provide early advice on the suitability of a site's development.
13. The section below provides further advice on the support the National Park Authority can give with the application of Policy 49 of the Local Development Plan 2, set out in Appendix 1 Extract of the Adopted Pembrokeshire Coast National Park Local Development Plan 2 (September 2020) for ease of reference.

## **Further Advice and Support**

14. The National Park Authority is generally supportive of Community Land Trust developments.
15. The Authority will start with the presumption that all community-led developments will be supported, unless there are fundamental problems with a proposal (for example, it would cause unacceptable highway safety problems). The Authority will work with the Community Land Trust to find ways to make its proposal acceptable if we find there are problems which we think can be resolved.
16. To help the Community Land Trust, any proposed development should be discussed with the Authority at an early stage to prevent any unnecessary work. **The Authority will provide free initial pre-application advice to community-led initiatives** and encourages community groups to refer schemes to the Design Commission for Wales at an early stage.
17. For sites adjoining Centres, the impact on the character of the locality and the countryside will be important to consider. Schemes should avoid causing significant harm to the appearance and character of the local landscape and townscape, or harm to heritage assets (including their setting). This will partly be facilitated by considering site location – but also by considering issues of overall scale, design and layout.
18. Where there is potential for some harm, **the National Park Authority will work with the Community Land Trust to overcome this, or put in place a mitigation scheme**. In reaching a decision on a proposal, the National Park Authority will balance any remaining harm a scheme might have with the benefits of the proposal.
19. Considerable positive weight will be given to proposals whereby it is clear the proposal is genuinely community-led and genuinely has community support. A Community Land Trust is established for the express purpose of furthering the social, economic and environmental interests of a designated local community by managing land and other assets. The assets are protected for the long term by a legal asset lock, any profits made must be only used to further the objectives of the Community Land Trust, and there must be opportunities for local people to become members and for the members to

control the Community Land Trust. For these reasons, the Authority considers that a Community Land Trust is well placed to bring forward a community-led development proposal, particularly if the community itself will take ownership of valuable community assets as a result.

20. **Retained in perpetuity:** it will need to be demonstrated that any benefits provided by the scheme can be retained by the Community Land Trust in perpetuity. All schemes therefore need to demonstrate that they will be financially viable. The Community Land Trust will have to clearly define the community that is to benefit from the development and require that the assets are retained in perpetuity for the benefit of the community. This community (which will be in need of affordable housing locally) will need to be clearly defined in consultation with Pembrokeshire County Council as housing authority. The Community Land Trust will need to be able to show how it will secure the benefits for this community in perpetuity. This is normally recognised in planning through the use of a S106 Agreement<sup>1</sup>.

21. For useful contacts see Appendix 5 Useful Contacts.

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<sup>1</sup> Planning obligations under Section 106 of the Town and Country Planning Act 1990 (as amended), commonly known as s106 agreements, are a mechanism which make a development proposal acceptable in planning terms, that would not otherwise be acceptable. They are focused on site specific mitigation of the impact of development.

## **Appendix 1 Extract of the Adopted Pembrokeshire Coast National Park Local Development Plan 2 (September 2020)**

### **Policy 49 Affordable Housing Exception Sites**

**Affordable housing sites within or adjoining the Plan's Centres will be permitted where it can be demonstrated that:**

- a) The site is solely for affordable housing and there are clear and adequate mechanisms to ensure that the benefits of affordable housing will be secured for initial and subsequent occupiers; and**
- b) A genuine need for affordable housing has been identified; and**
- c) The site is of a size and scale that is commensurate with the defined need and is in keeping with the form and character of the Centre.**

### **Reasoned Justification**

This policy will allow the development of sites for 100% affordable housing to meet local needs in locations not normally acceptable for residential development in accordance with National Planning Policy and TAN 2.

The policy aims to help sustain rural communities and retain people in their local communities by allowing the development of small scale affordable homes to meet local identified housing need. Promoters of such sites include Registered Social Landlords, the County Council and Community Land Trusts.

New affordable homes should be of a size, scale and tenure that is commensurate with the defined need. Evidence of need can be drawn from the Local Housing Market Assessment, the Common Housing Register and Community Council surveys.

With regard to criterion c) the policy aims to sustain rural communities and retain people in their local communities by the development of small scale affordable homes developments to meet a locally identified need. The Centres of the National Park vary in size, in particular the Rural Centres, and therefore care needs to be taken to ensure that the development is in keeping with the form and character of the Centre and also that as the number of affordable units increase it can create difficulties around maintaining a community of mixed tenures.

The affordable housing will need to remain available in perpetuity to meet affordable housing need through the use of obligations or conditions. Affordable housing exception sites are not appropriate for market housing.









## Appendix 2 Centres listed in Local Development Plan 2

<b>Service and Tourism Centre</b>	
Tenby	
<b>Local Centres</b>	
Newport Saundersfoot St Davids	
<b>Rural Centres lying in the National Park</b>	
Amroth	Manorbier
Angle	Manorbier Station
Bosherston	Marloes
Broad Haven	Moylegrove
Castlemartin	Mynachlogddu
Cresswell Quay	Nevern
Dale	Newgale
Dinas Cross	Nolton Haven
Felindre Farchog	Pontfaen
Herbrandston	Porthgain
Jameston	Rosebush
Lawrenny	Solva
Little Haven	St Ishmaels
Lydstep	Trefin
<b>Rural Centres lying partly in the National Park</b>	
Carew <sup>*2</sup>	Milton*
Cosheston*	New Hedges
Hook*	Pleasant Valley*
Houghton*	Roch*
Lamphey*	Square and Compass
Llangwm*	Wiseman's Bridge








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<sup>2</sup> \*Lies predominantly within the County Council's planning jurisdiction.


## Appendix 3 Suitable Sites for Affordable Housing

Location	Site Name / Number <sup>3</sup> / Summary	Thumbnail Picture	Summary
Angle	Site 116A East of West Bay Close, Angle		Highway Authority constraint to more than 5 houses at this site. Pumping station capacity limited to a maximum of 10 more houses in Angle without upgrading.
Angle	Site 118A North of West Bay Close		Highway Authority constraint to more than 5 houses at this site. Pumping station capacity limited to a maximum of 10 more houses in Angle without upgrading.
Dale	Site 087 Land at Castle Way, Dale		Identified for housing in Local Development Plan 1 for up to 12 houses.
Dale	Site 123 South of Castle Way, Dale		Site for up to 5 houses. Sensitive design required to protect the landscape.
Dinas Cross	Site 008 Bryn y Wawr, Dinas Cross		Small garden site suitable for 1 or 2 houses within the Centre boundary for Dinas Cross.
Dinas Cross	Site 013A/054/074A/ 095A/135A Springhill, Dinas Cross		Site for up to 5 houses. Access to this site needed from A487, requiring demolition of existing building.

<sup>3</sup> for more detail see Site Register: <https://www.pembrokeshirecoast.wales/planning/planning-policy/local-development-plan-2/local-development-plan-replacement-stages/submission/consultation-report/>

Location	Site Name / Number <sup>3</sup> / Summary	Thumbnail Picture	Summary
Dinas Cross	Site 136A Land south of A487, south-west of Castle Terrace, Dinas Cross		Small area of this site would be suitable for 5 to 7 houses. Design and layout would need to be sensitive to the green wedge designation in this location.
Herbrandston	Site 149 East of Herbrandston Hall, Herbrandston		Land identified for up to 12 houses in Local Development Plan 1.
Llanrhian	Site 014A North of Heol Crwys, Trefin		Land identified for up to 15 houses in Local Development Plan 1.
Maenclochog	Site 128 South of the Caravan Park, Rosebush		Small site for 1 or 2 houses.
Maenclochog	Site 129 West of Rosebush		Site suitable for up to 10 houses. Feasibility study required to establish available capacity at waste water treatment works.
Manorbier	Site 126 South of The Green, Lydstep		Site for up to 4 houses. Topography may increase development costs. Access improvements required and a cordon sanitaire required to protect against air pollution arising from the waste water treatment works.
Marloes	Site 053 Land formerly occupied by South Bungalow, Marloes		Small site for 1 or 2 houses within Centre boundary for Marloes.

Location	Site Name / Number <sup>3</sup> / Summary	Thumbnail Picture	Summary
Nevern	Site 115 Land at the rear of the Salutation Inn, Felindre Farchog		Small site within Centre boundary of Felindre Farchog. Objections from Trunk Road Agency would need resolution to achieve access to the site from the A487.
Newport	Site 083 Land adjacent to Newport Business Park, Newport		Site identified for employment use in Local Development Plan 1 which has not transpired. Suitable for 5 to 7 houses. Additional houses may require upgrading of waste water treatment works.
Solva	Site 102 Bank House, Solva		Identified for up to 12 houses in Local Development Plan 1. Legal covenant may restrict or constrain development. Waste water treatment works awaiting upgrade by Dŵr Cymru / Welsh Water prior to any further development in Solva.
Solva	Site 111 Land adjacent to Bro Dawel, Solva		Identified for up to 18 houses and sports facilities in Local Development Plan 1. Waste water treatment works awaiting upgrade by Dŵr Cymru / Welsh Water prior to any further development in Solva.
Solva	Site 151 Land north of Maes Ewan, Solva		Large site adjoining the Centre boundary for Solva. Development of some of this land for affordable housing would be acceptable. Waste water treatment works awaiting upgrade by Dŵr Cymru / Welsh Water prior to any further development in Solva.

Location	Site Name / Number <sup>3</sup> / Summary	Thumbnail Picture	Summary
St Ishmaels	Site 058 Land to the rear of Cross Cottage, St Ishmaels		A small site which is the garden of an existing property within the Centre boundary of St Ishmaels suitable for a single house.

## Appendix 4 Site Assessment

<b>Site Location</b>	
<b>Community</b>	
<b>Site Number</b>	
<b>Submitted by</b>	
<b>Proposed Use</b>	

### Section 1 – Key Questions

	Criterion	Commentary	Assessment Criteria
A	Is the site compatible with the National Park Purposes and Duty?		Yes
			Yes with mitigation
			No
B	Is there evidence to question the viability or deliverability of the site?		No
			Possibly
			Yes
C	Does the site have a planning history?		Yes – supports this proposal
			No history
			Yes – conflicts with this proposal
D	Is the site compatible with the Preferred Strategy of Local Development Plan 2?		Yes
			No

Section 2 – Detailed Site Appraisal

	Criterion	Commentary	Assessment Criteria
1	Is the site within or adjoining an existing Centre?		<div style="background-color: #90EE90; padding: 2px;">Within a Centre</div> <div style="background-color: #FFD700; padding: 2px;">Adjoining edge of Centre</div> <div style="background-color: #FF0000; padding: 2px;">Countryside</div>
2	Is the site located on previously developed (brownfield) land, as defined by Planning Policy Wales (page 37, Edition 11)		<div style="background-color: #90EE90; padding: 2px;">Brownfield</div> <div style="background-color: #FFD700; padding: 2px;">Part Brownfield/part Greenfield</div> <div style="background-color: #FF0000; padding: 2px;">Greenfield</div>
3	Would the development of the site result in the loss of the best and most versatile agricultural land?		<div style="background-color: #90EE90; padding: 2px;">No loss</div> <div style="background-color: #FFD700; padding: 2px;">Grade 3a and above</div> <div style="background-color: #FF0000; padding: 2px;">Grade 1 or 2</div>
4	Is the site accessible from a public highway?		<div style="background-color: #90EE90; padding: 2px;">Yes</div> <div style="background-color: #FFD700; padding: 2px;">Yes – with improvements</div> <div style="background-color: #FF0000; padding: 2px;">No</div>
5	Is the nearby highway network capable of accommodating the resulting traffic movements?		<div style="background-color: #90EE90; padding: 2px;">Yes</div> <div style="background-color: #FFD700; padding: 2px;">Yes – with improvements</div> <div style="background-color: #FF0000; padding: 2px;">No</div>
6	Is public transport available?		<div style="background-color: #90EE90; padding: 2px;">Yes – more than 5 buses / trains per day</div> <div style="background-color: #FFD700; padding: 2px;">Yes – fewer than 5 buses / trains per day</div> <div style="background-color: #FF0000; padding: 2px;">No</div>
7	Would the development of the site result in the loss of publicly accessible open space?		<div style="background-color: #90EE90; padding: 2px;">Would not result in a loss</div> <div style="background-color: #FFD700; padding: 2px;">Would affect public access but could be mitigated</div> <div style="background-color: #FF0000; padding: 2px;">Would result in a loss</div>
8	Is the site within 100m of existing water, sewerage, electrical, gas and telecommunications systems?		<div style="background-color: #90EE90; padding: 2px;">Yes</div> <div style="background-color: #FF0000; padding: 2px;">No</div>
9	Is there a possible infrastructure capacity		<div style="background-color: #90EE90; padding: 2px;">No</div>

	Criterion	Commentary	Assessment Criteria
	issue that could act as a constraint to development?		Yes – but can be addressed through investigation/mitigation Yes
10	If the site is proposed for residential development, how does it relate to any employment uses adjacent to the site?		Close to 'good neighbour' employment uses Not close to employment uses Close to 'bad neighbour' employment uses
11	If the site is proposed for 'bad neighbour' development – i.e. employment are there any residential properties within 400m of the site?		Yes No
12	Does the site include or is it close to any areas designated for biodiversity importance at an international level?		No Adjacent / close Within
13	Does the site include or is it close to any areas designated for biodiversity importance at a national level?		No Adjacent / close Within
14	Does the site include or is it close to any areas designated for biodiversity importance at a local level?		No Adjacent / close Within
15	Is the site within or adjacent to a Regionally Important Geodiversity Site?		No Adjacent / close Yes
16	What is the outcome of the biodiversity assessment (if applicable)?		Positive Neutral Negative



	Criterion	Commentary	Assessment Criteria
17	Is there a threat to mature trees or hedgerows within or adjacent to the site?		No
			Adjoining
			Within
18	Is the development of the site likely to affect the habitat, breeding site or resting place of a protected species?		No
			Potentially
			Yes
19	Is the site located within or close to a designated open space?		No
			Adjacent / close
			Within
20	Is the site located within or close to an area designated for cultural heritage importance?		No
			Adjacent / close
			Within
21	Is the site within or adjacent to a Conservation Area?		No
			Adjacent / close
			Within
22	Are there any Listed Buildings within or adjacent to the site?		No
			Adjacent / close
			Within
23	Are there any Scheduled Monuments within or adjacent to the site?		No
			Adjacent / close
			Within
24	Is the site located within or adjacent to an area prone to flood risk?		No
			Adjacent / close

	Criterion	Commentary	Assessment Criteria
			Within
25	If the site is within or adjacent to an area prone to flooding is the risk acceptable, having regards to vulnerability of the development proposed.		Yes
			Yes, with mitigation measures
			No
26	Do the topographical characteristics of the site present an obstacle to development?		No
			Yes but can be mitigated
			Yes significant enough to prevent development
27	Would development of the site have a detrimental impact on the character of the Centre or locality?		No
			Yes but can be mitigated
			Yes significant enough to prevent development
28	Is there evidence that the site could consist of potentially contaminated land?		No
			Yes, but capable of remediation
			Yes and unlikely to be capable of remediation
29	Is the site within a minerals safeguarding zone?		No
			Yes but can be mitigated
			Yes
30	Is the land likely to be adversely affected by stability issues?		No
			Yes but capable of mitigation
			Yes

**Overall Assessment** (include commentary on suitability under Policy 49 - Affordable Housing Exceptions Sites):

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Recommendation			
Compliant in principle with Local Development Plan 2	Yes	Further Information Required	No

## **Appendix 5 Useful Contacts**

For Pre Application Advice on development proposals and obligations required

Pembrokeshire Coast National Park Authority  
Development Management  
Llanion Park  
Pembroke Dock  
Pembrokeshire  
SA72 6DY

Telephone: 01646 624800

Email: [DC@pembrokeshirecoast.org.uk](mailto:DC@pembrokeshirecoast.org.uk)

## References

National Assembly for Wales: Members' Research Service: Quick Guide Community Land Trusts June 2010

<https://senedd.wales/Research%20Documents/Community%20Land%20Trusts%20-%20Quick%20guide-28062010-188743/qg10-0014-English.pdf>

Examples of Community Land Trusts

<https://chagfordcommunitytrust.org.uk/>

<http://www.communitylandtrusts.org.uk/what-is-a-clt/success-stories/rural-clts/christow-clt>

<https://www.peakdistrict.gov.uk/learning-about/news/archive/2013/news/community-land-trust-wins-first-approval-for-affordable-homes-in-the-peak-district>