

South East Wales Strategic Planning Group

# STRATEGIC PLANNING GUIDANCE FOR SOUTH EAST WALES



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**Strategic Planning Guidance  
for  
South East Wales**

**Volume 2**

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## **ACKNOWLEDGEMENTS**

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has been prepared and endorsed by the following planning authorities:**

Blaenau Gwent County Borough Council  
Brecon Beacons National Park  
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Caerphilly County Borough Council  
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Merthyr Tydfil County Borough Council  
Monmouthshire County Council  
Newport County Borough Council  
Rhondda Cynon Taff County Borough Council  
Torfaen County Borough Council  
Vale of Glamorgan Council.

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## **10 INTRODUCTION**

- 10.1 This Strategic Planning Guidance for the South East region of Wales is based on the model for regional planning arrangements endorsed by the Welsh Local Government Association Co-ordinating Committee in March 1998. Accordingly, it is intended that this guidance will serve the following purposes:-
- i) To provide a context for the preparation, consideration and revision of Unitary Development Plans (UDPs).
  - ii) To minimise delays and conflicts between planning authorities at the public inquiry stage.
  - iii) To identify areas of agreement on common issues.
  - iv) To identify strategic spatial policy issues that may need resolution and identify the mechanisms for resolving them.
  - v) In addition, it provides an opportunity for interested organisations to contribute to the Regional Planning process.

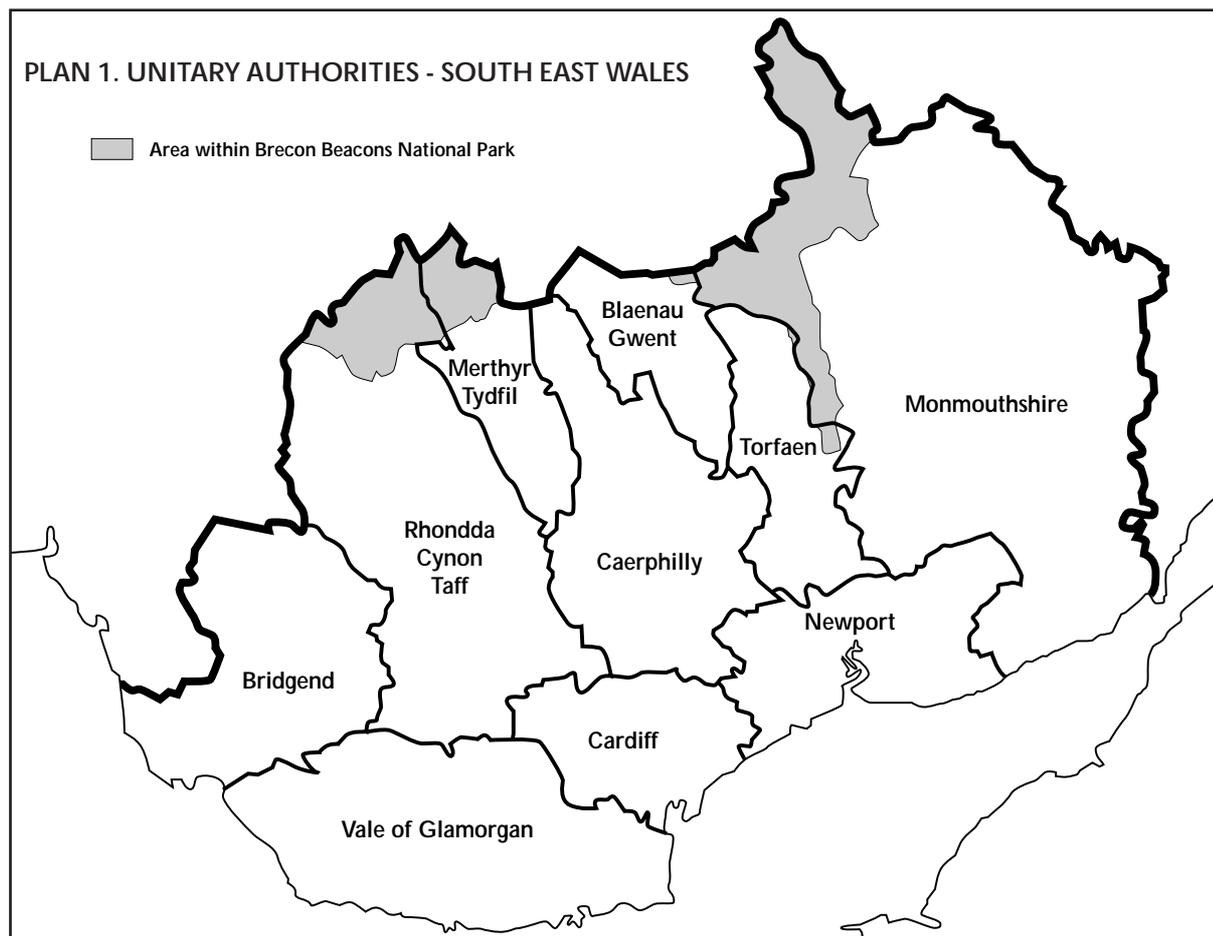
### **POLICY BACKGROUND**

- 10.2 Local authorities in Wales are advised to liaise on strategic planning matters under the provisions of the 1994 Local Government (Wales) Act. This is confirmed in Planning Guidance (Wales) - Unitary Development Plans, 2001. ((PG(W)(UDP)).
- 10.3 There is currently no Regional Planning Guidance in Wales as a whole, nor for the regions within Wales, as there is in the various regions of England. The Welsh Office clearly saw this function as being more appropriately dealt with by voluntary associations of unitary authorities.
- 10.4 For clarification, guidance for Wales as a whole is considered to be 'national' while that for groupings of local authorities below the all-Wales level is 'regional'. When the National Assembly for Wales (NAW) came into being the regional structure was redrawn. South East Wales is one of four regions in Wales.
- 10.5 Regional planning guidance for the South East region of Wales is therefore taken to encompass the following:
- (A) Strategic regional objectives
  - (B) Strategic policies
  - (C) Common policy approaches
  - (D) Strategic policy advice and guidance
  - (E) Common notations and definitions
  - (F) Agreed regional statistical information, to inform UDP policies
  - (G) Identification of weaknesses and gaps in planning guidance issued by the Welsh Assembly.
- 10.6 The scope of the guidance as shown above is reflected throughout this document in the form of specific recommendations supported by explanatory text. For reference each recommendation will carry an appropriate annotation (A-G) to distinguish its purpose.

### **STATUS OF THE GUIDANCE**

- 10.7 Accordingly, the Planning Authorities in the region have established the South East Wales Strategic Planning Group (SEWSPG), which holds meetings on a regular basis attended by members and officers of the respective authorities. The current members of the Group are Blaenau Gwent CBC; Bridgend CBC; Caerphilly CBC; The City and County of Cardiff; Merthyr Tydfil CBC; Monmouthshire CC; Newport CBC; Rhondda Cynon Taff CBC; Torfaen CBC; the Vale of Glamorgan Council, and the Brecon Beacons National Park Authority. Plan 1 shows the area covered by the member authorities.
- 10.8 The SEWSPG has prepared this document to fill the strategic planning vacuum in South East Wales. Modified following consultation with relevant organisations and agencies in the area, Volume 1 has now been endorsed by all 11 individual constituent authorities.

- 10.9 The nature and stages of development Plan preparation in the constituent Authorities varies considerably at present. Some Authorities are at different stages in the preparation of Unitary Development Plans while others are currently operating transitional arrangements to complete 'old style' development plans. It is therefore a matter for each Authority to determine how best to integrate this guidance into development plan preparation.



### SUSTAINABLE DEVELOPMENT

- 10.10 A duty to 'promote sustainable development in the exercise of its functions' is written into the statute establishing the National Assembly for Wales and the Assembly has produced an initial statement in 'Sustainable Wales – Learning to Live Differently'. Planning Guidance makes it clear that the National Assembly is intent on working towards ensuring that development and growth are sustainable. The planning system is viewed as having a major role in establishing that objective. The UN World Commission on Environment and Development 1987 (the Brundtland Report) defined Sustainable Development as:

*'Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.'*

- 10.11 Such a definition inevitably involves attaining the satisfactory and justifiable balance between reconciliation of development needs and the need to protect the built and natural environment. It is normally for individual development plans to interpret this balance in terms of local policies which contribute to such aims. However, the group is of the view that Strategic Guidance for the region should have sustainable development at its heart to provide a consistent and implementable framework for more detailed local interpretation by development plans. Hence the achievement of long term sustainability is the cornerstone of the recommendations associated with each of the major topic areas dealt with by the Guidance. For purposes of the current volume the following aspects of sustainability are particularly important. The treatment of subsequent topics will also be underpinned by appropriate sustainability issues:

- Maximising the use of brownfield sites, particularly for housing, retail development, employment, and landscape and nature conservation purposes.
- Making development land allocations which reduce the need to travel and maximise public transport use.
- Conserving mineral resources for future generations, promoting efficient use of minerals, and encouraging the use of substitutes, especially waste materials.
- Minimising waste and encouraging promoting re-use and recycling.
- Protecting open space and promoting walking and cycling.
- Promoting 'sustainable' tourism linked to public transport facilities.
- Protecting and enhancing the coastline
- Introducing common measures which contribute to the identification, protection and enhancement of the natural environment across the region as a whole.
- Ensuring that development plan policies and proposals are fully appraised in terms of their environmental effects, including their effects on natural resources.

### **CONSULTATION**

- 10.12 The production of Strategic Planning Guidance for South East Wales is in two volumes dealing with specific topics. Each will contain recommendations together with background, policy context, identification of key issues, and an explanation of the recommendations. Volume 1, finalised in January 2000, dealt with 8 topics considered to be priorities for consultation and consideration. Volume 2 deals with other important topics with a strong regional perspective: Minerals; Waste Management; Energy; Sport, Leisure & Recreation; Tourism; and the Coastal Zone.
- 10.13 The Draft of Volume 2 was published in July 2000 and comments were invited from the public and interested organisations. Comments were received from 34 organisations and individuals. These were considered by the SEWSPG and appropriate amendments made to the regional guidance, which is also updated to take account of subsequent events. The final version of Volume 2 was endorsed by all 11 planning authorities in the region in July 2001.

### **REGIONAL INTEGRATION**

- 10.14 Volumes 1 and 2 together deal with all the principle types of development and use of land. However, they concentrate on land use policy issues not the regulation of activities, nor the management of land, nor the development of priorities or programmes.
- 10.15 There are many situations in which land use must be considered in relation to its regulation and management and in relation to priorities and programmes for development and improvement. Therefore, it is imperative, that there should be close integration between emerging Regional Planning Guidance and other existing and emerging strategies, programmes and plans which have a regional dimension or regional implications. There is need to more closely examine, for example, the interactions between Regional Planning Guidance and Local Environment Action Plans in relation to waste management and coastal issues.
- 10.16 It is imperative essential that proposals for Objective 1 funding should be put in a regional context, integrating urban and rural areas irrespective of whether they are in an Objective 1 area or not. Similarly it is imperative that land use and economic development are closely integrated with measures to change and improve transport. To this end there needs to be close liaison between Regional Planning Guidance, economic strategies and transport strategies.
- 10.17 The South East Wales Strategic Planning Group will therefore seek closer liaison with other regional bodies: including the South East Wales Economic Forum, the South Wales Transport Advisory Group, the Environment Agency and the Countryside Council for Wales on matters of overlapping interest and concern. Hopefully, this will be facilitated by the provision of an appropriate policy framework from the National Assembly for Wales. The Group will also seek to develop links with other regional bodies in adjacent regions of Wales and England.

## 11 MINERALS

### INTRODUCTION

- 11.1. It is essential to the national, regional and local economy that there is an adequate and steady supply of minerals. Their exploitation makes a significant contribution to the nation's prosperity and quality of life. Construction minerals are the pre-requisite for the buildings and infrastructure that society needs. The need for energy minerals such as coal, gas and oil to generate power is evident and many industries are dependent on certain minerals to provide basic raw materials, for example, limestone for cement manufacture.
- 11.2 The South East Wales region has a wealth of such minerals but it is also the most urban area in Wales with considerable pressure on undeveloped land for further growth. This growth places a continuing demand on local sources for construction materials while preventing future extraction where mineral resources are already sterilised by permanent development. Mineral resources are further constrained in areas where the environmental impact of mineral working would be unacceptable. Ultimately an acceptable balance is sought between the aim of satisfying the demands of society and the protection of the environment.

### POLICY BACKGROUND

#### National

- 11.3 A strategy for minerals provision is guided by central government policy and advice contained in Mineral Planning Guidance Notes (MPGs). In recent years, most revisions of policy guidance for minerals have been undertaken for England only as it was anticipated that the National Assembly for Wales would issue minerals policy guidance on similar lines as Planning Guidance (Wales) with supporting Technical Advice Notes. A Draft Revised Mineral Planning Guidance Note 3 (Wales) : Coal Mining and Colliery Spoil Disposal, however, was published for consultation purposes in December 1998. This, however, has now been deleted in favour of an all embracing policy document entitled Minerals Planning Guidance (Wales) which is currently at the draft consultation stage. At present, the NAW are proposing to issue Technical Advice Notes (TAN's) to supplement the guidance. Such TAN's are proposed to cover coal, aggregates etc. The provisional date for the issue of these documents is mid 2000. The Mineral Planning Guidance (MPG3) on coal mining and colliery spoil disposal issued in 1994 is still extant. A list of Mineral Planning Guidance Notes and the relationship between Welsh and English guidance is contained in Appendix 1 which also sets out the current position of those areas of mineral planning guidance in Wales which are relevant to the preparation of Unitary Development Plans.
- 11.4 The United Kingdom was one of the first countries in the world to publish a national sustainable development strategy in 1994. In May 1999, the Government published 'A better quality of life-a strategy for sustainable development for the UK' followed by 'Building a better quality of life-a strategy for more sustainable construction in April, 2000. These documents acknowledge that the use of minerals benefit the economy but seek to minimise the impact on the environment. The first strategy considers how to:
- i) minimise environmental impacts of extraction,
  - ii) promote high quality restoration of sites,
  - iii) promote the efficient use of aggregates and recycled materials,
  - iv) conserve minerals while securing necessary supplies,
  - v) safeguard mineral resources from sterilisation.

It is considered that policies in UDPs should address these objectives.

- 11.5 Sustainable policies for minerals provision will be incorporated into the new draft Welsh mineral policy guidance. The Government has also considered fiscal measures to promote these

objectives. The recent Budget in March, 2000, announced that a primary aggregates tax would be introduced with a likely issue date in April, 2002.

### **Regional**

- 11.6 Regional planning in Wales at the present time is not as formalised as in England. Exceptionally, regional planning for aggregates has been carried out by the Regional Aggregates Working Parties (RAWPs) since the early 1970s in order to resolve the geographical imbalance between demand and supply. In Wales, the South and North Wales RAWPs form two of the ten working parties in England and Wales which are funded by the Department of the Environment Transport and the Regions (DETR) to monitor the supply of and demand for aggregates on a regional basis. The South Wales RAWP relates to the 18 South Wales Mineral Planning Authorities including the two National Park Authorities, and includes the whole of the South East Wales region.
- 11.7 In view of the absence of up-to-date aggregates guidance in Wales to run alongside the revised guidance for England, the South and North Wales RAWPs produced their own set of guidelines for aggregates provision in 1995. The South Wales Guidelines<sup>1</sup> considered the issues relating to aggregates provision and provided the necessary information to carry out an apportionment exercise for the region to enable the Mineral Planning Authorities to prepare their development plans more effectively.
- 11.8 Other bodies with responsibility for minerals issues have been established by local authorities, such as the Planning Officers Society for Wales Minerals and Waste Topic Group and the South Wales Coalfield Mineral Officer's Working Party.

### **Local**

- 11.9 Prior to local government reorganisation in 1996, the former County Councils were responsible for producing Structure Plans and Minerals Local Plans. The former County Councils in the South East Wales region, Gwent, Mid and South Glamorgan County Councils, had produced Structure Plans which included mineral policies. South Glamorgan had placed on deposit a draft Minerals Local Plan and Mid Glamorgan had placed on deposit a Draft Mineral Local Plan for Limestone Quarrying which had been the subject of a Public Local Inquiry and Inspector's Report. Some of the successor unitary authorities namely Bridgend, Cardiff, and Merthyr Tydfil have completed and adopted these plans.

## **THE CURRENT POSITION**

### **Energy Minerals-Coal**

- 11.10 At its peak in 1913, the Welsh coal industry produced 57 million tonnes of coal. By 1993, total annual production had fallen to 4.5 mt<sup>2</sup> and by 1997 it was estimated to be 2.6 mt<sup>3</sup>. The South East Wales region encompasses approximately 60% of the South Wales Coalfield. Within the region, the majority of active coal extraction is found, with some exceptions, in the northern area close to the A465 Heads of the Valleys road. Small mines and coal recovery activity remain small with some growing interest being shown in coalbed methane extraction. The sole remaining deep mine in the area is at Tower Colliery (RCT) and a new drift mine has been approved at Park Slip West (Bridgend). A summary of sites in the region is included in Appendix M2.
- 11.11 The region has produced nearly 1 million tonnes in each of the past three years from opencast and deep mines combined and currently produces approximately 40% of total Welsh output, employing nearly 500 people. The region has a variety of high quality coal reserves including dry steam, coking steam, prime coking and bituminous coals. An important feature of some of these coals is that they have a low chlorine and low sulphur content which reduces harmful emissions when burnt. In addition, they are generally of low to medium volatility with low ash and moisture content.

- 11.12 An analysis of the supply and demand for coal in the region must recognise the complex factors that influence the market for coal. These factors range from local to international influences and also emerging policy and guidance from central government. The majority of coal is sold for power generation. New initiatives, such as domestic fuel product developments, are being pursued to provide opportunities for market developments. Coalbed methane appears to have great potential but as yet no active extraction has taken place in the region.
- 11.13 At the present time, it is difficult to see any clear picture of the future demand for coal in the region or indeed in Wales as a whole. The issue of revised planning guidance and the review of energy policy by Central Government has not given any positive support for the industry and the general stance taken appears to be that market forces should be left to determine the need for coal in the UK. Historically, a Government Perspective on the Welsh Coal Industry was reported by Peter Hain, Welsh Office Industry Minister in 'The Future for Welsh Coal' (March 1998). This document referred to the development of a strategy for the future of Welsh coal to ensure, inter alia, an environmentally acceptable future for opencast operations and the exploitation of coalbed methane. To date, this strategy does not appear to have had any significant impact on the future of coal and a steady decline in coal production is clearly evident. Such decline is highlighted by the dramatic drop in the number of small mines and private opencast coal sites.
- 11.14 Current draft Mineral Planning Guidance states that the policies in the UDP should set out clear criteria against which proposals will be assessed. It should indicate areas where coal extraction and spoil disposal are likely to be acceptable and resources should be safeguarded for the future. The industry should make available to Mineral Planning Authorities information on their forward plans to ensure continuity of supply. It appears that the privatised coal industry operates under a shorter programme than the former British Coal and is unable to provide forward plans which would accord with the long term nature of the UDP proposals. As regards future working sites, there is some information on current licences for coal extraction which is available from the Coal Authority. There is a general consensus that Planning Authorities will favour criteria-based policies for opencast coal mining in their UDPs and an example of such a policy is set out in Appendix M3.

#### **Energy Minerals-Oil and Gas**

- 11.15 Until Government policy is reviewed, national policy considerations are explained in Welsh Office Circular 3/85 (DoE 2/85). This states that exploration for and production of oil and gas reserves will be encouraged subject to the protection of the environment. Depending on local circumstances the new Welsh Mineral Planning Guidance (draft) states that unitary development plans should attempt to identify particular areas where such operations may be acceptable. Exploratory work has been licensed in the region including seismic surveys (Vale of Glamorgan), and boreholes have been drilled for mineral exploration. It is understood that exploration has failed to encounter any economically significant accumulations of oil or gas although the information is not precise because of commercial confidentiality. Many of the exploration licences have now been surrendered. It appears that the development of on-shore resources of hydrocarbons, oil and gas, is unlikely to have a significant impact on the region in the foreseeable future.

#### **Aggregates**

- 11.16 Forecasts: Aggregates are the basic constituents used in construction. The Government has for some years commissioned consultants to produce long term projections of the future demand for aggregates. ECOTEC and Cambridge Econometrics published their findings in 1991, revised in 1992, for the 20 year period to 2011 to provide a basis for the forecasts in regional guidelines. The main sources of statistical information on regional aggregates supply and demand are the reports of the Regional Aggregates Working Parties (RAWPs) which have produced annual monitoring reports since 1990. A summary of the recent South Wales RAWP surveys and forecasts is contained in Appendix 4 together with an analysis of current landbanks and the supply position for aggregates in the region.
- 11.17 A landbank is a stock of planning permissions for the winning and working of minerals. Current

draft Mineral Planning Guidance states that development plans should make provision for a continuing supply of aggregates and policies should provide for the maintenance of a landbank for all aggregate minerals. The revision of MPG 6 England (1994) reduced the landbank required for sand and gravel from 10 to 7 years and stated that a longer period may be appropriate for crushed rock. The changing policy towards more efficient use and increased use of secondary and recycled materials, suggests that a reduction in the extent of landbanks may be acceptable for all primary aggregates including crushed rock. The landbank of crushed rock reserves in the South Wales RAWP area in 1997 was 42 years<sup>a</sup>.

- 11.18 Crushed rock: In South East Wales, there was a 25 year landbank of crushed rock at the beginning of 1998 (Appendix M4), which would be sufficient for continued working to at least 2021. This regional landbank of more than 10 years beyond 2011, the end date of most UDPs, should provide sufficient confidence of supply for the aggregates industry. It would not be reasonable to require separate landbanks for each Mineral Planning Authority in view of the limited size of some authorities. Additional reserves to provide extensions to active sites need to be safeguarded, where appropriate, to maintain continuity of supply and most of these areas have already been identified in draft and adopted mineral local plans in the region. Further details of limestone and sandstone sites in the region are listed in Appendix M5. The apportionment of reserves is usually contained in mineral planning guidance which is determined in consultation with the Regional Aggregates Working Parties. The new mineral planning guidance for Wales is currently being prepared by the National Assembly for Wales.
- 11.19 Fine aggregates: There are negligible land won fine aggregates produced in the region and nearly all such material is obtained from marine dredging operations. Research, carried out by consultants acting on behalf of the NAW, has identified sites with potential for land based sand and gravel extraction but there would be environmental objections to developing many of those areas within the region. It is likely, however, that the demand for sand will continue to be satisfied from marine sources in the immediate future. There is a growing pressure to cease marine dredging until the full environmental effects of such operations are fully known. It is acknowledged that marine dredging may have an undesirable environmental impact but more research is necessary. A research project relating to the Bristol Channel, the Bristol Channel marine aggregates resources and constraints research project, is scheduled to be completed in the near future. This will provide guidance for future applications for licences for dredging for aggregates.
- 11.20 A sustainable policy for aggregates provision seeks to ensure that all construction materials are used efficiently and resources are conserved. The intensity of use of aggregates, that is, the amount of land won aggregates used per unit of construction cost, is reported to be higher in Wales compared with English regions<sup>9</sup> which indicates a relative lack of aggregate efficiency in construction in Wales. There has been no significant increase in the use of secondary materials or corresponding significant decline in the use of primary aggregates in South East Wales since 1990 which suggests that there has been little change in the pattern of supply towards a more sustainable aggregates provision. Between 1 and 2 million tonnes of secondary materials are used each year as aggregates in South Wales, the main source being steel slag which is produced in the region at the Llanwern Steelworks, Newport and Rover Way, Cardiff. Ash from Aberthaw Power Station, in the Vale of Glamorgan, is used as aggregate material.

#### Other Minerals

- 11.21 The region produces significant quantities of materials which provide the basic constituent in certain industrial operations, notably, Carboniferous limestone for use as a flux in steel making at Llanwern and Port Talbot, and Carboniferous and Jurassic limestone for cement manufacture at Aberthaw. Excluding energy minerals, nearly 2 million tonnes of non-aggregate minerals are produced in the South East Wales region. The scale of the processing plant required to produce suitable materials can be a major investment and operators may need longer term security of supplies than would be necessary for sites producing aggregates.
- 11.22 In South East Wales, limestone for cement manufacture at Aberthaw is produced at quarries in the

Vale of Glamorgan where there are extensive permitted reserves. High purity limestone for steel manufacture is produced at a number of quarries but the main supplies are obtained from Cornelly Quarry (Bridgend) and, historically, from Livox Quarry (Monmouthshire). These quarries also produce lower grade limestone for other uses. Further extensions are likely to be necessary to maintain supplies.

- 11.23 In addition to material for steel and cement manufacture, minerals are also produced for dimension stone for example, for architectural cladding, and for agricultural use but these quantities are fairly small - less than 70,000 tonnes for the region for both uses in 1996.
- 11.24 Mineral Planning Authorities need to make provision for the continuity of supply of raw materials which are essential for industries of local or regional importance. Government guidance emphasises the need for efficiency of use of minerals and the conservation of high quality materials for particular purposes. Planning controls are not always able to ensure that such conservation of materials occurs. Changing technology and markets has resulted in minerals being extracted for less important uses when the original need for the material is terminated. Policies in UDPs could help to ensure that there is a firm policy basis for conserving high quality materials for their anticipated purpose.

## STRATEGIC ISSUES

### General

- 11.25 Adequate provision should be made in the region for mineral extraction to meet local, regional and national needs, subject to the protection of residential amenity and areas of designated landscape and nature conservation importance. Major development should not be permitted in National Parks and AONBs except in exceptional circumstances.

### RECOMMENDATION M1 (B,C&D)

**M1 UNITARY DEVELOPMENT PLAN POLICIES SHOULD IDENTIFY AND CONSERVE MINERAL RESOURCES BY PREVENTING STERILISATION BY PERMANENT DEVELOPMENT THROUGH WHERE APPROPRIATE THE ESTABLISHMENT OF BUFFER ZONES AROUND IDENTIFIED RESOURCES COMMENSURATE WITH THE PARTICULAR CHARACTERISTICS OF THE SITE.**

### RECOMMENDATION M2 (B,C&D)

**M2 UNITARY DEVELOPMENT PLAN POLICIES SHOULD COLLECTIVELY ENSURE THAT THERE IS AN ADEQUATE SUPPLY OF MINERALS TO MEET BOTH LOCAL AND REGIONAL NEEDS WHERE SUCH NEED HAS BEEN IDENTIFIED IN MINERAL PLANNING GUIDANCE (WALES)/MINERAL TECHNICAL ADVICE NOTES.**

### RECOMMENDATION M3 (C&D)

**M3 PROPOSALS FOR MINERAL EXTRACTION SHALL DEMONSTRATE THE MINERALS ARE TO BE USED EFFICIENTLY IN A MANNER WHICH AVOIDS THE USE OF HIGH QUALITY MINERALS FOR LOW QUALITY END USES.**

- 11.26 To protect the interests of future generations, mineral resources which are likely to be needed for extraction in the foreseeable future should be conserved by safeguarding against unnecessary sterilisation and by the use of alternative materials where appropriate. There is a need for greater control over the exploitation of all minerals to ensure that they are used for the purpose anticipated and policies should provide for this as a basis for development control in appropriate areas. There is a need also for close liaison between authorities to ensure that information on changes in markets are known to guide future reviews of development plans. The environmental impact of mineral operations should be minimised and proposals should not be permitted unless they are considered to be environmentally acceptable.

- 11.27 The review of the energy policy and revised guidance for opencast coal activity will have significant implications for the region. It is evident that environmental issues are becoming increasingly important both in relation to the protection of environmentally sensitive areas and the impact on the amenity of local residents.

**RECOMMENDATION M4 (C&D)**

**M4 UNITARY DEVELOPMENT PLAN POLICIES SHALL SPECIFY CRITERIA WHICH REQUIRE RESTORATION OF THE LAND TO A BENEFICIAL AND SUSTAINABLE AFTERUSE WITH AN APPROPRIATE PERIOD OF AFTERCARE WHICH MAY NEED TO EXCEED THE STATUTORY 5 YEAR PERIOD FOR END USES SUCH AS NATURE CONSERVATION AND WOODLAND.**

- 11.28 Biodiversity action plans should be used to highlight scarce types of habitat which can be used to form the basis of restoration and aftercare schemes.

Opportunities to increase land availability for the benefit of nature conservation should be pursued. Low quality agricultural land may be managed in ways that contribute to biodiversity via agri-environment schemes such as Tir Gofal. It is essential that operators demonstrate their long term control over the land to ensure lasting benefit for the environment. Recommendation LNC7 of Volume 1 of this guidance sets out the objectives of development plan policies to promote nature conservation.

**Coal**

**RECOMMENDATION M5 (C&D)**

**M5 UNITARY DEVELOPMENT PLAN POLICIES FOR OPENCAST COAL EXTRACTION SHALL ENSURE THAT THE DEVELOPMENT CAN BE CARRIED OUT IN AN ENVIRONMENTALLY ACCEPTABLE MANNER; AVOIDS CUMULATIVE IMPACT; AND ALSO PROVIDES CLEAR BENEFITS TO THE COMMUNITY WITHOUT CAUSING SIGNIFICANT ADVERSE ENVIRONMENTAL IMPACT.**

- 11.29 Most Mineral Planning Authorities favour criteria-based policies but these do not provide clear guidance about the locations of future coal operations. Site specific policies are unlikely to be politically acceptable and any new working site proposed would cause significant opposition. It is unlikely that there is sufficient technical and commercial information available for development plans to identify sites for future working.
- 11.30 Policies in the UDP should address the movement of coal not only within the region but also across regional boundaries. As new road construction is being significantly reduced in the future, a more sustainable transport policy will be necessary to reduce major freight movement by road.
- 11.31 Restoration bonds can be imposed in that part of the region which was formerly part of Mid Glamorgan County Council under the provisions of the Mid Glamorgan Act 1987, but not elsewhere. Nonetheless, Celtic Energy, the main opencast coal operator in the region, have questioned whether or not the Act applies to their company as they feel they have inherited the former British Coal Opencast's immunity to bonding. This situation is only likely to be resolved in the courts if the decision is challenged by a local authority. In the meantime, the terms of the COALPRO (Coal Producers) guarantee trust scheme is still to be finalised after some lengthy delays but the principle of such a fund should be supported particularly where bonds cannot be imposed under current legislation. The scheme will only relate, however, to new sites and only applies to COALPRO members who are generally the larger operators.
- 11.32 Until new guidance is available it is uncertain how far planning gain and benefits should be taken into account in the consideration of new proposals for coal extraction but it is essential that clear policy statements should be made to remove uncertainty and public suspicion arising from negotiation.

- 11.33 Many opencast proposals have been prolonged by piecemeal proposals which generate uncertainty and has a cumulative effect which was unknown at the outset. Mineral Planning Authorities should ensure that the full extent of coal reserves are known including adjoining land before any determination is made.

#### Oil and Gas

##### **RECOMMENDATION M6 (B&D)**

**M6 OIL AND GAS EXPLORATION AND EXPLOITATION SHALL DEMONSTRATE COMPATIBILITY WITH MINERAL PLANNING GUIDANCE AND SHALL ONLY BE CARRIED OUT WHERE THERE WILL BE NO UNACCEPTABLE ADVERSE IMPACT ON THE ENVIRONMENT.**

- 11.34 At present, it appears that there is little evidence that there will be any major development in relation to the extraction of onshore oil and gas resources in the region during the first plan period of UDPs. Coalbed methane exploitation, however, may prove an exception as a number of proposals have been approved for exploratory operations. The implications of offshore extraction on the coastline, such as the provision of related onshore facilities, will need careful consideration. Consultation will be required with the relevant coastal management groups.

#### Aggregates

##### **RECOMMENDATION M7 (B,C&D)**

**M7 UNITARY DEVELOPMENT PLANS SHOULD COLLECTIVELY MAKE PROVISION FOR A CONTINUOUS SUPPLY OF CRUSHED ROCK FOR AGGREGATES FOR THE PLAN PERIOD SUBJECT TO PERIODIC REVIEW.**

- 11.35 UDP policies should ensure that primary aggregate resources which are likely to be extracted in the foreseeable future or to be needed by future generations are not sterilised by development. In addition, the overall extent and distribution of landbanks should seek to strike an acceptable balance between satisfying the commercial needs of the industry and the need to conserve diminishing natural resources and maximising the efficient use and recycling of minerals. . As discussed in paragraph 17 the landbank( i.e. the land with permission for extraction that has not been worked) in the region is adequate at the present time to allow for continued working of aggregates at current production levels to 2021.
- 11.36 The extent of buffer zones which are used to protect sensitive development such as housing/hospitals/schools from adverse impact, should be carefully defined to avoid the unnecessary sterilisation of reserves. The extent of buffer zones may be determined by number of factors namely, the size, type and location of workings, the topography ,geomorphology or general nature of the surrounding area, predicted levels of adverse environmental effects such as noise, dust, and vibration, and other impacts from blasting, and availability of mitigation measures.

#### Sand and Gravel

##### **RECOMMENDATION M8 (B,C&D)**

**M8 RESEARCH IDENTIFYING POTENTIAL ALTERNATIVE SUPPLIES OF SAND AND GRAVEL RESOURCES SHOULD CONTINUE SO THAT ANY INDIVIDUAL PROPOSALS FOR EXTRACTION ON LAND OR SEA CAN BE SUBJECT TO FULL ENVIRONMENTAL ASSESSMENT IN ACCORDANCE WITH THE PRINCIPLES OF SUSTAINABLE DEVELOPMENT.**

- 11.36 Marine dredging operations provide virtually the sole source of fine aggregates in the region. Until the current research on the resources and constraints of marine aggregates in the Bristol Channel has been completed in 2000 it is not clear whether this supply will continue long term. Equivalent

research into land-based alternatives is now being undertaken. Fifteen areas in South Wales were identified in a study by Liverpool University in 1998 as likely to contain workable deposits of sand and gravel and two of these are in South East Wales. Currently, consultants acting on behalf of the NAW, have carried out a study to determine the extent, quality and viability of working sites throughout the region some of which are located in rural locations where future development would be limited by other policies. There is likely to be significant opposition to any proposal to work identified resource areas in South East Wales.

#### Re-use of Materials

##### **RECOMMENDATION M9 (B,C&D)**

**M9 THE USE OF SECONDARY MATERIALS AND RECYCLED AGGREGATES AS AN ALTERNATIVE TO PRIMARY AGGREGATES SHOULD BE ENCOURAGED, BY MAKING PROVISION FOR SITES FOR RECYCLING OF INERT WASTE, BY RESISTING PROPOSALS FOR THE LANDFILL OF INERT MATERIAL SUITABLE FOR RECYCLING AND BY REQUIRING PLANNING PROPOSALS INCLUDING DEMOLITION TO INCORPORATE A SCHEME TO RECYCLE DEMOLITION MATERIALS.**

- 11.38 Central government wishes to promote the use of such materials and has set targets for the use of secondary and recycled materials as aggregates in the guidance for England (MPG 6 1994). It remains to be seen if the NAW will set similar targets in the new aggregates TAN which is scheduled to be issued in 2001. In addition, government has introduced financial measures such as the Landfill Tax which encourages re-use and recycling rather than tipping of inert waste and has also decided to impose a tax on primary aggregates from April, 2002. The above recommendation is compatible with those in the waste chapter which endorses the provision of waste management facilities to meet the waste hierarchy objectives of re-use, recycling, and recovery.

#### National Parks and AONB's

##### **RECOMMENDATION M10 (B,C&D)**

**M10 MINERALS DEVELOPMENT SHOULD NOT TAKE PLACE IN NATIONAL PARKS AND AREAS OF OUTSTANDING NATURAL BEAUTY UNLESS IT CAN BE DEMONSTRATED THAT IT IS IN THE NATIONAL INTEREST.**

- 11.39 Minerals Planning Guidance(Wales)-draft-advises that mineral development should not take place in National parks and Areas of Outstanding Natural Beauty save in exceptional circumstances. In such areas, all mineral applications should be subject to the most rigorous examination and all major mineral development must demonstrate that it is in the public interest before being allowed to proceed.

#### Industrial Minerals

##### **RECOMMENDATION M11**

**M11 WHERE APPROPRIATE, UNITARY DEVELOPMENT PLAN POLICIES SHOULD ENSURE THAT THERE ARE ADEQUATE RESERVES APPROVED OR ALLOCATED TO ENSURE CONTINUITY OF SUPPLY OF MINERALS REQUIRED FOR INDUSTRIAL PROCESSES.**

- 11.40 An adequate stock of reserves of minerals for industrial markets should be provided to ensure long term confidence in continuity of supply.

## 12 WASTE MANAGEMENT

### INTRODUCTION

- 12.1 Greater awareness of the pressure on the environment is increasing the impetus to promote more sustainable development and ways of living. Waste Management is one of the topic areas which is gaining in importance. By reducing the amount of waste which is created and by recycling or recovering waste there is an opportunity to reduce the need for basic raw materials; to replace some traditional sources of energy and raw materials; and to reduce the need to dispose of waste through landfill.
- 12.2 Roles and responsibilities of the different agencies involved in waste management in Wales are complex and can be summarised as follows:
- 12.3 The National Assembly is responsible for secondary legislation under the Environmental Protection Act 1990 and the Environment Act 1995. It is responsible for funding, strategic guidance and direction to local authorities and the Environment Agency Wales and preparing a National Waste Strategy.
- 12.4 The Environment Agency Wales is responsible for the regulation of waste in Wales and also is an advisor to the National Assembly. It is the responsibility of the National Assembly in consultation with the Environment Agency to produce a National Waste Strategy for Wales. The Environment Agency Wales is the Waste Regulation Authority (WRA) with responsibility for operational control and site licensing of waste management facilities.
- 12.5 Local authorities in Wales have a wide range of responsibilities for waste management. As the Waste Planning Authorities (WPAs), local authorities are responsible for land-use planning control over waste management. WPAs (through the UDP process) have the responsibility of providing a framework to enable the waste management industry to establish appropriate sustainable facilities. As Waste Collection Authorities (WCAs) they have responsibility for the safe and efficient collection of household waste arising in their areas, arranging for the collection of commercial waste on request, as well as producing Waste Recycling Strategies. As Waste Disposal Authorities (WDAs) they are charged with arranging for the safe and proper disposal of controlled waste and providing civic amenity sites. Local authorities discharge their waste disposal responsibilities to an arms-length Local Authority Waste Disposal Company (LAWDC), a joint venture company, or directly to the private sector through contracts. Given that Welsh Authorities have responsibility for both collection and disposal, they have a key strategic role in waste management.

### POLICY BACKGROUND

#### European Union Directives 91/156/EEC and 1999/31/EC

- 12.6 The 91/156/EEC Directive requires Member States of the European Union to take appropriate measures to encourage the prevention or reduction of waste production and its harmfulness by the recovery of waste by means of re-use, recycling or reclamation or the use of waste as a source of energy. It also directs countries to establish an integrated and adequate network of disposal installations and encourage waste to be disposed of in the nearest of these installations. Waste should be recovered and disposed of in ways which do not endanger human health or with methods which do not harm the environment. All of this will be done by the production of appropriate waste management plans. The 'polluter pays' principle will also be used in the costing of waste disposal.
- 12.7 Directive 1999/31/EC states that Member States must set up a national strategy for the reduction of biodegradable waste going to landfill sites. The Directive sets legally binding targets for the reduction in landfilling of biodegradable municipal waste, these are 75% of 1995 levels by 2006, 50% of 1995 levels by 2009 and 35% of 1995 levels by 2016. As the UK landfilled over 80% of its

municipal waste in 1995 there is scope to extend the target dates by up to 4 years. The Directive also specifies conditions for the approvals of landfill permits.

**Sustainable Development Papers 'Less Waste More Value', DETR 1998; 'A Way with Waste', DETR, 1999; and 'Limiting Landfill', DETR, 1999.**

- 12.8 UK guidance has come in the form of consultation papers on waste management: 'Less Waste More Value' (1998) states the main targets for waste management are to reduce landfill from 70% to 60% of biodegradable municipal wastes by 2005 and to increase recycling and recovery to 40% of municipal waste by 2005. This will hopefully be achieved by using the Landfill Tax (amongst other things), encouraging the sharing of best practice by local councils and the application of Best Value in waste collection and disposal.
- 12.9 The 1999 document, 'A Way with Waste' builds on the policy direction of 'Less Waste More Value' and outlines the Government's plans for how waste will be managed to meet objectives for the next 20 years. A target is set that the amount of industrial and commercial waste going to landfill should be less than 85% of 1998 levels by 2005. Other targets include the recovery of 45% of municipal waste by 2010. It outlines appropriate action to be taken by local authorities and other sectors
- 12.10 The consultation document, 'Limiting Landfill', also published in 1999, restates the targets laid down in the EC Landfill Directive 1999/31/EC and discusses possible options for meeting those goals. Five options are laid down in this paper, these are:
- a complete ban on the landfill of all biodegradable municipal waste;
  - a ban on the landfill of certain biodegradable municipal wastes;
  - permits to restrict the amount of biodegradable municipal waste accepted by landfill sites;
  - permits restricting the amount of biodegradable municipal waste sent to landfill sites
  - greater use of the landfill tax.

**Planning Guidance (Wales): Planning Policy First Revision, April 1999**

- 12.11 PG(W):(PP) reflects Central Government's general policy towards waste management, based on the Waste Hierarchy and the Proximity Principle. It includes suggestions that local authorities should encourage the recovery of energy from waste as an option and encourage the movement of waste by means other than road.

**Draft Minerals Planning Guidance (Wales) Planning Policy, November 1999**

- 12.12 Though principally about minerals, this draft guidance includes advice on alternative or recycled materials and states that development plans should encourage recycling of construction and demolition wastes as well as mineral and industrial wastes. It also states that plans should identify preferred locations for recycling plants where the environmental impact is likely to be acceptable so that within 5 years every WPA should have a facility.

**Draft Planning Guidance (Wales) Technical Advice Note (Wales) 'Planning, Pollution Control and Waste Management'**

- 12.13 Specific draft Welsh planning guidance published in 1996 reflected the previous discredited approach as set out in UK guidance PPG23 which dealt with waste as an adjunct to pollution. The issue of separate guidance on waste in England (PPG10, September 1999) has highlighted the weakness of current Welsh guidance and a separate TAN is anticipated. Those parts of the original draft TAN advised that authorities need to ensure that there is adequate provision of the right waste management facilities in the right place at the right time, taking into account environmental and amenity considerations. It recommended that authorities liaise with each other, the Environment Agency and Industry and agree a strategy for dealing with waste arising in Wales over a period of at least 10 years.
- 12.14 Choices of waste management should be guided by the Best Practicable Environmental Option

(BPEO) (identified by using the Life Cycle Assessment) and whilst regard should be paid to the waste hierarchy, it may not necessarily suggest the most sustainable waste management option for particular waste streams in specific areas

- 12.15 The BPEO should be assessed using the Waste Hierarchy which is effectively a sequential test for waste management options. At the top of the hierarchy is reduction, followed by re-use, then recovery (recycling, composting, incineration to provide energy) and at the bottom (least favoured) is safe disposal (e.g. usually to landfill). In addition, the Proximity Principle, requires that waste should be disposed of, or otherwise managed as close as possible to the point at which it was generated; and, the principle of Regional Self Sufficiency requires that sufficient waste management capacity is provided within a region to manage the waste arising from that region. These are all principles which the UK Government wishes to encourage.
- 12.16 To help in the context of Regional Self Sufficiency, the draft TAN emphasises the importance of communication between organisations and suggests that a standing conference or other organisation may provide a suitable forum for such liaison between authorities.

### **Planning Policy Guidance Note 10: 'Planning and Waste Management', September 1999**

- 12.17 This guidance is for England only. It replaces those parts of PPG23, 'Planning and Pollution Control', which dealt specifically with waste management. The guidance reflects the developing National Waste Strategy and identifies the four key principles that should be used for making decisions on waste management facilities i.e. BPEO, Regional Self Sufficiency, the Proximity Principle and the Waste Hierarchy. It recommends that decisions should be based primarily on the BPEO. The guidance also strengthens planning for waste management at the regional level in England and recommends the establishment of officer level Regional Technical Advisory Bodies (RTABs) to provide advice on options for dealing with waste (there is currently no equivalent for Wales). The guidance also provides advice on the content of development plans and recommends that where preferred locations for new waste management facilities cannot be identified, plans should either indicate 'areas of search' or 'identify comprehensive criteria against which applications for the development of waste management facilities could be considered'.
- 12.18 The division of waste into separate distinct categories is seen as a necessary but difficult task to undertake and until recently a number of conflicting classifications of waste were in use. This issue is being resolved as since 1995 the DETR has carried out consultation on a National Waste Classification Scheme and asked the Environment Agency to carry this work forward. The Agency is currently working with the industry on trial schemes.

### **Waste Strategy 2000 for England and Wales**

- 12.19 Produced jointly by the National Assembly for Wales and the DETR, aims to reduce the amount of industrial and commercial waste landfilled to 85% of 1998 levels by 2005. Tougher targets have also been set for household waste for 33% to be recycled or composted by 2015.
- 12.20 To achieve these targets a number of non land use waste strategies are proposed. For example:
- A Waste and Resource Action Programme to overcome the market barriers now associated to the promotion of recycling and re-using;
  - the introduction of an Aggregates Levy;
  - the introduction of the new Integrated Pollution Prevention and Controls (IPPC) regime;
- 12.21 With regard to the land-use waste planning, a number of actions are listed, these include:
- The formulation of a Technical Advice Note for Wales;
  - that Waste Planning Authorities and developers think more holistically about the provision of facilities
  - that Waste Planning Authorities and the Environment Agency work closely to provide relevant data needed to determine planning applications

- the waste management industry be more proactive in changes to waste policy and planning and
- that waste companies consult public bodies and the community with regard to the proposed waste management facilities at the earliest opportunity.

12.22 In Wales, the Strategy will be reviewed by the National Assembly in 2001-2

## THE CURRENT POSITION

### Waste Streams Arising in South East Wales

12.23 South East Wales is a densely populated region and produces considerable quantities of differing types of waste. This is reflective of its past and current status as a major mining and industrial centre and its emerging role as a centre for commercial development. The waste streams include:

- Household waste - There are over 400,000 households in the South East Wales region, all producing waste. A survey in the Vale of Glamorgan, for example has estimated that around 52% is recyclable with 35% being paper and card. 19% of all household waste arising is putrescible material. Household waste forms the bulk of municipal waste.
- Industrial Waste - This is produced by the major industrial works in the region such as the Corus (British Steel) and Aberthaw Power Station, as well as mineral workings. Whilst major industrial waste producers have their own licensed sites, future requirements should be taken in account.
- Commercial Waste - This is mainly produced in the major urban centres and originates from businesses and retail outlets. Commercial Waste is usually in the form of packaging, paper products or biodegradable waste. Some commercial waste is collected as municipal waste.
- Special / Clinical Waste - The region's high population has led to the growth of regional personal services, such as hospitals, which produce clinical waste which has to be dealt with in highly controlled and specific ways. The majority of special waste is produced from industrial processes.
- Construction / Demolition Waste - The majority of wastes arising in this stream is bulky and inert and not capable of being treated by incineration or biodegradation. There is considerable potential for using these materials as substitute for primary aggregates.
- Agricultural Waste - Wales' agricultural heritage means it produces considerable amounts of waste. Much of this waste consists of organic matter such as manure, slurry, silage effluent and crop residues. However, the most important waste produced is non-organic and from packaging / film of agricultural supplies and products, and sheep dip.

### Municipal Waste Arising in South East Wales

12.24 Figures provided by the WPAs show that the total municipal (household and some commercial) waste produced within South East Wales in 1996 was approximately 777,366 tonnes. (see table WM1) In the same year, some 19,000 tonnes (2.4% of all municipal waste was recycled). Most authorities are able to process their waste within their own boundaries, but some do not have the facilities to do so. Waste arisings are estimated to increase to approximately 866,708 tonnes by 2011, however assuming a 'worst-case scenario' 3% annual growth rate, this figure could be as much as 1,211,111 tonnes (see table WM2). In Wales household waste accounts for approximately 11% of all waste produced.

## REGIONAL ISSUES

12.25 The prime issue to be addressed is the need for a 'Waste Strategy for Wales' within which a sub-strategy for South East Wales can be identified. The discussion paper 'A Way with Waste' (1999) which raised the question of the future role of the National Assembly for Wales (NAW) and made it clear it would be for the Assembly to decide as to the detailed approach to be followed in the Principality. The Assembly will produce a separate waste strategy for Wales.

- 12.26 In preparation for this, consultants W S Atkins and Ecotec Research & Consulting were appointed in December, 1999 by the Assembly to undertake a Scoping Study to identify what ought to be covered by such a waste strategy. It was intended that the study investigate the current state of waste management in Wales and make recommendations:
- the options open to the Assembly in order to develop a Waste Strategy for Wales;
  - the infrastructure necessary to ensure that Wales can achieve sustainable waste management in accordance with UK and EU waste policy and legislation.
- 12.27 The Scoping Study had the task of researching current and required sources of information and forecasts of wastes arising; reviewing existing waste management arrangements and the waste industry, including existing recycling arrangements, identifying best practice and developing options for waste management as well as examining future infrastructure requirements.
- 12.28 The findings of the Scoping Study outlined in 'Options for a Waste Strategy for Wales' was published by the National Assembly in October 2000. The report contains a priority list of 22 recommendations dealing with issues such as developing a strategy, information / awareness / governance, municipal waste, commercial and industrial waste, other landfill wastes, clinical waste, agricultural waste, composting, thermal treatment, and the financing of waste management.
- 12.29 Other chapters of this Strategic Planning Guidance for South East Wales contain references appropriate to waste management. For example, Recommendation M9 in the Minerals chapters encourages the re-use and recycling of inert waste by resisting the landfill option for suitable waste in favour of re-use or recycling. The Energy chapter includes recommendations EGY2, 3 and 4 which seek to develop the use of waste as a form of energy generation. Transport recommendation T2 seeks to promote an integrated transport network within South East Wales which will inter alia alleviate local environmental and safety problems. The promotion of an integrated approach to waste management, and especially to the transport of waste, as set out in recommendation WM4, will complement these transport objectives.

**RECOMMENDATION WM1 (E, F)**

**WM1 LOCAL AUTHORITIES, IN CONJUNCTION WITH OTHER APPROPRIATE BODIES IN THE SOUTH EAST WALES REGION, WILL MONITOR THE PRODUCTION AND MANAGEMENT OF WASTE WITHIN THE REGION, ON AN ANNUAL BASIS. THIS DATA WILL BE COLLATED AND USED TO PREDICT THE FUTURE REQUIREMENTS FOR SUSTAINABLE WASTE MANAGEMENT FACILITIES.**

- 12.30 Waste production and management data as well as details of planning applications for new waste management sites should be collated at annual intervals and agreed by local authorities. The Environment Agency also has a central role in monitoring the production and management of waste in the region on an annual basis. This will provide a regional review of shortfalls or over estimates in the waste management sector, and could assist in the determination of future waste management facility applications. As applications for waste management facilities often meet public opposition it is important that proposals accord with the highest standards and agreed criteria.
- 12.31 A summary of waste management sites in the region can be found in table WM3.

**RECOMMENDATION WM2 (B, C)**

**WM2 THE DEVELOPMENT OF SITES FOR WASTE MANAGEMENT FACILITIES WILL BE FAVOURED UNLESS THEIR SITING WOULD HAVE AN UNACCEPTABLE EFFECT ON THE BEST AND MOST VERSATILE AGRICULTURAL LAND OR ON AREAS DESIGNATED FOR THE PROTECTION OF THE NATURAL ENVIRONMENT, LANDSCAPE, OPEN SPACE, FLOOD PLAINS AND CONTROLLED WATERS OR ARCHAEOLOGICAL / HISTORICAL REASONS, OR THEY ARE IN CLOSE PROXIMITY TO SENSITIVE LAND USES.**

**RECOMMENDATION WM3 (C, E,)**

**WM3 PROPOSALS FOR WASTE MANAGEMENT FACILITIES, IN LOCATIONS NOT PRECLUDED BY WM2, SHOULD CONFORM TO THE PRINCIPLES OF THE BEST PRACTICABLE ENVIRONMENTAL OPTION, WASTE HIERARCHY, PROXIMITY AND REGIONAL SELF SUFFICIENCY AND SHOULD BE CONSIDERED AGAINST CRITERIA SET OUT IN UDP POLICIES**

- 12.32 Attention should always be directed first at whether waste can be avoided or minimised. Whilst this will usually have only indirect land-use implications, it is nonetheless important for UDPs to provide a strategic planning context for Waste Management Strategies. There will also be opportunities through the planning process to encourage more efficient use of development sites or processes so as to minimise the incidence of waste (e.g. by avoiding imbalances in cut-and-fill or by rejecting processing plants with high waste output when better economic and more sustainable alternatives are available).
- 12.33 Where waste is unavoidable, re-use is more sustainable than recycling (which involves energy use, transport and pollution risks), though again, land-use implications will usually be indirect. Waste which cannot be reduced, re-used or recycled, will require disposal facilities. UDPs should set out criteria against which proposals for all waste management facilities should be assessed. With the Landfill Tax applying to most waste and the forthcoming Aggregates Tax, companies are increasingly looking for alternative waste management solutions.
- 12.34 The use of tools and methods to evaluate the principles of Best Practicable Environmental Option, the Proximity Principle and Regional Self Sufficiency will be encouraged to identify appropriate methods of restoration and aftercare. This will ensure high standards of restoration and effective pollution controls are achieved.

**RECOMMENDATION WM4 (A, D)**

**WM4 THE DEVELOPMENT OF AN INTEGRATED APPROACH TO WASTE MANAGEMENT FACILITIES IN THE REGION WILL BE FAVOURED. THIS APPROACH SHOULD INCLUDE THE IDENTIFICATION OF STRATEGIC LOCATIONS FOR FACILITIES AS WELL AS THE TRANSPORT MODES USED TO TRANSFER WASTE.**

- 12.35 An integrated strategic approach to waste management facilities should ensure that there is adequate provision of the right waste management facilities in the right places at the right time. Whenever feasible waste should be transported by rail or water, consolidated at transfer stations as appropriate, so as to reduce the number of journeys required so minimising the congestion and pollution to which this transportation contributes. To meet central government's objective of Regional Self Sufficiency and in accord with the Proximity Principle, the nearest appropriate waste management site should be identified and used, if it is considered that this is the BPEO.

**Addendum to the Waste Management Chapter**

There has been significant progress in the preparation of waste related guidance, strategy and research since the formulation of the Guidance in the Waste Management Chapter. This includes the consultation draft of the Technical Advice Note on Waste, published in December 2000.

Other emerging documents include the DETR research document into Sustainable Waste Management Options (SWMO) aiming to identify best planning practice for dealing with waste, and the Wales Waste strategy itself, which is being prepared within the context of the National Assembly's Sustainable Development Scheme.

In addition, unitary authorities themselves are progressing their own waste management plans, taking account of the requirements of European and National legislation and guidance.

In light of this it may be necessary to undertake an early revision of the Waste Management Chapter to consider emerging national and local guidance in this area.

## **13 ENERGY**

- 13.1 This section summarises Energy issues as they relate to South East Wales. It concentrates on strategic issues and it is recognised that the issues are closely linked to other policy areas, particularly minerals, waste, transport, employment and housing. Effective strategic energy planning is considered essential in securing a vibrant and successful economy, contributing towards environmental improvements and ensuring it is accessible to all members of the community.
- 13.2 The UK's energy production is generated from a diverse and balanced mix of energy sources when compared to most other countries.
- 13.3 The balance and use of fuels for the generation of energy has been subject to numerous changes in attitude and policy over the years and has often been determined by factors outside the immediate control of government. Each shift in policy has led to social, economic and environmental issues for discrete areas within the UK. The precautionary principle should be paramount in balancing environmental with other considerations.
- 13.4 The annual energy consumption of the UK equates to the equivalent of 229 million tonnes of oil. Despite energy efficiency initiatives, energy consumption in the UK has continued to rise. Whilst currently largely self sufficient in energy resources, the UK may need to become a net importer, particularly for gas. Further to this, the true environmental costs of energy production are now being recognised.

### **POLICY BACKGROUND**

- 13.5 Government policy aims to increase the proportion of energy generated by renewable means to 10% by 2010 and to promote competition and liberalisation within the European energy sector. By 2003, 5% of UK electricity should be generated from renewable sources, compared with the present figure of 2%. In September 1998, the Government launched the largest ever package of support under the Non-Fossil Obligation for renewable electricity sources.
- 13.6 The Government's key aims for energy generation are to ensure secure, diverse and sustainable supplies of energy at competitive prices. Competitive markets and companies are seen as the key to achieving these objectives, but, there is an appreciation that a strong policy context is required within which future changes should operate. This is particularly so as a result of increasing national and global obligations to address climate change the latest of which are a result of the Kyoto Summit of 1997.
- 13.6 The Department of Trade and Industry has primary responsibility for energy policy and supply control within UK, administering the provisions of the Energy Act 1976 which sets out the licensing requirements for new generating capacity.
- 13.7 Current Welsh Office guidance for energy is contained in PG(W)(PP) 1999 and TAN 8 Renewable Energy. The policy is to stimulate the exploitation and development of renewable energy sources wherever they have a prospect of being economically attractive and environmentally acceptable. PG(W)(PP) paragraph 13.2 sets out that 'Development plan policies should recognise the need for renewable energy and each authority should consider the contribution it might make to meeting demand on a local, regional and national basis'.

### **STRATEGIC ISSUES**

- 13.8 The Local Government Association (LGA) considers that the first three of the five sustainability themes proposed in the Government's consultation document Opportunities for Change offer an excellent starting point for the preparation of a national sustainable energy strategy, and hence produces the following aims (inter alia):-

- Provide the energy services people need and want with the minimum environmental damage.
- Improve the efficiency of all stages of energy conversion and use.
- Reduce the need to use energy.
- Develop renewable energy supplies in ways that are sensitive to local environments.

13.9 However, the LGA identifies two key problems:-

- (a) 'The low prices of oil, coal and especially gas, which are being driven down further by the deregulated market'.

The market price of fossil and nuclear energy are artificially and misleadingly low as they do not reflect the costs those energy sources impose on society e.g the effects of fossil fuel use on the global climate, health, environmental impacts and other 'externalities', which are not paid for either by the producers, or the consumers of those forms of energy.

- (b) The current structure of energy markets in the UK is such that suppliers make their profits by selling energy, and have a strong commercial incentive to sell as much energy as possible.

Moving to an energy services-based approach would require markets to be 're-engineered' to enable suppliers to make profits out of 'megawatts' (which would represent a measure for energy saved rather than energy sold).

13.10 South East Wales, is the most urban part of Wales, but economic development is being hindered because of limitations of the gas and electricity infrastructures. The general situation would seem to be marginally more favourable with respect to electricity than to gas supply. Within the region many areas are disadvantaged because of the limited gas supplies available.

13.11 Similarly, for both electricity and gas, current regulations specify that a customer requiring the provision of infrastructure must contribute towards the cost of new connections frequently up to £500,000. Such sums are too high for individual consumers to take on. Public sector contributions towards investments in infrastructure in Wales (especially in more remote regions) is therefore essential to help to maintain existing jobs by providing high quality energy supplies, and to encourage new investment and new employment.

13.12 With respect to power generation, South East Wales is likely to be under increasing pressure to develop new generating capacity, and new plant would provide a range of economic, environmental and social benefits namely:-

- The quality of the power supply in many regions would improve significantly
- Local generation would help to reduce electricity costs to consumers.
- New, efficient, clean power plants can provide cost-effective and environmentally acceptable power.
- Decentralised new energy plant (especially from Combined Heat & Power (CHP) and renewables) can meet the needs of rural and remote areas for appropriate power supplies.

13.13 Any prospects for an increased use of coal would depend significantly on public support. In order to develop new generation, clean coal plants would be needed although these would be more expensive to build and operate than other power plants, especially those using gas.

13.14 A requirement for a regional target for renewable energy penetration in Wales, and associated local targets, would stimulate local discussion about where to site renewable energy projects. The role of the Welsh Assembly in establishing challenging but achievable targets for renewable deployment in Wales will be very important. Additional public funding, especially to assist with developing methods to implement this target, would bring forward opportunities for many new renewable energy projects in Wales.

13.15 The strengths and weaknesses of infrastructure and the energy industry in Wales, as a whole, are also of general importance to South East Wales:-

- There is inadequate availability of new electricity supplies at competitive prices in many locations, and a lack of flexibility in the distribution network to accommodate new generation, and in addition many areas are disadvantaged by a limited availability of firm gas supplies.
- Whereas there is considered to be surplus power capacity available to redevelop brownfield sites, their development may be disadvantaged by the limited availability of gas supplies in Wales compared with other parts of the UK.
- Should one of the regional coalfired power stations close, there would be a lack of available gas supply for new Combined Cycle Gas Turbine (CCGT) or CHP generation in South Wales.
- There are strong opportunities for CHP from gas, coal or renewable energy to improve the competitiveness of industries, and the establishment of 'energy parks' based around new CHP installations could provide low cost energy for local industries.
- There is an opportunity to exploit Wales' high quality R&D base with targeted support for research and innovative product development, and for the renewables industry to generate its own local support industries.

13.16 In order to properly develop an effective energy strategy for Wales, there needs first to be co-ordination of a wide range of information – much of which is commercially sensitive – in order that appropriate targets can be derived and subsequently monitored. In 1994, the Standing Conference on regional Planning in South Wales produced a report (Draft South Wales Renewable Energy Study) which addressed energy resource, supply and demand issues and related them to landscape and topographical constraints. This report was adopted 'in principle' by many of the former authorities but has since become out-of-date. A comprehensive study needs to be undertaken in order to establish the basis of the targets; such study should address resources, constraints and the differing environmental capacities across the Principality. It is only with a robust database that effective regulation can be undertaken; the development of targets for energy use and energy efficiency should proceed hand in hand.

13.17 This Guidance cannot solve the current problems evident in the supply and demand for energy in South East Wales, but it has identified several key issues to be addressed, notably:-

- To reduce the region's need for energy by providing guidance aimed at encouraging improved efficiencies on the local use of energy;
- To achieve self-sufficiency in the region's supply of energy in the short term by supporting the development of new generating capacity, while resisting the loss of existing generating capacity which can be sustainably and economically up-graded;
- To support and encourage the National Assembly for Wales in its future efforts to set realistic 'target needs' for energy in Wales in general, and for South East Wales in particular;
- To support acceptable growth in the local exploitation of renewables; To support the National Assembly for Wales in formulating an integrated sustainable energy strategy for South East Wales.
- If possible, to assist the region in becoming a net exporter of energy in the longer term by encouraging the development of its renewable energy potential (subject to appropriate environmental safeguards being applied to its future location).

**RECOMMENDATION EGY1 (C, G)**

**EGY1 LOCAL PLANNING AUTHORITIES WILL FAVOUR THE SETTING OF TARGETS BY THE NATIONAL ASSEMBLY FOR WALES IN ITS EFFORTS TO SET REALISTIC ENERGY TARGET NEEDS AND IN DEVELOPING APPROPRIATE MONITORING INDICATORS RELATING TO SOUTH EAST WALES.**

13.18 In order to facilitate appropriate energy development at a national, regional and local level the National Assembly for Wales (NAW) is best placed to take the leading role in securing and

assimilating the data required in setting and monitoring energy target figures. The role of Local Planning Authorities in South East Wales will be one of assisting in the development and achievement of the targets. The eleven Local Planning Authorities in the area will contribute towards the undertaking of the National study in the region.

**RECOMMENDATION EGY2 (B,C,D,G)**

**EGY2 LOCAL PLANNING AUTHORITIES WILL FAVOUR APPROPRIATE ENERGY-RELATED DEVELOPMENT WHICH SEEKS TO SECURE, DIVERSIFY AND INCREASE THE ENERGY SELF-SUFFICIENCY OF WALES PROVIDED THAT THERE ARE NO UNACCEPTABLE ENVIRONMENTAL IMPACTS.**

- 13.19 In the interests of increasing the sustainability of Wales it is essential to serve its energy needs from local sources. It is therefore vital that where appropriate developments do come forward, that they are encouraged. Energy – related development also has considerable potential to create new employment and to contribute towards wider regeneration objectives. It is considered that sharing of target energy needs will optimise the exploitation of the resources of the different regions and contribute to the achievement and contribution of wider environmental, social and economic programmes.

**RECOMMENDATION EGY3 (B,C,D,G)**

**EGY3 LOCAL PLANNING AUTHORITIES WILL FAVOUR THE SUSTAINABLE AND EFFICIENT USE OF ENERGY RESOURCES.**

- 13.20 Inefficiency in energy usage has detrimental consequences for social equity and the environment in which we live. An holistic approach to integrated transport and urban design issues throughout the region will assist in reducing greenhouse gases and deliver energy efficiency.

**RECOMMENDATION EGY4 (B,C,D,G)**

**EGY4 LOCAL PLANNING AUTHORITIES WILL SUPPORT THE GROWTH AND LOCAL EXPLOITATION OF RENEWABLE ENERGY RESOURCES AND RELATED INFRASTRUCTURE.**

- 13.21 The different renewable technologies are at varied stages of development and the opportunity exists to provide further employment in R & D, manufacturing and operational activities. The region has the potential to provide a diverse supply of energy from other sources, having a high tidal range, above average rainfall, windy upland areas, considerable tree cover and a large urban population producing energy-generating wastes. The exploitation of renewables and other sources will however need to be tempered by environmental considerations.

## 14 SPORT, LEISURE AND RECREATION DEVELOPMENT

### INTRODUCTION

- 14.1 The leisure and recreation sector is recognised as one of the most buoyant, rivaling that of retail. The leisure 'boom' has seen a continual growth in the levels of participation in sport, recreation and leisure activities not only in the towns and cities but also in the countryside, which is resulting in major land use implications in the South East Wales region. Participation in commercial leisure activities, in particular cinemas, night clubs, restaurants and family entertainment centres, is forecast to increase.
- 14.2 In terms of facility provision there are two different situations. Public sector leisure provision is subject to negligible growth and experiences few opportunities for the development of new facilities as there is limited finance available for the maintenance and upgrading of existing facilities. In contrast the private sector leisure market is fashion led and rapidly changing with private finance available for development.
- 14.3 The commercial leisure industry has followed a similar trend to that of retail in developing edge and out-of-centre sites. National Assembly advice and development plan policies are attempting to reverse this trend in the same way as retail development so that both can contribute to the vitality, viability and attractiveness of town centres.
- 14.4 There is a growing awareness of the importance of sports, leisure and recreation facilities and National Assembly guidance recognises that there is a need to assess the opportunities and requirements for sport and recreation and safeguard open spaces with recreational value.
- 14.5 Sport, recreation and leisure facilities are an important generator of tourism and in practice the difference between facilities for locals and tourists is difficult to define. Simplistically, recreation and leisure relate to activities undertaken by people living within the region and tourism activities are associated with visitors from outside, even if they are engaging in the same activities.
- 14.6 South East Wales has considerable potential for the development of recreation based on its natural amenities such as rivers, lakes, mountains and the coast as well as its culture and history. However, this should be consistent with the principles of sustainable development and the need to conserve or enhance those features most valuable to the region.

### POLICY BACKGROUND

- 14.7 National Assembly guidance for sport, recreation and leisure development (including commercial leisure) is set out in PG (W) (PP) and Technical Advice Note (Wales) 16: Sport and Recreation (TAN 16). The basic objectives are to ensure that:
- sport and recreation opportunities are made available to everyone including elderly people and those with disabilities;
  - adequate land and water resources are allocated both for organised sport and for recreation;
  - open space of significant recreation and amenity or conservation value including playing fields is protected from development, particularly in urban areas where it may contribute to the conservation of the natural and built environment;
  - local planning authorities consider their own standards of provision for sport and recreation based on their assessment of need in their development plans;
  - leisure development is focused upon locations where the proximity of other development makes it easily accessible by a range of users;
  - local planning authorities consider the relationship between the recreational use of land together with the interests of the countryside and nature conservation interests.

## CURRENT POSITION

- 14.8 Table L1 provides a summary in matrix form of existing and emerging development plan policies relating to sport, leisure, recreation and tourism in the constituent authorities Local and draft Unitary Development Plans.
- 14.9 The matrix indicates that there is a comprehensive coverage of the main issues within all the Local Plan and Draft UDP 's considered, with little discrepancy between them. The majority included policies on the protection of public open space as well as policies seeking to provide and improve upon recreational facilities. UDP's will need to include policies which comply with current National Assembly advice including the use of the sequential approach and more recently the requirement to consider the need for new commercial leisure development. This chapter will consider policy areas where a consistent interpretation of issues of strategic importance may prove to be of assistance in the evolution of development plan policy.

## STRATEGIC ISSUES

### Assessment of 'Need' for the Provision of Leisure Development

- 14.10 Assessing new proposals for leisure development, although a distinction needs to be made between public and private sector provision.

### Public Sector Leisure Development

- 14.11 The need for additional public sector facilities e.g. public open space and sports grounds is based on an assessment of existing facilities and shortfall in provision. National Assembly advice contained within TAN (W) 16 states that Unitary Development Plans should include policies on their own standards for the provision of outdoor sport and recreation based on their assessment of need. This action is supported by the Sports Council for Wales which can provide information to Local Planning Authorities concerning unmet demand in their areas for leisure facilities such as sports halls and golf courses.
- 14.12 Although the National Assembly does not prescribe national standards of open space and recreational provision, it does provide material prepared by the National Playing Fields Association (NPFA) to assist in formulating standards for formal sport facilities for adults and informal playing space for children. The guidance considers that the extent to which a standard is acceptable in an area is a matter for the local planning authority having regard to local circumstances.
- 14.13 In order to assess the current level of local recreational need, a comprehensive survey of existing and proposed outdoor provision should be undertaken. The survey work should be presented in the form of a schedule and seek to identify any shortfalls in provision applying to the individual communities and towns in the area. Public Open Space Strategies should then be prepared by Local Planning Authorities using the information from the schedules to identify the most appropriate ways of meeting any shortfalls in provision and be used as Supplementary Planning Guidance.
- 14.14 The NPFA acknowledges the minimum standard for outdoor playing space for sport is, on its own, a crude tool for assessing local need and it recommends the following 3 part strategy approach to determine local need:
- adopt NPFA minimum standard as a global measure of land available for a given population;
  - undertake a detailed local assessment of facilities requirements, using Sports Council for Wales supply and demand methodology and
  - on the basis of local research, the formulation of local standards of facility supply per 1000 population should be undertaken for demographically cohesive areas.

- 14.15 Local Planning Authorities should include in their Unitary Development Plans a policy based upon the NPFA minimum standard of 2.43 ha per 1000 population. This standard represents the target minimum level of provision which will be sought throughout the region in both urban and rural areas.

#### **Developer Contribution Strategies**

- 14.16 Substantial new residential developments create their own needs for outdoor recreational and open space. Where a shortfall in provision already exists, new development can exacerbate need through the extra demands placed upon the current provision.
- 14.17 Local Planning Authorities in South East Wales operate their own procedures to attempt to ensure that recreational and public open space facilities are provided, maintained and kept in their intended use by developers entering into a binding agreement under Section 106 Agreements (Town and Country Planning Act 1990).
- 14.18 Developer Contributions Strategies should be produced by Local Authorities to evolve the Council's adopted developer contribution system which seek on site provision for development sites.

#### **Private Sector Leisure Development**

- 14.19 Trends in commercial leisure development have followed a similar pattern to that of retail development since the mid - 1980's. It is suggested that the better paid are affected by a 'time squeeze' and may try to enhance their leisure time by spending more money on leisure. This has contributed to the 'boom' in leisure schemes e.g. multi-plex cinemas, ten pin bowling alleys and an increasing element of restaurants, bars and shops being located outside existing town centres, often on large greenfield sites mixed with retail uses. These sites normally have plentiful car parking provision but are not always well integrated with the public transport system or conveniently accessible for pedestrians and cyclists.
- 14.20 National Assembly for Wales advice instructs Local Planning Authorities in drawing up their UDP's to initially consider the need or capacity for new leisure development. If the need for a particular leisure development e.g. a ten pin bowling alley is not demonstrated then an additional facility should be neither allocated nor permitted. If, need is demonstrated, however, local planning authorities should adopt a sequential approach to selecting sites for such development.
- 14.21 Unlike retail development it is not considered appropriate for promoters of leisure development to undertake capacity studies to quantify floor space requirements by comparing total available expenditure in an area with the potential turnover of existing and committed facilities. However, the issue of how the need for a particular commercial leisure is demonstrated requires further investigation.

#### **Application of the Sequential Test**

- 14.22 Having recognised the detrimental effects that out-of-centre commercial leisure schemes can have on existing town centres, National Assembly advice is attempting to curb the trend. It is advocating that new proposals be considered by the same criteria used for retail development under the sequential approach. The sequential test seeks to focus the siting of major leisure developments in town centres where sites or suitable buildings can be found or alternatively on the edge of town centres where such developments can promote their vitality and viability as well as supporting an evening economy.
- 14.23 Town centres should typically act as a hub of public transport networks and may enable linked trips which can help to reduce the number and length of car journeys and therefore play an important role in reducing the need to travel and reliance upon the car. Therefore, there is a need to protect against the slow, incremental development of low key out of centre developments of mixed uses

into large centres with regional catchments and providing leisure uses that have traditionally been located in town centres.

#### **Safeguarding existing recreational facilities and public open space**

- 14.24 In order to satisfy the recreational and public open space standard it is necessary to protect existing facilities from other land uses. National Assembly guidance considers that playing fields are of special importance for their recreational and amenity value and in towns and cities for their contribution to the urban environment. When not required for their original purpose they may meet the growing need for recreational land in the wider community.
- 14.25 Therefore, it is important that playing fields remain in their existing use unless it can be satisfactorily demonstrated that they are surplus to the requirements of the community when judged against the recreational standards of the UDP or equivalent alternative provision can be secured.

#### **Leisure Development in the Countryside**

- 14.26 Access into the countryside is widely regarded as an important contributor to people's sense of well being. The region's public rights of way network, the SUSTRANS National Cycle Network and other long distance routes such as disused railway lines, offer the public opportunities to access the countryside and the urban fringe from urban areas without the need for them to use the car. Local Walking and Local Cycling Strategies are being prepared, by the constituent authorities in their Local Transport Plans.
- 14.27 Neighbouring Local Planning Authorities need to co-ordinate between themselves the planning of such routes as is happening between the Torfaen and Newport Councils with the SUSTRANS National Cycle Route, which enables the residents of the urban area of Newport to cycle or walk, in relative safety, away from urban roads into the surrounding countryside of Torfaen and Monmouthshire. This route partly runs alongside the Monmouthshire and Brecon Canal and links with the public rights of way network, canal paths and country lanes which encourages the sustainable enjoyment of the urban fringe and the open countryside.
- 14.28 Local planning authorities have or are preparing Countryside Strategies, National Park Management Plans and Bio diversity Plans which aim to promote an integrated approach to recreational and environmental objectives in the countryside. There is a need to promote, through UDP policies, leisure uses in the urban fringe and the countryside in a coordinated way set against those Countryside Strategies.
- 14.29 The region's countryside is increasingly being used for an expanding market of leisure activities e.g. golf courses, war games (paint ball games) and motor powered sports to name but a few. Such activities can have a significant adverse impact on rural areas, with regards to noise levels and damage to wildlife.

#### **RECOMMENDATION L1 (C)**

##### **L1 UNITARY DEVELOPMENT PLANS SHOULD FAVOUR THE ADOPTION OF A MINIMUM STANDARD FOR THE PROVISION OF OUTDOOR RECREATION AND OPEN SPACE AS PART OF NEW DEVELOPMENT SCHEMES.**

- 14.30 The adoption of the minimum standard should be based on local planning authorities assessing the adequacy of the existing level of provision for outdoor recreation and open space which current and future provision can be measured against. This approach is supported by the Sports Council for Wales who have formally adopted the NPFA standard which is reproduced in Appendix L2.

**RECOMMENDATION L2 (D)**

**L2 LOCAL PLANNING AUTHORITIES SHOULD PRODUCE GUIDANCE CONTAINING A STANDARD FOR CALCULATING DEVELOPER CONTRIBUTIONS TOWARDS THE PROVISION AND THE ANNUAL MAINTENANCE COSTS OF RECREATIONAL AND PUBLIC OPEN SPACE IN DEVELOPMENTS**

- 14.31 A threshold figure for the minimum number of new dwellings where this would apply should be determined by the individual Local Planning Authorities themselves to ensure that outdoor recreational space is provided to the Council's adopted standards.

**RECOMMENDATION L3 (G)**

**L3 THE NATIONAL ASSEMBLY FOR WALES BE URGED TO PUBLISH GUIDANCE UPON THE DEMONSTRATION OF 'NEED' FOR COMMERCIAL LEISURE DEVELOPMENT.**

- 14.32 A regional overview of 'need' would add value to this process by both highlighting regional disparities in provision and illustrating different levels of regional provision of certain types of commercial leisure development e.g. multiplex cinemas.

**RECOMMENDATION L4 (B, D)**

**L4 WHEN INTERPRETING AND IMPLEMENTING THE SEQUENTIAL TEST, LOCAL PLANNING AUTHORITIES SHOULD GIVE FULL CONSIDERATION TO THE PHYSICAL CHARACTERISTICS OF TOWN CENTRES AND EMPLOY A FLEXIBLE APPROACH WHEN CONSIDERING THE FORMAT, DESIGN AND SCALE OF DEVELOPMENT.**

- 14.33 As is suggested in the Retail Development Chapter - (Volume 1), a regional perspective on the sequential test may help to address disparities in the provision of commercial leisure developments particularly when considering proposals which have wide ranging implications for the region as a whole.

**RECOMMENDATION L5 (C)**

**L5 UNITARY DEVELOPMENT PLANS SHOULD INCLUDE POLICIES WHICH SEEK TO ENSURE THAT OPEN SPACE, RECREATIONAL AND ALLOTMENT GARDEN USES ARE SAFEGUARDED AGAINST OTHER TYPES OF DEVELOPMENT UNLESS IT CAN BE DEMONSTRATED THAT THE LOCAL COMMUNITY HAS A SURPLUS TO ITS REQUIREMENTS OF THOSE FACILITIES OR ALTERNATIVE FACILITIES CAN BE MADE AVAILABLE.**

- 14.34 As a financial asset where an alternative development value is being sought, sports grounds and other recreational facilities provided by both the public and private sector are increasingly being placed under pressure and therefore they require protection through UDP policies. Open Spaces in urban areas are important for health and enjoyment reasons and also provide opportunities to enhance and create biodiversity and landscape.

**RECOMMENDATION L6 (C)**

**L6 UNITARY DEVELOPMENT PLAN POLICIES SHOULD SEEK TO PROTECT, IMPROVE AND ADD TO THE PUBLIC RIGHTS OF WAY NETWORK AND TO INCREASE ACCESSIBILITY TO THE COUNTRYSIDE AND THE URBAN FRINGE BY TRANSPORT MEANS OTHER THAN THE CAR.**

- 14.35 By promoting established access routes leading from urban areas into the countryside and urban fringe, Local Planning Authorities can help reduce car journeys into the deeper countryside and thereby help reduce traffic.

**RECOMMENDATION L7 (C)**

**L7 UNITARY DEVELOPMENT PLAN POLICIES SHOULD SEEK TO ENSURE THAT WHERE THERE IS A NEED FOR ADDITIONAL SPORTS, LEISURE AND RECREATION FACILITIES IN RURAL AREAS THEY ARE LOCATED ON SITES WHERE THEY DO NOT HAVE AN UNACCEPTABLE AMOUNT OF DETRIMENTAL IMPACT ON LANDSCAPE, AGRICULTURAL, CONSERVATION, ECOLOGICAL AND HIGHWAY AND ARCHAEOLOGICAL INTERESTS.**

- 14.36 Leisure development in the countryside should be located and designed to ensure that it is in harmony with the surrounding countryside and assist in conserving the natural environment. Certain leisure activities e.g. golf courses by their very nature require extensive tracts of land resulting in the landscape being remodelled, which can have a detrimental even alien effect, particularly within areas of intrinsic landscape value. There is need for golf courses in particular to have innovative designs which preserve or enhance the conservation and landscape value of the area.

## 15 TOURISM DEVELOPMENT

### INTRODUCTION

- 15.1 The tourism industry makes a major contribution to the economy of the South East Wales region, providing employment in a wide variety of occupations and brings benefits to local economies and communities in urban and rural areas. By improving the image of an area, tourism produces a spin off effect in other industries that are more likely to invest or retain investment in the area. Tourism can also contribute to achieving conservation and regeneration objectives.
- 15.2 Many tourists visiting South East Wales are attracted to the exceptional quality of the landscape e.g. Brecon Beacons National Park or other qualities that need protection such as AONB's; Heritage Coast, SSSI's; Conservation Areas and historical and archaeological sites. However, these are precisely the areas where development is likely to be subject to more restriction.
- 15.3 Tourism comprises a range of different but interdependent activities and operations which overlap with sport, entertainment, the arts and other recreation and leisure activities. Tourism is also not entirely divorced from commercial leisure development as large scale leisure schemes can attract large numbers of visitors from outside the region such as sports stadia e.g. the Millennium Stadium, Cardiff.
- 15.4 Tourism particularly with its close links with leisure activities is a dynamic, fast changing industry which needs to be able to respond to market demands and competition, whilst respecting local communities and safeguarding the environment. Tourism has many positive effects, but can have negative ones e.g. traffic congestion, footpath erosion at beauty spots and pressure on services. Tourism development, therefore needs to be planned and managed in a sustainable way in order to ensure that the positive benefits are not outweighed by their negative impacts.

### CURRENT POSITION

- 15.5 The Wales Tourist Board has responsibility for promoting and developing tourism in Wales. It has a duty to advise the National Assembly and other public bodies including local authorities on matters affecting tourism. The Wales Tourist Board produces a national tourism strategy, a non statutory document containing key factual information about tourism in Wales such as future trends and priorities for action.
- 15.6 Regional Tourism Strategies are in the process of being prepared for each of the four economic regions, including South East Wales. These Strategies are intended to define a vision for the future of the region's tourism industry and provide a framework for building effective partnerships, working between the public and private sectors.

### POLICY BACKGROUND

- 15.7 The National Assembly is committed to encouraging tourism in Wales while at the same time conserving those qualities in the environment that are a major attraction for tourism. National Assembly advice is found Planning Guidance (Wales) - Planning Policy and Technical Advice Note (Wales) 13: Tourism (TAN 13). The basic objectives are to:
- to encourage tourism and improvement of tourist facilities;
  - maximise the economic and employment benefits of tourism;
  - promote geographical and seasonal spread and encourage the development of traditional destinations, whilst safeguarding the environment and the interests of local communities;
  - enable facilities and accommodation for tourism to be provided and improved, whilst tackling any adverse effects in a positive and constructive way;
  - give consideration in development plans to the scale and distribution of tourist activity in the area and the implications of likely future changes;

- indicate in development plans how future tourist needs may be accommodated in ways which moderate environmental impact, protect landscape and areas of special interest and outline ways in which tourism can contribute to economic development, conservation and regeneration;
- give support in development plans to existing tourist areas and encourage appropriate tourist related commercial development in new destinations including existing urban areas and in other locations well served by public transport. In rural areas in particular the scale and nature of such development must be sensitive to the local environment;
- formulate 'sustainable' development plan policies that serve the interest of both economic growth and conservation of the environment.

## STRATEGIC ISSUES

### Promoting Sustainable Tourism

- 15.8 In their UDP's the constituent authorities should promote the growth of high quality sustainable tourism that attracts visitors throughout the year. Sustainable tourism requires management of development to prevent damage to the qualities of the environment that brings tourists to the area in the first place.
- 15.9 Proposals which would enhance such attractions for the visitor and the host community should be encouraged. However, particular control needs to be exercised where development would adversely affect designated landscapes, nature conservation areas and sites of historic interest.
- 15.10 Local Planning Authorities should take into account in their UDPs the need to improve existing and under used tourist facilities. They should also consider the scope for the development of alternative attractions which would increase the capacity of regional tourism as a whole and spread visitor pressures both seasonally and geographically. This could contribute significantly to the local economy in some parts of the region, bringing investment and creating employment in areas, particularly remoter areas.
- 15.11 Tourism can significantly contribute to the urban regeneration of the regions valley areas with tourism projects turning derelict sites and obsolete buildings into tourist attractions by utilising their industrial heritage e.g. Big Pit, Blaenavon. There can be scope for major land reclamation schemes and environmental improvements that transform such sites into valuable new tourist and recreational assets.

### Tourist Accommodation

- 15.12 The development of tourist accommodation can play a key role in contributing towards the vitality and viability of settlements. When developed within such locations hotels, motels, inns, guest houses and self catering accommodation can bring benefits to the local community and help support the amenities and activities of benefit to both residents and tourists, particularly when in rural locations.
- 15.13 In encouraging tourism accommodation, control will be exercised to preclude schemes which are unsympathetic to designated conservation areas or historic buildings. Many historic buildings are used for tourist accommodation and carefully designed extensions can be achieved without adversely affecting a town's historic fabric or character. The upgrading or change of use of a property can also maintain a historic building in a viable use and bring life back to otherwise redundant or obsolete buildings.

**RECOMMENDATION TO1 (B,D)**

**TO1 LOCAL PLANNING AUTHORITIES SHOULD FAVOUR APPROPRIATE TOURISM DEVELOPMENT IN THEIR AREAS AND SEEK TO IMPROVE UPON EXISTING TOURIST FACILITIES IN ORDER TO MAXIMISE ECONOMIC AND EMPLOYMENT BENEFITS. WHILE ENSURING THAT DEVELOPMENT HAS MINIMAL ADVERSE IMPACT**

- 15.14 The present and latent demand for various types of tourist activities in the region needs to be recognised. However, it also needs to be noted that if these demands were met in total, unacceptable environmental problems would result and the special character of some of the unique urban and rural environments would be destroyed.

**RECOMMENDATION TO2 (C)**

**TO2 UNITARY DEVELOPMENT PLAN POLICIES SHOULD ENSURE THAT NEW TOURIST DEVELOPMENT AND FACILITIES ARE WELL INTEGRATED WITH EXISTING FACILITIES AND SERVICES AND WITH THE PUBLIC TRANSPORT SYSTEM.**

- 15.15 It is necessary to avoid the proliferation of tourist development which would create environmental problems (e.g. car congestion) and new facilities should be located in areas which are well serviced by public transport and easily accessible by foot and by bicycle.

**RECOMMENDATION TO3 (C)**

**TO3 UNITARY DEVELOPMENT PLAN POLICIES SHOULD MAKE PROVISION FOR ADDITIONAL ACCOMMODATION IN AREAS WHERE THERE ARE OR MAY BE SHORTAGES AS A RESULT OF EXPANDING TOURISM OR BUSINESS ACTIVITY. THEY SHOULD ALSO SEEK TO INCREASE PROVISION OF SMALLER SCALE VISITOR ACCOMMODATION INCLUDING ACCOMMODATION ON FARMS.**

Leisure uses provide one way of diversifying farming activities and criteria based UDP policies should give be used to provide guidance on what will be acceptable.

## 16 COASTAL ISSUES

### INTRODUCTION

- 16.1 The South East Wales region has a varied coastline and coastal zone ranging from the tidal limit at Bigsweir in the Wye Valley to the Glamorgan Heritage Coast. Much of the coast is subject to designations such as the above mentioned heritage status, candidate Special Area of Conservation status (SAC) at Kenfig, possible SAC along the Severn Estuary Special Protection Area, Sites of Special Scientific Interest and Areas of Outstanding Natural Beauty. The coastline is also of economic importance with major ports at Newport, Cardiff and Barry, and industrial development notably in the port towns; employment recreational and residential developments combine at locations such as Cardiff Bay, Penarth and Barry. Pressures for further development are strong along much of the coastline.

### POLICY BACKGROUND

- 16.2 The guidance in Wales is published in PG(W)(PP) and in TAN(W)14 Coastal Planning, both documents stressing the need for local authorities to define appropriate 'coastal zones', including definition of areas where conservation of the natural and historic environment requires development to be limited and where visual intrusion needs particular consideration. A 'Coastal Forum' has been established by the former Welsh Office to co-ordinate coastal zone management, whilst initiatives such as the Severn Estuary Strategy are underway to seek to ensure complementary estuary wide policies on both sides of the estuary upstream of the Vale of Glamorgan western boundary. Local Plans and emerging (JDP's) are consistent in identifying the Coastal Zone and in seeking to protect environmental qualities whilst facilitating development at appropriate locations. Shoreline Management Plans are being prepared to address issues of coastal defence in light of sea level changes.

### STRATEGIC ISSUES

- 16.3 There is a need for regeneration and development within existing coastal settlements whilst guiding inappropriate development away from undeveloped parts of the coast or from low-lying parts of the coast that may be at risk from future flooding given changing sea levels. The second highest tide in the world, combined with the presence of low-lying land and several major rivers means that coastal defence and flood protection are major concerns in the area. These can present major constraints to regeneration and development.

#### RECOMMENDATION CZ1

**CZ1 UNITARY DEVELOPMENT PLANS SHOULD IDENTIFY AREAS WITHIN COASTAL ZONES INDICATING WHERE DEVELOPMENTS WILL ONLY BE PERMITTED IF A COASTAL LOCATION IS NECESSARY FOR THE DEVELOPMENT AND DOES NOT CAUSE UNACCEPTABLE ENVIRONMENTAL EFFECTS.**

#### RECOMMENDATION CZ2

**CZ2 WITHIN IDENTIFIED PARTS OF COASTAL ZONES, LOCAL PLANNING AUTHORITIES SHOULD FAVOUR SCHEMES TO REGENERATE / DEVELOP EXISTING PORT FACILITIES AND URBAN AREAS. IN AREAS OF EXISTING OR ALLOCATED DEVELOPMENT WITHIN THE COASTAL ZONE THE DESIGN OF ANY NEW PROPOSAL SHOULD RESPECT THE LOCAL CONTEXT AND BE SENSITIVE TO ITS COASTAL SETTING.**

**RECOMMENDATION CZ3**

**CZ3 THE GOVERNMENT BE URGED TO FURTHER IMPROVE EXISTING ARRANGEMENTS FOR THE CONTROL OF OFFSHORE DEVELOPMENTS TO ENSURE GREATER COMPATIBILITY, LOCAL CONSULTATION, AND EQUITABLE TREATMENT BETWEEN EQUIVALENT MARINE AND LAND-BASED DEVELOPMENTS, THROUGH FULL POLICY CO-ORDINATION AND ENABLE LOCAL PLANNING AUTHORITIES TO CONSIDER THE ESTABLISHMENT OF DEFINED MARITIME ZONES WHICH MAY TRANSCEND LEGAL BOUNDARIES BUT INCLUDE AREAS WITHIN WHICH THEY MAY WISH TO INFLUENCE OFFSHORE DEVELOPMENT PROPOSALS.**

- 16.4 The above Recommendations recognise the advice in PG(W)PP and TAN(W)14, and the need to avoid potential flooding problems, damage to designated environmentally important zones, and to influence schemes outside the low water limit for offshore dredging or windfarms, tidal turbines or barrages for example, to ensure there is a correct balance between sustainability/economic and environmental considerations.
- 16.5 Recommendation CZ2 recognises the need to ensure that development is directed to appropriate areas where new schemes may for example assist in reversing economic decline and/or promoting acceptable new development. Where new development requires a coastal location, the developed coast will normally provide the best option, provided that due regard is paid to the risks of erosion, flooding or land instability, design, location, scale and the maritime/urban planning context.

**RECOMMENDATION CZ4**

**CZ4 PROPOSALS FOR THE DEVELOPMENT OF FACILITIES FOR WASTEWATER TREATMENT AND THE DISPOSAL OF OTHER FORMS OF EFFLUENTS THROUGH ENVIRONMENTALLY ACCEPTABLE MEANS WILL BE FAVOURED.**

- 16.6 Such facilities will help reduce pollution at sea, and enhance the biodiversity of the sea, littoral zone, and bathing water quality.

**RECOMMENDATION CZ5**

**CZ5 LOCAL PLANNING AUTHORITIES WILL FAVOUR SCHEMES FOR INTEGRATED COASTAL MANAGEMENT TO SECURE ENVIRONMENTAL ENHANCEMENT, MAXIMUM BIODIVERSITY AND APPROPRIATE LOCATION AND DEVELOPMENT OF USES WHICH REQUIRE A COASTAL LOCATION.**

- 16.7 PG(W)PP recognises that local authorities and other agencies and interest groups may co-operate to prepare estuary or coastal management plans that should complement existing development plans, and aim to protect and enhance the character and landscape of undeveloped coastline. A strategic approach should be adopted which seeks to integrate development plan processes with other strategies such as Schemes of Management for Special Areas of Conservation and Special Protection Areas, Shoreline Management Plans, Estuary Management Plans, and Local Environment Agency Plans.

## APPENDIX M1

### MINERAL PLANNING GUIDANCE

MPG	TITLE	DATE OF REVISION WALES	DATE OF REVISION ENGLAND	JOINT GUIDANCE
MPG 1	General Considerations and the Development Plan System	1988	1996	NO
MPG 2	Applications Permissions & Conditions	1988	July 1998	NO
MPG 3	Coal Mining and Colliery Spoil Disposal	1994	1994	YES
MPG 4	The Review of Mineral Working Sites Revocation, Modification Orders etc	1988	1997	NO NO
MPG 5	Minerals Planning & the General Development Order	1988	1988	YES
MPG 6	Guidelines for Aggregates Provision	1989	1994	NO
MPG 7	The Reclamation of Mineral Working	1989	1996	NO
MPG 8	Interim Development Order IDOs Statutory Provisions & Procedures	1991	1991	YES
MPG 9	IDOs - Conditions	1992	1992	YES
MPG10	Provision of Raw Material in the Cement Industry	1991	1991	YES
MPG11	Control of Noise at Surface Mineral Workings	1993	1993	YES
MPG12	Treatment of Disused Mine Openings and Information on Mixed Ground	1994	1994	YES
MPG13	Guidelines for Peat Provision in England	not issued	1995	NO
MPG14	Environment Act 1995:Review of Mineral Planning Permissions	1995	1995	YES
MPG15	Provision of Silica Sand	not issued	1996	NO

### UDP PREPARATION : MINERAL PLANNING GUIDANCE

#### MPG1: General Considerations and the Development Plan System (January 1988)

MPG1 provides advice on the general principles and policy considerations of mineral planning with specific reference to the preparation of development plans. MPG 1 was revised for England only in 1996 to take account of the changes in legislation, increasing awareness of the importance of environmental matters and the need to consider the principles of sustainable development. Until revised guidance is published by the Welsh Office, MPG 1 1988 is the current guidance although it is assumed that the principles of the revisions in England will form part of the future Welsh guidance.

**MPG3: Coal Mining and Colliery Spoil Disposal (July 1994)**

MPG3 is being reviewed in the light of the '10 point action plan' published prior to the General Election in May 1997 which sought to restrict opencast coal production. A consultation paper on the revision of guidance for opencast coal mining was issued in 1997. A Draft Revised MPG 3 (Wales) was issued for consultation purposes in December 1998 and the policies in the consultation draft are material considerations which may be taken into account in determining planning applications. In parallel with the review of MPG 3, the national energy policy is being examined which may well have an important influence on the level of future coal production in Wales and the UK.

**MPG6: Guidelines for Aggregates Provision in England and Wales (1989)**

MPG 6 was revised in 1994 for England only. A Monitoring Report 1994-1995 was issued by the DETR in December 1997 on the effects of the policies in the current guidance to provide a basis for the next review which is planned for 1999-2000. Separate policy guidance for Wales is being prepared and until then the 1989 Guidelines remain in force. The North and South Wales RAWPs produced their own Guidelines for Aggregates Provision in 1995 to provide interim guidance to assist in the preparation of development plans until MPG 6 is revised for Wales.

**New MPGs**

New MPGs on Stability in Quarrying, Oil and Gas, and on Marine Sand and Gravel Extraction are proposed. It is likely that these revisions of guidance on procedural matters will apply to Wales as well as England but all future policy guidance will be prepared as separate documents for Wales.

**Planning Guidance (Wales) Planning Policy (1996) and Technical Advice Notes**

Planning Guidance (Wales) Planning Policy does not include minerals policies and the TANs relate to minerals only in principle. Draft TAN (W) 19 Development on Unstable Land refers to minerals in relation to ground and slope instability.

## APPENDIX M2

### STRATEGIC POLICY STATEMENT

#### MINERALS

##### COAL SITES - ACTIVE AND PROPOSED

<b>Active:</b>	Deep Mine	Tower Colliery (RCT)
	Small Mines	Blaecyffin (Blaenau Gwent) Ty'n-y-Wern (RCT) Ffynonau Duon Nos 1 - 4 (Merthyr/Caerphilly) Caeglas (Caerphilly) Pantygasseg Colliery (Torfaen) Johnson Mine (Torfaen) Blaentillery Mine (Torfaen) Winstone Mine (Torfaen)
	Coal Recovery	Fernhill (RCT) Lletty Turner (RCT)
	Opencast Coal	Parkslip West (Bridgend) Graweth Farm (Merthyr)
	Land Reclamation (including coal extraction)	Rhydycar (Merthyr)
	Disposal Point	Cwmbargoed (Merthyr/Caerphilly)
<b>Proposed:</b>	Drift Mine	Park Slip West (Bridgend)
	Opencast Coal	Ebbw Vale Cemetery Extension (Blaenau Gwent) Heolgerrig (Merthyr) Rhydycar (Merthyr)
	Land Reclamation (including coal extraction)	Bryn-y-gwyddel (Merthyr/RCT) East Merthyr Phase 3/3a (Merthyr/Caerphilly) British (Torfaen)
	Coal Recovery	Six Bells & Vivian Tips (Blaenau Gwent)
	Coalbed Methane	Rockwool (Bridgend) Hoover (Merthyr)

## APPENDIX M3

### STRATEGIC POLICY STATEMENT

#### MINERALS

##### Criteria Based Policy for Opencast Coal Proposals

PROPOSALS FOR OPENCAST COAL EXTRACTION AND ASSOCIATED DEVELOPMENT WILL ONLY BE PERMITTED WHERE:-

- 1) MEASURES CAN BE TAKEN TO REDUCE DAMAGE OR DISTURBANCE TO THE ENVIRONMENT, INCLUDING NATURE CONSERVATION AND WILDLIFE INTERESTS, AND THE VISUAL IMPACT OF THE PROPOSAL, TO ACCEPTABLE LEVELS
- 2) POLLUTION OR DISTURBANCE OF WATER SUPPLY AND DRAINAGE ARE UNLIKELY TO RESULT FROM THE PROPOSAL
- 3) MEASURES CAN BE TAKEN TO REDUCE DAMAGE OR DISTURBANCE TO NEIGHBOURING LAND USES TO ACCEPTABLE LEVELS, INCLUDING THE EFFECTS OF EXCESSIVE NOISE, DUST, VIBRATION AND OTHER DISRUPTIVE INFLUENCES ARISING FROM THE METHODS OF WORKING OR THE DURATION OF THE DEVELOPMENT
- 4) VEHICLE MOVEMENTS LIKELY TO BE GENERATED BY THE DEVELOPMENT CAN BE SATISFACTORILY ACCOMMODATED BY THE HIGHWAY NETWORK AND WITHOUT CAUSING UNDUE DISTURBANCE TO LOCAL COMMUNITIES
- 5) THERE ARE POTENTIAL BENEFITS TO THE ECONOMY, PARTICULARLY IN TERMS OF CONTINUED OR ADDITIONAL EMPLOYMENT AND THE RESTORATION OF DERELICT OR CONTAMINATED LAND
- 6) THE PROPOSAL IS UNLIKELY TO REDUCE THE STABILITY OF ADJOINING LAND AND THE POTENTIAL IMPACT OF UNSTABLE LAND ON OR IN THE VICINITY OF THE SITE IS ACCEPTABLE
- 7) SUITABLE MEASURES ARE PROPOSED TO TAKE ACCOUNT OF RELEVANT GEOLOGICAL FACTORS RELATING TO THE SITE AND THEIR EFFECT UPON THE EXTENT OF RESERVES
- 8) PROPOSALS FOR PROGRESSIVE AND FINAL RESTORATION, AFTERCARE AND BENEFICIAL AFTER-USE ARE ACCEPTABLE

**NB** Many of these criteria would also apply to other mineral extraction.

## APPENDIX M4

### STRATEGIC POLICY STATEMENT

#### MINERALS

##### 1. Primary Aggregates Production & Reserves (million tonnes)

	SOUTH WALES				S E WALES REGION <sup>①</sup>			
	1995	1996	1997	Reserves (31.12.97)	1995	1996	1997	Reserves (31.12.97)
CRUSHED ROCK	14.88	13.89	12.91	581	7.78	7.69	7.24	188 <sup>③</sup>
SAND - LAND	1.19	0.28	0.30	15	<sup>②</sup>	<sup>②</sup>	<sup>②</sup>	NIL
SAND - MARINE	1.64	1.64	1.54		0.97	1.02	1.16	
TOTAL	17.71	15.81	14.75	596	8.75	8.71	8.30	188 <sup>③</sup>
CRUSHED ROCK LANDBANK(yrs)		40	42				25	

<sup>①</sup> Excludes Production and Reserves within Brecon Beacons National Park

<sup>②</sup> Negligible quantity

<sup>③</sup> Excludes 20mt Non-Aggregates in addition to extensive non-aggregate reserves in the Vale of Glamorgan

##### 2. PRIMARY AGGREGATES FORECASTS 1992-2006 (million tonnes)

	SOUTH WALES <sup>①</sup>				S E WALES REGION
	1992-1996	1997-2001	2002-2006	TOTAL	1992-2006
CRUSHED ROCK	62 <sup>②</sup>	71	76	209	113 <sup>③</sup>
SAND - LAND	1	1	2	4	NIL

<sup>①</sup> Source - South Wales RAWP Guidelines for Aggregate Provision (1995)

<sup>②</sup> Assumed to be 54% of South Wales RAWP forecasts for crushed rock only (as produced on average between 1995 and 1997)

<sup>③</sup> Actual production in South Wales 1992-96 was about 72mt, exceeding the forecast by 10 mt approx

## APPENDIX M5

### STRATEGIC POLICY STATEMENT

#### MINERALS

##### 1. Aggregates - Limestone

The Carboniferous limestones are the most important source of coarse aggregate material in South East Wales. Of the total aggregate production in South Wales of 13.89 million tonnes in 1996, 9.25 million tonnes was limestone. The outcrop forms a rim around the coalfield, the southern rim in particular contains a number of active and dormant quarries. In view of the distribution of the quarries, there is little need for the material to travel more than 40 kilometres to its markets. The aggregate limestone sites in the South East Wales region are:

Trefil (Blaenau Gwent)	Ton Mawr (Cardiff)
Penderyn (Brecon Beacons NP)	Vaynor (Merthyr Tydfil)
Cornelly (Bridgend)	Livox (Monmouthshire)
Gaens (Bridgend)	Penhow (Newport)
Grove (Bridgend)	Forest Wood (RCT/Vale of Glam)
Machen (Caerphilly)	Lithalun (Vale of Glam)
Creigiau (Cardiff)	Pantffynon (Vale of Glam)
Taffs Well (Cardiff)	Wenvoe (Vale of Glam)

Currently inactive (1998):

Cefn Garw (Cardiff)	Ifton (Monmouthshire)
Cwm Leyshon (Caerphilly)	Hendy (RCT)
Blaengwynlais (Caerphilly/Cardiff)	Pant (Vale of Glamorgan)

##### 2. Aggregates - Sandstone

The varying composition of sandstone provides the potential for a range of uses including armourstone, building stone etc. but the main use in South East Wales is as an aggregate for road construction and repair. The Pennant Sandstone of the Upper Coal Measures have been assessed as having significant potential for use as High Specification Aggregates (HSA). There is a regional imbalance between demand and supply of HSA and because of this, the output is often transported considerable distances particularly to the south east of England where there is no local resource. Only two working quarries in England are capable of supplying aggregate to meet the specification of HSA. In Wales, however, there are extensive resources and several quarries in South East Wales produce this material:

Craig yr Hesg (RCT)
Gelligaer (Merthyr)
Hafod (Caerphilly)

There are a further two sites, Cefn Cribbwr and Bryn Quarries which produce sandstone for general aggregate use but do not provide premium products for HSA. The Government is promoting a more sustainable transport policy to protect the environment by reducing reliance on travel by car and limiting the road building programme. As a result, there is unlikely to be pressure to develop new sites in this region to provide HSA in the foreseeable future.

**Table WM1**

<b>Municipal Waste Arising 1996</b>	<b>No. of tonnes</b>
Blaenau Gwent	37,719
Bridgend	55,800
Caerphilly	90,000
Cardiff	203,931
Merthyr Tydfil	29,740
Monmouthshire	38,555
Newport	138,814
Rhondda Cynon Taff	96,961
Torfaen	40,846
Vale of Glamorgan	45,000
<b>Total – South East Wales</b>	<b>777,366</b>

**Table WM2 - Waste Growth Estimates**

<b>South East Wales</b>	<b>1996</b>	<b>2001</b>	<b>2006</b>	<b>2011</b>
Unitary Authority Figures	777,366	806,413	836,592	866,708
1% Growth per Annum	777,366	817,019	858,695	902,497
3% Growth per Annum	777,366	901,180	1,044,715	1,211,111

**Table WM3 - Licensed Operational Waste Management Facilities in South East Wales**

<b>Type of Waste Management Facility</b>	<b>Details</b>	<b>Total</b>
<b>Landfill:</b>		
a) Co-disposal Landfill	Includes major landfill sites at Lamby Way, Cardiff and Trecatti, Merthyr Tydfil	3
b) Household, Industrial and Commercial (HIC) Landfill	Including landfill sites at Nant y Gwyddon, and Bryn Pica, (Rhondda Cynon Taff), Docks Way, Newport and Trehir Quarry, Caerphilly, Tythegston, Bridgend and Silent Valley, Blaenau Gwent	6
c) Non-Biodegradable Landfill	Mostly small and of local significance only	24
d) Factory Curtilage Landfill	Including the major industrial concerns at Aberthaw Power Station, Dow Corning, Monsanto and British Steel	7
<b>Recycling:</b>		
e) Treatment Plants	Including Welsh Water Sewerage Works at Cilfynydd, (Rhondda Cynon Taff) and Nash, Newport	13
f) Vehicle Dismantlers		22
g) Metal Recycling		16
<b>Transfer Stations:</b>		
h) HIC Transfer Stations	Includes six Clinical Waste Facilities	41
i) Household Amenity Facilities		23
j) Non-Biodegradable Transfer Stations		6
<b>TOTAL</b>		<b>161</b>

Table WM4 - Glossary of Waste Management Terms

<b>Principles &amp; Categories</b>	
Best Practicable Environmental Option (BPEO)	The option that provides the most benefits or the least damage to the environment as a whole, at acceptable cost, in the long term as well as the short term.
Biodegradable Waste	Waste that is capable of undergoing anaerobic or aerobic decomposition, such as food and garden waste, and paper and paperboard.
Life Cycle Assessment (LCA)	The systematic identification and evaluation of all the environmental advantages and disadvantages that result from a product or function throughout its entire life.
Municipal Waste	The wastes which are collected for treatment and disposal by the WCA. They generally comprise wastes from households, civic amenity sites, street sweepings and WCA collected commercial waste.
Proximity Principle	The principle that waste should generally be disposed of as near to its place of production as possible.
Regional Self Sufficiency	The principle which requires that sufficient waste management capacity is provided within a region to manage the waste arising in that region.
Waste Hierarchy	A sequential test for the most environmentally appropriate waste management option. At the top of the hierarchy is reduction, then re-use, recovery and finally disposal.
Controlled Waste	Controlled waste comprises industrial, household and commercial waste and specifically excludes mine and quarry waste, wastes from premises used for agriculture, sewage sludge in certain circumstances, radioactive waste and explosives. Household, commercial and industrial wastes are defined in Schedules 1,2,3 and 4 of the Environmental Protection Act (Controlled Waste Regulations) 1992.
Polluter Pays Principle	A key principle of the EU's environmental policy is that the cost of preventing pollution or of minimising environmental damage due to pollution should be borne by those responsible for the pollution. The principle is based not on vague notions of fairness but on economic grounds: the optimal allocation of limited resources. The principle originates from the proceedings of the UN Conference on the Human Environment, Stockholm 1972.
Civic Amenity Site	Civic Amenity Site means places provided by the Authority at which persons resident in the area may deposit their household waste (Services provided under section 45(1) of the Environmental Protection Act 1990).
<b>Agencies</b>	
Local Authority Waste Disposal Company (LAWDC)	A private sector or joint venture company, responsible for the disposal of waste.
Waste Collection Authority (WCA)	Authority responsible for the safe and efficient collection of municipal waste arising in their area.
Waste Disposal Authority (WDA)	Authority responsible for arranging safe and proper disposal of controlled wastes and providing civic amenity sites.
Waste Planning Authority (WPA)	Authority responsible for land-use planning control over waste management
Waste Regulation Authority (WRA)	Authority responsible for the operational control and licensing of waste management facilities. In Wales this is the Environment Agency Wales.

## APPENDIX L1

### NPFA Outdoor Sports Standard and the Children's Playing Space Standards

<b>A</b> <b>OUTDOOR SPORT</b> 1.6 - 1.8 hectares (4.0 - 4.5 acres)	<b>B</b> <b>CHILDREN'S PLAYING SPACE</b> 0.6 - 0.8 hectares (1.5 - 2.0 acres)
<p>1) Facilities such as pitches, greens, courts, athletics tracks and miscellaneous sites such as croquet lawns and training areas owned by local authorities, whether at County, District or Parish level;</p> <p>2) Facilities described in 1) within the educational sector and which, as a matter of practice and policy, are available for public use;</p> <p>3) Facilities described in 1) which are within the voluntary, private, industrial and commercial sectors, and serve the leisure needs for outdoor recreation of their members or the public.</p> <p>Note: Included within the broad 2.4 hectares (6 acre) standard is a specific allocation of 1.2 hectares (3.0 acres) per 1000 population for pitch sports.</p>	<p>1) Outdoor equipped playgrounds for children of whatever age;</p> <p>2) Other designated play facilities for children which offer specific opportunity for outdoor play, such as adventure playgrounds;</p> <p>3) Casual or informal playing space within housing areas.</p>



<p><b>MINIMUM STANDARD</b></p> <p>Total Playing Space 2.4 hectares (6.0 acres)</p>
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**Table 1 - Development Plan: Sport, Leisure & Recreational Facilities**  
(ss) = Site specific policy

Authority	Mon.	B. Gwent	Caer.	Newport	Vale of G	Rhondda	Taff Ely	Gynon	Cwm	Cardiff	M. Tydfil	BBNP	Torfaen
Policy	UDP	LP	UDP	UDP	UDP	LP	LP	LP	LP	LP	LP	LP	LP
Protection of leisure & recreation	RLT2	R5	L1	CF1	REC1		R7	R4					
Protection of open space		R6	L7 (ss)				R6		RC3				L6
New leisure development - Sequential Test	RLT8	R2	L2	CF2	REC7		R1		RC1	45			
Specific leisure site allocations		R4	L3 (ss) Any				R11		RC9 (ss)	42 (ss)			L1/L3 (ss)
New housing - open space	RLT3		L8	CF3	REC3				RC5				
Dual use of existing facilities		R8		CF7	REC2	TL24	R1		RC4				
Existing plan areas will be protected and enhanced upon		R4 (ss)								43			L2
Conversion of property to leisure, recreation, or tourism use in the countryside	RLT4	R3										T4/T5	
New playing field & other outdoor recreational provision		R5 (ss)			REC5	TL10		RP1	RC6				
Land is allocated for the development of new extensions to existing parks			L5 (ss)										
Encouragement of informal recreation purposes (site specification)			L6 (ss)		REC1 (1ss)	TL8 (ss) TL21	R5	RP7 (ss)	RC10 (ss)				
Indoor recreation facility/multi-sports halls						TL4 (ss)	R1		RC14		LRT1 LRT2 LRT4		
Comprehensive leisure recreation													
Sports outside urban boundary			L9										
Provision for disabled & elderly					REC4								
Provision of childrens play facilities	RLT1				REC6	TL4 (ss)		RP4	RC7				

Mon - Monmouthshire CC    B. Gwent - Blaenau Gwent CBC    Caer. - Caerphilly CBC    Vale of G - Vale of Glamorgan    M. Tydfil - Merthyr Tydfil CBC    BBNP - Brecon Beacons National Park

**Table 1 continued - Development Plan: Sport, Leisure & Recreational Facilities**

(ss) = Site specific policy

Authority		Mon.	B. Gwent	Caer.	Newport	Vale of G	Rhondda	Taff Ely	Cynon	Cwm	Cardiff	M. Tydfil	BBNP	Torfaen
Policy	LP/UDP	UDP	LP	UDP	UDP	UDP	LP	LP	LP	LP	LP	LP	LP	LP
Development of country parks							TL5/TL6							
Outdoor activity centre							TL17					LRT5	T12	
Control of recreational & leisure facilities in the countryside		RLT1		L9										
Provision of recreational & leisure facilities within settlements		RLT5		L2									T15	
Golf course development		RLT7	R19/R20		CF14	REC8						LRT3	T13	
Golf related development					CF14	REC9								
Commercial entertainment and leisure		RLT8	R18											
Tourism economy		RLT9		L10			TL12					LRT7		
Visitor accommodation within settlements		RLT10							R6			LRT6		
Visitor accommodation outside settlements		RLT10							R6					
New tourist facilities		RLT12		L10			TL1/TL2 TL3						T8	
Tourism site development				L13 (ss)			TL15							
Touring caravan provision		RLT13		L12									T7	
Farm tourism development		RLT14		L10										
Public Rights of Way & recreational routes					CF10 CF11	REC12	TL8		R8/R9				T14	
Water based recreation					CF9	REC13								
Static caravan		RLT11					TL14		R7				T6	
Tented accommodation							TL16						T9	
Horse related development					CF15									
Development of allotments			R7		CF16	REC10	TL22							

Mon - Monmouthshire CC B. Gwent - Blaenau Gwent CBC Caer. - Caerphilly CBC Vale of G - Vale of Glamorgan M. Tydfil - Merthyr Tydfil CBC BBNP - Brecon Beacons National Park

Table 1 continued - Development Plan: Sport, Leisure & Recreational Facilities

Authority	Mon.	B. Gwent	Caer.	Newport	Vale of G	Rhondda	Taff Ely	Gynon	Cwm	Cardiff	M. Tydfil	BBNP	Torfaen
Policy	UDP	LP	UDP	UDP	UDP	LP	LP	LP	LP	LP	LP	LP	LP
Provision for disabled/elderly					REC4								
Cycle route development & country routes	RLT17			CF13		TL20							L7
Motor, air & other specialised outdoor sports	RLT21												
Sports stadium development	RLT22												
Provision of serviced accommodation		R10				TL13				46			

Mon - Monmouthshire CC    B. Gwent - Blaenau Gwent CBC    Caer. - Caerphilly CBC    Vale of G - Vale of Glamorgan    M. Tydfil - Merthyr Tydfil CBC    BBNP - Brecon Beacons National Park

# Grŵp Cynllunio Strategol South East Wales

