

REPORT OF THE PLANNING OFFICER (PARK DIRECTION)

SUBJECT: DRAFT SUPPLEMENTARY PLANNING GUIDANCE

Purpose of Report

The purpose of this report is to seek Members approval to consult on further draft supplementary planning guidance which has been prepared to support the policies and proposals of the Local Development Plan.

Background

Members approved a number of supplementary planning guidance documents for consultation since September 2010. Further draft supplementary planning guidance has been prepared by Officers. When adopted by the Authority following public consultation, the guidance will form a material planning consideration when deciding planning applications.

The following is before Members to approve for consultation:

Appendix 1. Accessibility Locating developments so as to minimise the demand for travel, especially by private car is one of the Key Policy Objectives of the Welsh Government (Planning Policy Wales , para 4.4.2). Whilst accepting that opportunities for reducing car use in rural areas is more limited than in urban areas, the Welsh Government's policy is to direct the majority of new development in settlements with good accessibility by non-car modes when compared to the rural area as a whole. (Planning Policy Wales, para 4.6.7). When considering development in countryside locations, accessibility to identified Centres within the Plan is an important consideration in determining the suitability of any particular proposal. In July 2010, the Welsh Government published a revised version of Technical Advice Note 6: Sustainable Communities. This recognises the crucial role the planning system has to play in supporting the delivery of sustainable rural communities with the key question for the planning authority, when determining planning application being whether the proposed development enhances or decreases the sustainability of the community. (Technical Advice Note 6, paragraph 2.2.). For this reason, it is accepted that in some instances the particular type of development or other sustainable benefits it could bring may outweigh the need for it to be in an accessible location. This draft guidance sets out a pragmatic means of assessing whether new proposals have alternative means of access to necessary services and facilities but recognises that not all developments will require the same level of provision of public transport provision. It also makes allowance for material planning considerations in any particular instance that may outweigh the need for non-car accessibility.

Appendix 2. Please note that a **Recreation Character Areas Map** from the Recreation Guidance which was approved for public consultation in October 2011 by Members was incomplete, but has now been finalised for inclusion in the

document. Consultation on the Guidance was delayed while Sarah Middleton was on secondment with the County Council.

Financial considerations

The consultation will have financial implications for the Authority, including translation and publicity costs. A minimum charge will be made for paper copies of the consultation drafts of the supplementary planning guidance. They will be available free on CD and to download via the Authority's web site.

The provision of up to date supplementary planning guidance will assist planning applicants in meeting the requirements of Local Development Plan and national planning policy. It is anticipated that the consultation on the new supplementary planning guidance listed above will commence in July 2012 for a period of three months. Comments made on the supplementary planning guidance will be considered by Officers and recommendations reported back to Members in due course. A statement of the consultation undertaken, the representations received and the Authority's response to those representations will also be made available. Commentators will be informed of the outcomes.

Recommendation

Members are asked to approve the attached draft Supplementary Planning Guidance to the Local Development Plan for public consultation.

Background Documents

Pembrokeshire Coast National Park Local Development Plan Adopted September 2010

<http://www.pembrokeshirecoast.org.uk/default.asp?PID=178>

Report to National Park Authority 12th October 2011

<http://www.pembrokeshirecoast.org.uk/default.asp?PID=411>

Author: Planning Officer (Development Plans)

Consultees: Pembrokeshire County Council Highways Authority

**Pembrokeshire Coast National Park
Authority**

Accessibility Assessment

Draft Supplementary Planning Guidance to the
Local Development Plan for the
Pembrokeshire Coast National Park

June 2012

Contents

1.0	INTRODUCTION	2
2.0	BACKGROUND AND CONTEXT	3
3.0	ASSESSING ACCESSIBILITY	4
4.0	EXCEPTIONS	5
5.0	APPENDIX A: CATEGORISATION OF BUS SERVICE FREQUENCIES	6
6.0	APPENDIX B: CHECK LIST	7
7.0	APPENDIX C: USEFUL CONTACTS	8

1.0 Introduction

- 1.1 This Supplementary Planning Guidance (SPG) explains how the National Park Authority (NPA) will consider accessibility of proposals in countryside locations. It is aimed at helping prospective planning applicants to make an application and sets out the information we will consider when assessing proposals.
- 1.2 It is important that we consider all applications in a clear and consistent manner. The information contained in this Supplementary Planning Guidance will assist applicants to see the means by which accessibility is assessed by the Authority and how, exceptionally, some types of development may be acceptable in non-accessible locations.
- 1.3 Supplementary Planning Guidance does not form part of the Local Development Plan, but when adopted will have significant weight in deciding whether a proposal can receive planning permission.
- 1.4 This Draft Guidance was approved for consultation by the National Park Authority on

2.0 Background and Context

- 2.1 Policy 7 of the Local Development Plan sets out the types of developments that may be permissible in countryside locations. These include the conversion of appropriate buildings to a range of uses and sensitive filling in or rounding off to isolated groups of dwellings. In assessing these particular proposals the policy advises that accessibility to the Centres identified within the Plan will be an important consideration. This is to maximise opportunities for sustainable travel through walking, cycling and using public transport to reach a range of facilities and services that would normally be beneficial for the end-users of the proposed development.
- 2.2 Locating developments so as to minimise the demand for travel, especially by private car is one of the Key Policy Objectives of the Welsh Government (Planning Policy Wales , para 4.4.2). Whilst accepting that opportunities for reducing car use in rural areas is more limited than in urban areas, the Welsh Government's policy is to direct the majority of new development in settlements with good accessibility by non-car modes when compared to the rural area as a whole. (Planning Policy Wales, para 4.6.7).
- 2.3 In July 2010, the Welsh Government published a revised version of Technical Advice Note 6: Sustainable Communities. This recognises the crucial role the planning system has to play in supporting the delivery of sustainable rural communities with the key question for the planning authority, when determining planning application being whether the proposed development enhances or decreases the sustainability of the community. (Technical Advice Note 6, paragraph 2.2.). For this reason, it is accepted that in some instances the particular type of development or other sustainable benefits it could bring may outweigh the need for it to be in an accessible location.
- 2.4 Such instances would normally be where, in line with Technical Advice Note 6, the development proposals are intended to meet local needs.

3.0 Assessing Accessibility

- 3.1 When assessing accessibility the Authority uses advice published by The Institute of Highways and Transportation Guidelines for Providing Journeys on Foot. This suggests that a target distance between the site and a range of facilities is between 300m and 600m and an acceptable distance for those same facilities is between 600m and 1000m.
- 3.2 Taking into consideration that the National Park is a rural area, the maximum distance advised above – ie. 1km, is the standard used by the Authority when assessing how accessible a site is. The assessment needs to ensure that the means of accessing facilities from the site can provide a realistic alternative to car borne travel. This means that walking and cycling routes have to be open, appropriate and safe for pedestrian or cycling use.
- 3.3 The measurement will be calculated as an actual distance along appropriate routes from the site to a reasonable point in the nearest Centre, where a range and facilities and services are available measured along the shortest route, including roads and footpaths.
- 3.4 A site will also be considered to be accessible if there is a train station or bus route within a kilometre walking distance of the site. All bus services in Pembrokeshire operate on a hail and ride basis which means that they can stop to drop off or pick up passengers at places other than at designated bus stops. The decision to stop is made at the driver's discretion providing it is safe to do so. In assessing the practicality of the bus as providing a realistic alternative to car travel, the route between the site and the bus route must be open, appropriate and safe for pedestrian use.
- 3.5 For developments which would depend on a bus service to access Centres, the frequency and times of the available bus services are also a key consideration. Pembrokeshire County Council Highways Authority has defined the frequency of bus routes into six categories (see Appendix 1). The minimum level of service considered necessary to be able to have a reasonable degree of mobility without private transport is where there are services at times suitable for travel to and from work, schools, morning and afternoon shopping - generally a minimum of 5 return journeys a day.
- 3.6 This “strategic” level of service is therefore used as the minimum required to provide a realistic alternative to car travel for permanent residential accommodation.
- 3.7 When considering holiday letting proposals, the Authority would accept a less frequent service, as the travelling needs of holiday-makers differ to those of permanent residents. A bus service within 1km offering at least 3 return journeys per day would generally offer an acceptable alternative to car travel.
- 3.8 For conversions, infilling or rounding off proposals for other types of developments, the Authority would need to make an assessment of the likely travelling requirements of the users. This would determine whether accessibility by walking, cycling or public transport can provide a realistic alternative to car travel, and also if there are any other material considerations which may

outweigh the need for a proposed development to be located in an inaccessible location.

4.0 Exceptions

- 4.1 Technical Advice Note 6 (July 2010) advises that where development proposals are intended to meet local needs, planning authorities should recognise that a site may be acceptable even though it may not be accessible other than by the private car.
- 4.2 The following types of development are considered to be meeting a local need:
- i. **Affordable housing** - Planning Policy Wales, Edition 3, July 2010, paragraph 7.6.9 refers to affordable housing being for local need.¹
 - ii. **Farm diversification** – Planning Policy Wales, Edition 4, February 2011, paragraph 7.3.3 refers to the need for local planning authorities to adopt a positive approach to development associated with farm diversification in rural areas, irrespective of whether farms are served by public transport.
 - iii. **Rural Enterprise² Dwellings** – Technical Advice Note 6 (Sustainable Communities) paragraph 4.3.1 identifies that new isolated residential development in the countryside may be justified when accommodation is required to enable essential workers at rural enterprises to live at or close to their place of work.
- 4.3 The following developments may also be acceptable in principle, in non-accessible locations:
- a. Visitor attractions, recreational and leisure activities - where it can be demonstrated that the need for the proposal in that particular location outweighs the requirement for the site to be accessible by non-car modes (see policy 35d).
 - b. Conversion of buildings – where the historic or architectural merit of the building which can be preserved by the proposal outweighs the requirement for the site to be accessible by non-car modes. Where the proposal is for a residential use the Authority would apply the following hierarchical approach to considering applications:
 - The first consideration should be for the provision of affordable housing in line with TAN6;
 - Should it be proved that affordable housing is not viable, then the Authority would consider holiday letting proposals, where the travel requirements would be less demanding than those for permanent residential accommodation;
 - Permanent residential accommodation.

Traffic impact analysis and mitigation may be required in these instances. This may include the provision of a Travel Plan to demonstrate how the need to travel by car can be minimised. For example through use of school transport, internet shopping, car sharing etc.

¹ A definition of a local person is contained in the Affordable Housing Supplementary Planning Guidance, adopted by PCNPA in March 2011).
<http://www.pembrokeshirecoast.org.uk/Files/Files/dev%20plans/AffordableHousingSpgAdoptedWorkingDraft.pdf>

² Qualifying rural enterprises are defined in paragraph 4.3.2 of Technical Advice Note 6 as land-related businesses, including agriculture, forestry and other activities that obtain their primary inputs from the site, such as the processing of agricultural, forestry and mineral products together with land management activities and support services (including agricultural contracting), tourism and leisure enterprises.

5.0 Appendix A: Categorisation of Bus Service Frequencies

1. **Frequent** – services at least hourly, six days a week, including journeys suitable for travel to and from work, schools, morning and afternoon shopping.
2. **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.
3. **Daily** – services on at least 5 days a week, but lacking one or more of the features necessary to be strategic.
4. **Infrequent** – services on one to four days a week.
5. **Very Infrequent** – services on school days only, summer only or less than weekly;
and
6. **No service at all.**

6.0 Appendix B: Check List

If	Then
The site is within 1km of a named Centre ³ identified in the Local Development Plan. (NB measure along actual roads and/or footpaths)	The site is considered to be accessible.
The site is more than 1km away from a Centre but is within 1km of a bus service.	<ol style="list-style-type: none"> 1. Check the destinations of the service; 2. Check the frequency of the service. 3. If no bus stop, check the general road conditions to see if would be generally safe for embarking/disembarking the bus.
The site is within 1km of a bus route with 5 or more return journeys a day.	Site is considered to be accessible.
The site is within 1km of a bus route with less than 5 return journeys a day.	The site may be accessible for holiday letting. Also appropriate for affordable housing.
The site is more than 1km away from a bus route.	The site is not accessible but may be acceptable in principle for affordable housing.
The site is more than 1km away from a bus route but the buildings have architectural or historic merit.	Weigh merits of buildings against non-accessibility and consider hierarchy for residential proposals: <ul style="list-style-type: none"> • Affordable housing • Holiday letting • Permanent residential use.
The application is a farm diversification proposal.	Site does not have to be accessible.
The application is for affordable housing.	Site does not have to be accessible.
Rural enterprise dwelling	Site does not have to be accessible.
Application for leisure/recreation/visitor attraction.	Consider evidence of need to be at that location and weigh merits against accessibility. Consider mitigation.

³ Tenby, Newport, Saundersfoot, St Davids, Amroth, Angle, Bosherton, Broad Haven, Dale, Dinas Cross, Felindre Farchog, Herbrandston, Jameston, Lawrenny, Little Haven, Manorbier, Manorbier Station, Marloes, Newgale, Pontfaen, Solva, St Ishmaels, Trefin, Cosheston, Hook, Houghton, Llangwm, Milton, New Hedges, Pleasant Valley, Roch, Square and Compass, Summerhill.

7.0 Appendix C: Useful Contacts

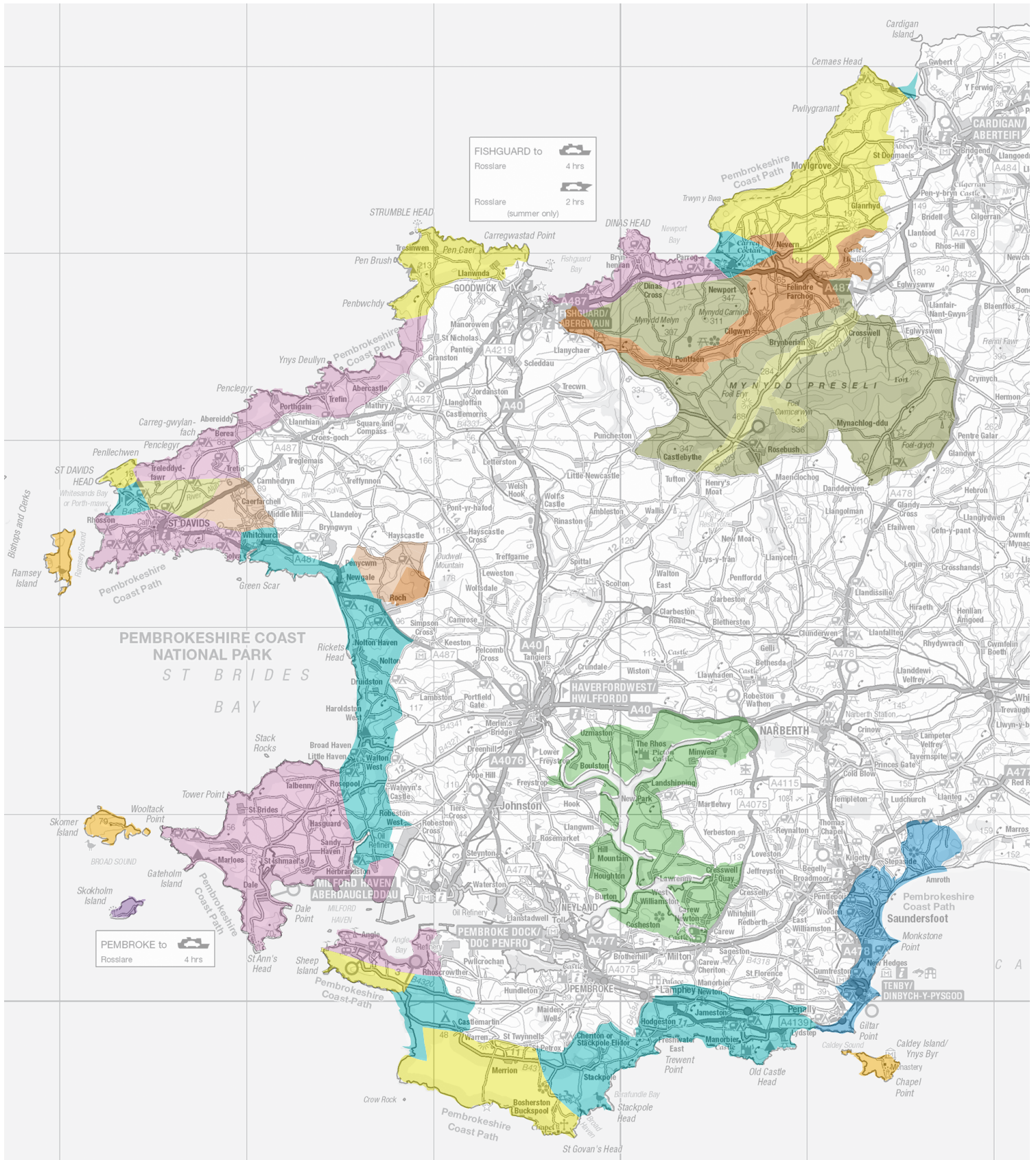
For further information please contact

Sarah Middleton (Planning Officer, Development Plans)
Pembrokeshire Coast National Park Authority
Llanion Park
Pembroke Dock
Pembrokeshire
SA72 6DY

Telephone 0845 345 7275

Email: devplans@pembrokeshirecoast.org.uk

Map 1: Recreation Character Areas in the National Park



FISHGUARD to
Rosslare 4 hrs
Rosslare 2 hrs
(summer only)

PEMBROKE to
Rosslare 4 hrs

Key

- Resort Beach Coast**
- Developed Formal
- Beach Coast**
- Developed Semi-natural
- Small Bay Coast**
- Accessible Natural

- Wild Cliff Coast**
- Remote Natural
- Islands**
- Accessible Natural
- Remote Natural
- Estuaries**
- Developed Semi-natural

- Inland Valleys**
- Remote Natural
- Accessible Natural
- Inland Commons and Hills**
- Remote Natural
- Accessible Natural