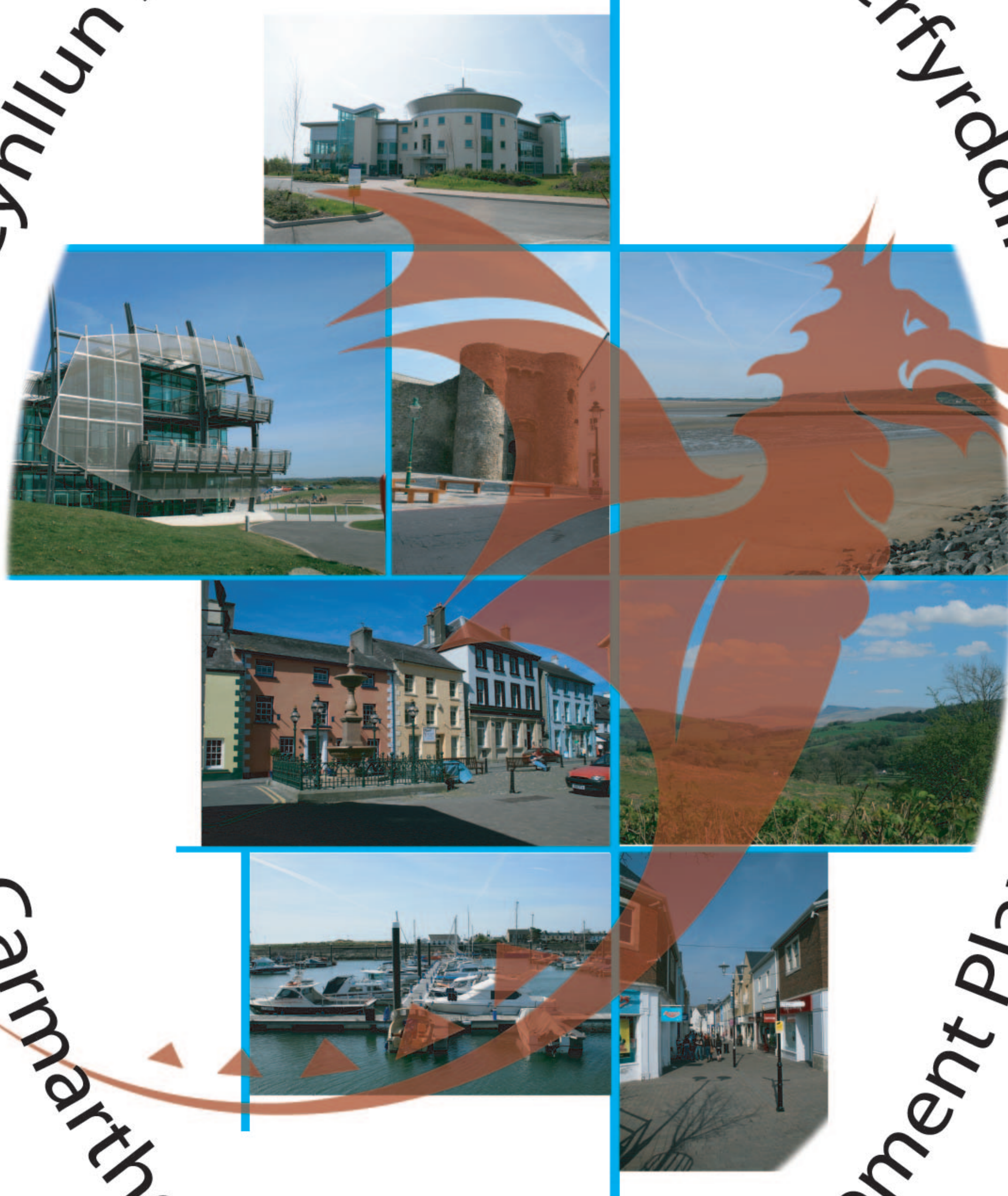


Development Limits - Draft Topic Paper 9

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Carmarthenshire Local Development Plan

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Contents

- 1. Introduction**
- 2. Purpose of this Paper**
- 3. Policy Context**
- 4. What are Development Limits?**
- 5. The Pre- Deposit Preferred Strategy**
- 6. Using Development Limits?**
- 7. Applying Development Limits**
- 8. Reviewing and Defining Development Limits**
- 9. Principles**

Glossary

Appendix 1

1. Introduction

1.1 Carmarthenshire County Council is in the process of preparing a Local Development Plan for its area (excluding that part contained within the Brecon Beacons National Park). The aim of the new Local Development Plan's (LDP) is to make the Development Plan system more relevant, inclusive and engaging to local communities.

1.2 The LDP will set out the Local Planning Authority's proposals and policies for the future development and use of land within its administrative area. Upon adoption, the LDP will supersede the existing Unitary Development Plan (UDP) with decisions on planning permissions primarily based on its content. A Development Plan provides a measure of certainty about what kind of development will, and will not, be permitted during the plan period.

1.3 The Plan will contain detailed policies and proposals, both for the use of land and also the protection of the environment. It will guide investment and the delivery of services and infrastructure and will determine the level of provision and location of new housing and employment opportunities. The LDP provides the framework for considering all land use proposals across the plan period.

1.4 Due regard will be had to national and regional planning policy and guidance in the formulation of outcomes in respect of the LDP's preparation. In formulating the LDP, regard will also be had to strategies and other background documents where relevant.

1.5 This paper provides an important link between the strategic direction set out within the Pre-Deposit Preferred Strategy and the subsequent stages of plan preparation.

2. Purpose of this Paper

2.1 This paper seeks to build upon the pre-deposit work undertaken to date including the discussion and topic papers and the Preferred Strategy. The discussion and topic papers sought to set the context for the preparation of the LDP through the identification of overarching themes and detailed individual topic areas. They sought to develop upon, and identify, some of the potential issues, options and objectives for the area and represented important steps in the development of a robust evidence base and the Preferred Strategy.

2.2 This paper seeks to develop on matters in relation to the use (or otherwise) of development limits within the Carmarthenshire LDP. Accordingly, this paper will:

- develop upon the pre deposit work already undertaken (including the Preferred Strategy);
- inform ongoing engagement and participation as the plan progresses to the Deposit stage;
- inform the preparation of the Deposit LDP; and,
- form part of the evidence base at the independent examination.

2.3 This paper may be updated as the plan progresses. Such updates will ensure that the LDP process is appropriately informed.

3. Policy Context

National

3.1 **Planning Policy Wales Edition 2 – June 2010 (PPW)** – The statutory requirement for each authority in Wales to prepare a development plan for its area as a basis for providing rational and consistent decisions on planning applications and appeals is an established cornerstone of the plan led system. An important element in achieving this is the certainty LDP's should provide to developers and the public about the type of development that will be permitted at a given location. (PPW, Para 2.1.7)

3.2 The emphasis on sustainability and its relationship with the land use planning system is well established. In this regard the LDP plays fundamental role in delivering sustainable development a role which is emphasised and reflected within PPW. The Planning system must help in the process of balancing and integrating sustainability objectives in order to meet current development needs while safeguarding those of the future. In this regard it must provide for homes, infrastructure, investment, and jobs in a way which is consistent with sustainability principles.

3.3 The relationship between town and country and their mutual dependence should be recognised particularly in terms of land allocation policies and proposals.

3.4 Development in the countryside should be located within and adjoining those settlements where it maybe best accommodated. Infilling or minor extensions to existing settlements may be acceptable but new building in the open countryside away from existing settlements or areas allocated for development in development plans must continue be strictly controlled.

3.5 All new development should respect the character of the surrounding area and should be of appropriate scale and design. (PPW, Para. 4.6.8) New housing should be well integrated with and connected to the existing pattern of settlements and the expansion of settlements should avoid creating ribbon development, coalescence of settlements or fragmented patterns of development. (PPW, Para 9.3.1) The overall result of new housing development in villages, towns or edge of settlement is a mix of affordable and market housing that retains and, where practical, enhances important landscape and wildlife features in the development. (PPW: Para. 9.1.1)

3.6 The establishment of principles within PPW with regard to the management of growth and development within a spatial planning context are important components in planning for future change within the plan areas settlements. The LDP will need to mediate conflicting issues, constraints and opportunities within settlements whilst shaping future growth and its management. The role of development limits in underpinning these key principles will need to be explored as a policy tool; both in terms of allocating specific sites for development and engendering a sense of place within the County's communities.

3.7 Technical Advice Note (TAN) 6 Planning for Sustainable Communities (July 2010) states that from a rural context development not intended to cater for local need should continue to be located in market towns, local service centres or clusters of smaller settlements where a sustainable linkage can be demonstrated. (Para. 2.2.3) It further states that the use of criteria based policies should be considered in smaller settlements, rather than settlement boundaries. This will be subject to consideration within this paper.

Local

3.8 The Carmarthenshire Unitary Development Plan (UDP) utilised Development Limits in order to assist in the implementation of its Sustainable Strategic Settlement Framework

(SSSF). Limits were also applied within previous development plans (both pre and post local government re-organisation) within the area.

3.9 The issue of development limits was considered by the Inspector presiding over the inquiry into the UDP. In this regard reference should be made to the Inspectors Report notably Para. 3.124 (relating to an objection into the use of development limits within village clusters) which states “the approach in defining development limits does provide some clarity in terms of which policies apply where.” The Inspector proceeded to uphold their use within the UDP.

4. What are Development Limits?

4.1 Development Limits, or settlement limits as they are also sometimes known, are a planning policy tool used to differentiate between settlements that comprise of built form (and where further development may be acceptable) and groups of dwellings/buildings whose character is more akin to the open countryside (with a resultant need to carefully manage new development).

4.2 They identify/communicate areas where development may be appropriate. These include: site allocations, infilling, extensions to settlements, redevelopment and conversion of buildings. They consolidate development within and around existing built-up and defined settlements and identify where further development (if properly designed and constructed) would not be incongruous or intrusive.

4.3 In providing the differential between the urban form and the countryside Development Limits supported by clear policy allows for the strict control of proposals outside their boundaries whilst proposals within would be required to accord with general development principles relating to matters such as cramming, character etc. Development outside the limits would normally be limited to uses which are appropriate to countryside locations or the subject of exceptions policies.

5. The Pre- Deposit Preferred Strategy

5.1 The LDP Preferred Strategy was published for consultation in November 2009 and was subsequently approved by Council in April 2010. The Preferred Strategy was accompanied by an initial SA/SEA Report along with a Habitats Regulations Assessment (HRA) Screening Report. It identified the selected spatial strategy for the Carmarthenshire LDP as Spatial Option 1; Sustainable Distribution, (as defined within the Pre-Deposit Preferred Strategy). The strategy, and its policies, sets out a structured settlement framework through which growth will be distributed in a manner reflective of a settlements standing within the hierarchy and their potential to accommodate further development. Strategic Policy SP3 defines the hierarchy and its settlements. The strategy supports the distribution of growth (or development) which is of a scale and nature appropriate to each tier of the hierarchy.

5.2 The settlement hierarchy and the potential distribution of growth centres on the Tier 1 Growth Areas of Carmarthen, Llanelli and Ammanford/Cross Hands. This reflects their general attributes and sustainability offer (regard should be had to the Preferred Strategy and the relevant Spatial Options and Settlement Hierarchy Topic Paper). The strategy also defines Service Centres (Tier 2) and Local Service Centres (Tier 3) as settlements to receive proportionate levels of growth. Sustainable Communities (Tier 4) identify those settlements or groups of settlements which may collectively or on occasion individually offer potential for a degree of sustainable growth. Land allocations within these ‘communities’ would be identified in the most sustainable settlement or settlements namely those which

possesses the greater level of local services and facilities and where there are opportunities for the release of land. The ability of such settlements to accommodate growth must however be considered against issues of capacity and potential constraints and with their character protected. The need to protect the countryside in line with sustainable principles, conserving and, where possible enhancing its ecological, geological, physiographic, historical archaeological and agricultural value and for its landscape and natural resources (PPW 4.5.4) particularly on the edges of villages, and to help guard against incremental growth in unsustainable locations, is important in planning for appropriate growth (particularly in rural settlements).

5.3 Sustainable development is a key issue in respect of the LDP and is central to its strategic objectives. To realise this, economic growth and removing social inequalities must be balanced against the need to protect and enhance the environment. The Preferred Strategy aims to ensure that the location, scale and type of development permitted follows sustainability principles and contributes towards achieving the vision and objectives for the LDP. The Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA) represents an important tool in this regard.

5.4 The prospective use of Development Limits is recognised within Para. 7.7.2 of the Preferred Strategy and within the site assessment methodology (Appendix D).

5.5 In responding to the Preferred Strategy, the Countryside Council for Wales (CCW) stated their supported the identification of a settlement hierarchy as the most appropriate means of identifying the opportunities and constraints for development within settlements. Furthermore, CCW recommended that the LDP settlement hierarchy should be underpinned by the use of clear settlement boundaries to define the development limits of each settlement. CCW also deemed that the inclusion of limits would provide certainty to residents and developers.

5.6 A further response was received from the Welsh Assembly Government (WAG) who stated that the settlement hierarchy appeared logical and in accordance with the overall Strategy. WAG also stated that it appeared that the LDP would be using development limits and therefore a thorough review of settlements is required. Accordingly they recommended that if settlement limits were to be imposed in the LDP, then they must be appropriate and evidenced.

6. Using Development Limits?

6.1 The Preferred Strategy, in reflecting national policy and sustainability seeks to put in place a policy framework which assists in achieving viable, self supporting settlements and sustain rural communities. It also recognises the importance of the areas qualities including the need to protect the Countryside from inappropriate development. The urban fringe is where this potential for conflict is most marked as settlement meets countryside. In recognition of this and to assist in the implementation of the hierarchy and the roles of respective settlements a clear distinction between what are built up areas (settlements) and the open countryside may be beneficial.

6.2 The Preferred Strategy, whilst providing the spatial framework, does not provide sufficient guidance to allow for the selection of 'small sites' (i.e. those sites of 4 units or less which are not considered as part of the site assessment methodology) for development. Many of these 'small sites' will shape the growth of settlements and/or address particular local circumstances.

6.3 There is an intrinsic need to ensure that any growth of a defined settlement is appropriate, both in terms of impact upon the character of the settlement and in ensuring that the scale of growth in a settlement reflects its position within the settlement hierarchy. This potential for growth must also ensure that considerations such as encroachment, ribboning and sporadic developments are effectively planned for. In this respect, whilst it is a matter for future stages of the Plan's preparatory process (Deposit LDP) to include the necessary detail to define and shape the growth of individual settlements, and to address their specific issues and requirements including character and amenity. However it is appropriate that some of the general principles should be established.

6.4 It is therefore opportune at this stage for the plan making process to consider and expand on how it is proposed to ensure this is achieved. In so doing the Council is committed to ensuring it provides clarity and certainty about the directions in which a settlement might grow and how any growth will be managed. It is noted that WAG's response to the preferred strategy suggested that the debate over the appropriateness of limits should be centred upon the SC settlements. This is reinforced by Para. 2.2.4 of TAN 6 which makes specific reference to potential the use of criteria based policies in relation to smaller settlements. It is therefore proposed to utilise Development Limits in relation to the Tier 1,2 and 3 settlements and with their use in relation to SC (Tier 4) considered below.

6.5 There are essentially two alternative approaches to planning for the Tier 4 settlements namely:

- Define specific map-based Development Limits; or,
- Set out general principles, through criteria policies, to guide decisions on development.

6.6 Development Limits effectively apply general principles in advance and in a way which is visible through a geographical boundary identified on a proposals map. The purpose of defining limits to development is to identify the area within which development proposals, in principle, would be acceptable (subject to complying with other policies contained within the Plan). The limits to development provide clear guidance not only to the local community and developers, but also to consultees and stakeholders on where development would and would not be considered acceptable. They assist in preventing development from gradually encroaching into the surrounding countryside preventing ribboning, coalescence and urban sprawl.

6.7 Used in conjunction with specific policy they also assist in ensuring that development takes place within settlements and in a manner that does not have a detrimental impact on existing form and character. The effective and appropriate use of limits must be underpinned by a consistency of application. A set of standards or principles would be required in their identification.

6.8 Alternatively, the use of criteria based policies offer a perceived flexibility, with any decision on the acceptability of an individual proposal being effectively put off until it is submitted for determination. A set of detailed criteria would need to be developed and included as part of a policy framework within the Deposit LDP setting the parameters for what development may take place and in broad terms where. Any decision would however be considered in accordance with the criteria contained within the policy.

6.9 It may be argued criteria-based approach whilst providing potential benefits in terms of flexibility also affords an opportunity for circumstances to be considered at that particular time and within a given context. However, they are dependent on the clarity of definition and robustness of criteria to ensure consistency of decision making. Whether, or not this consistency would be less readily provided through criteria based policies is a matter for debate however their use could see (the necessary) appraisal work required by applicants differing significantly from developer to developer and settlement to settlement across the

County. This is perhaps most pertinent to rural areas where the need for a distinction between the countryside and built form is most pronounced. There is also a potential for a 'first come first served' scenario to develop which would require a strong phasing policy to control the release of any allocated figures for settlements.

6.10 Development Limits can physically be seen on a map base to provide a clarity and certainty when used appropriately and consistently applied. It is this clarity and certainty, and the need to underpin consistency of operation, which occupies such a prominent role in ensuring confidence in the plan and decision making process and is central to the decision on whether limits or a criteria based approach are used within the LDP for Tier 4 settlements.

6.11 The need to appropriately guide developments ensuring their scale and locations accord with guidance and indeed the LDP's strategic objectives (SO1, SO2, SO5 etc) requires that the distinction between the settlement, its built form and the Countryside is readily understood and consistently defined, across all the identified settlements. In this regard the certainty provided by clear, transparent and firm limits enables landowners, interested parties and the community the opportunity to clearly understand where development is likely to take place.

6.12 A robust and clearly defined differential is therefore required in order to provide the necessary consistency, certainty and clarity. This differential can also guide growth in a way that reflects the need to protect and manage rural areas and the countryside.

6.13 In rationalising the use of limits it is worth noting that in meeting the requirement of TAN 6 (to consider the use of criteria based policies, rather than identifying settlement boundaries Para. 2.2.4), that there is no clear definition of a 'small settlement' which can be readily applied to the identified SC settlements. The range of settlements many of which differ significantly in terms of size etc reflects the diverse urban and rural aspects of the County characterised by its former industrialised and agricultural areas. In this regard what may be small in urban terms would be considered large in rural terms. It has been considered prudent therefore to have greater regard to their potential to contribute in sustainability terms in accordance with TAN 6 Para 2.2.3 and the reference to the potential contribution from clusters of smaller settlements. This also has the benefit of assisting in directing growth in a sustainable way which contributes to, and helps to sustain rural services. (TAN6: Para 2.1.1)

6.14 The prospective role of limits in the interpretation of exceptions proposals should also be noted. This has increased prominence in rural settlements where there is a potential use of exceptions proposals at locations adjoining existing settlements. The use of limits in such settlements (which in terms of the LDP relate to some of those categorised as Tier 4: Sustainable Communities) provides a clear distinction of what would constitute 'adjacent' to the built form. The interpretation of this will be aided by a firm boundary to guide consideration and appropriate provision. A boundary is also pertinent in the consideration of how a given SC may look to grow. Whilst there is the potential for small scale allocations, the expectation (based upon the experiences borne out of the UDP) is that much of the settlements would experience small scale growth with minor extensions representing one particular example of how such growth may occur. Limits would therefore frame where such proposals would be most appropriately accommodated and will assist in avoiding incremental growth in a manner which ensures that the development is integrated with the current settlement pattern, with any impact on the countryside minimised.

6.15 Consequently, and in the interests of consistency of application across the County, it is proposed that the LDP utilises Development Limits for the settlements defined within the Preferred Strategy. How the use of limits would apply to respective settlements within the SC's is considered within Section 7 below.

7. Applying Development Limits

7.1 The use of development limits for defined settlements pre-dates the UDP and the previous local plans having been widely applied within development plans. Their intention was, and as a general principle remains, the defining the extent of cohesive built development and protecting the countryside from sporadic and inappropriate development. Whilst this has historically been an accepted approach it must be recognised that some of the principles that underpin their use have changed particularly the emphasis on improving the sustainability of the existing settlement pattern. In this regard TAN6 emphasises the role of the plan system in general in supporting the delivery of sustainable rural communities. (TAN6: Para, 2.1.1) Focusing new allocations to communities or clusters of smaller settlements which provide a level of service or facility provision is an important way in which the planning system can contribute to sustainability and climate change whilst also protecting the countryside and landscape. The Preferred Strategy in relation to Tier 4 Sustainable Communities refers to the identification of such a group as enabling development to be allocated within the context of the whole SC. However, within each SC land allocations would in appropriate instances be identified in the most sustainable settlement; namely that which possesses the greater level of services and facilities and where there is an opportunity for release of land for development in accordance with the strategy. It is however recognised that this predominant role may be fulfilled by more than one settlement where services and facilities are shared.

7.2 For the purposes of identifying such settlements and their role within the SC the following key services or facilities which have been identified within the Pre-Deposit Preferred Strategy as making a contribution to a settlement or group of settlements classified as an SC. These key services and facilities are:

- Post Office
- Local Shop
- Primary School
- Community/Public Hall

7.3 In some instances all four services/facilities will not feature within a settlement or SC. There will also be instances where facilities are spread across a SC affording an opportunity to allocate in more than one centre. There may also be services present in addition to the above that further contribute to a SC's sustainability credentials such as a doctor's surgery, public house etc.

7.4 The distribution of growth in a manner appropriate to the settlement hierarchy and the consolidation of development around existing communities (which exhibit local facilities) represents a sustainable response to the drive to; reduce carbon emissions, reduce the propensity to travel by private car, limit the potential for isolation particularly in rural areas and to protect the County's landscape and nature and historic conservation qualities.

7.5 In implementing the settlement framework it is proposed that all settlements within the hierarchy should have their built form and scope for appropriate growth defined by development limits and that each be reviewed in line with this paper. In relation to SC's and their settlements (Tier 4) it is proposed that settlements within SC's that exhibit one or more of the above four key services or facilities will be considered suitable for market housing allocations (5+ sites). This reflects PPW: Para. 4.6.7, which states "clusters of smaller settlements.....should be designated by local authorities as preferred locations for most new development including housing and employment provision". This also conforms to the Preferred Strategy Para. 7.6.4.

7.6 Whilst it is accepted that the use of the above four key services or facilities as indicators may include potential risks in terms of closures and commercial vulnerability, it is considered that they represent appropriate contributors in assessing the suitability of a settlement and represent the basis of a sustainable rural community.

7.7 The identification of the appropriateness of settlements to accommodate market housing allocations, whilst centred on the presence of the above four services, is also supported through its 'score' as derived from the settlement services and facilities scoring (Appendix 3 – Strategic Spatial Options and Settlement Hierarchy Topic Paper) together its accessibility through public transport (Strategic, Regular Daily or Limited/Intermittent services). The later seeks to support TAN 6: Para. 2.2.3 in relation to accessibility by public transport. The use of accessibility through public transport as an indicator is also reflected in PPW: Para. 4.6.7, which states that "in rural areas the majority of new development should be located in those settlements which have relatively good accessibility by non car modes".

7.8 The presence of a key facility will be the principle determinant supported by that of accessibility and settlement scoring. The potential within a settlement for live and work benefits will also be considered. (TAN6: Para 2.2.1) It should be noted that not all of the settlements identified as being potentially suitable to accommodate market housing will receive allocations this may be as a result of environmental constraints and other considerations. Appendix 1 identifies the potential for each settlement to accommodate market allocations in line with the above.

7.9 In relation to those SC (Tier 4) settlements **not** identified as appropriate to receive market housing allocations (5+ sites) it is proposed that development limits will be prepared and reviewed in accordance with the principles set out within this paper. It is also proposed that these limits will only allow for limited small scale opportunities including infill, rounding off and logical extensions and not new market housing allocations (exempt are instances where there is an existing planning permission for 5+ units in place). Such proposals will be expected to accord with general development control principles in relation to scale, density, character and amenity in such settlements.

7.10 Consequently any proposals beyond this limited small scale release would only be considered as exceptions to generally be sited adjacent to the built form as defined by the limits, and would be expected to be of a scale commensurate to that of the settlement and reflective of its character. This would have the effect of limiting future development in such settlements to mainly exceptions proposals which subject to scale and location could include proposals for five or more units with the general market housing requirement effectively met elsewhere within the plan area and in the settlements identified as suitable for such housing (TAN 6: Para 4.1.2).

7.11 Their identification as not being suitable for market housing allocations reflects the measure of sustainability or their potential to contribute sustainably to its SC. However, it does not diminish their potential to make contributions to their community and to where appropriate accommodate exceptions housing and consequently the development focus in such settlements (over and above the limited small scale opportunities) will be on in relation to housing to meet local needs (TAN 6: Para 4.1.2)

7.12 It should be noted that exceptions proposals in a rural context are defined as small scale housing sites, within or adjoining existing rural settlements for the provision of *affordable housing* to meet local needs, which would not otherwise be allocated in the development plan (TAN 2: Glossary). The definition of affordable housing as contained within TAN 2 is contained within the glossary of this paper. Such exceptions proposals would be assessed against emerging LDP policy as contained within the Deposit LDP.

7.13 Table 1 below sets out those SC settlements **not** identified as appropriate to receive market housing allocations (5+ sites).

Table 1

Cwmhiraeth (SC1)	Caeo (SC24)
Penboyr (SC1)	Ffaldybrenin (SC24)
Drefelin (SC1)	Abergorlech (SC25)
Cwmpengraig (SC1)	Ashfield Row (SC26)
Rhos (SC2)	Felindre (Llangadog) (SC26)
Blaenwaun (SC3)	Waunystad Meurig (SC26)
Cwmfelin Mynach (SC3)	Rhandirmwyn (SC29)
Cwmbach (SC3)	Broad Oak (SC30)
Llanglydwen (SC4)	Llangathen (SC30)
Cwmfelin Boeth (SC5)	Manordeilo (SC30)
Henllan Amgoed (SC5)	Trapp (SC30)
Pentrecagal (SC6)	Dryslwyn (SC31)
Hermon (SC9)	Felindre (Dryslwyn) (SC31)
Abernant (SC10)	Felingwm Isaf (SC32)
Blaenycoed (SC10)	Llanegwad (SC32)
Cross Inn (SC12)	Derwydd (SC34)
Llansadurnen (SC12)	Heol Ddu (SC34)
Four Roads (SC17)	Temple Bar (SC34)
Bancycapel (SC18)	Stag and Pheasant (SC34)
Llanllwch (SC18)	Pant-y-Llyn (SC34)
Nantycaws (SC18)	Capel Seion (SC34)
Croesyceiliog (SC18)	Horeb (SC37)
Nebo (SC19)	Penymynydd (SC38)
Pontarsais (SC19)	Mynyddcerrig (SC39)
Dolgran (SC20)	Cynheidre (SC40)
Bancyffordd (SC21)	Pontantwn (SC40)
Pencarreg (SC22)	

7.14 There are a notable number of ‘small settlements, large groups of dwellings, hamlets’ throughout the County which have not been defined within the settlement hierarchy set out within the Preferred Strategy. It is proposed that such residential groupings will not be defined by Development Limits as they often; display little or no sustainability attributes, are sporadic in nature and or contain insufficient physical mass or facilities to warrant definition. Whilst such examples are not proposed to receive development limits planning policy guidance allows for potential exceptions proposals (see definition above and within the Glossary) that are intended to meet a demonstrated local need. Such exceptions for infill proposals of a single dwelling and development of a single dwelling on site immediately adjoining and forming logical extension to such a small settlement, large group of dwellings or hamlet will be considered through an appropriate policy framework within the Deposit LDP. This reflects PPW Para. 4.6.8, which states that all new development away from existing settlements or areas allocated for development in development plans must continue to strictly controlled. It balances this need to protect the countryside and control development whilst having recognising (in accordance with TAN 6) that non accessible locations may also prove acceptable where it is intended to meet local needs. It also recognises the potential for priority to be given to local needs in what are largely rural areas. (TAN 6: 4.1.2) The provisions of the Deposit LDP together with its reasoned justification will define what constitutes a small settlement, large group of houses or hamlet and will seek to

ensure that such exceptions proposals do not result in a sporadic and uncontrolled encroachment into the countryside.

7.15 It is considered that the above provides for new housing development in villages, towns or edge of settlements providing for a mix of affordable and market housing whilst retaining and, where practical, enhancing important landscape and wildlife features in the development. (PPW: Para 9.1.1)

8. Reviewing and Defining Development Limits

8.1 In proposing to utilise Development Limits, it is important to ensure that there is consistency in their application (and the principles used in their preparation and/or review).

8.2 In order to facilitate the review (and/or refinement) of the Development Limits, it is proposed to utilise the existing limits as set out within the Carmarthenshire UDP (Adopted July 2006) as the starting point. Whilst it is suggested that their use represents a sensible and consistent starting point, it is recognised that the overall growth requirements for the County have changed (as have particular considerations and circumstances relating to individual settlements) since their adoption date as part of the UDP. The undertaking of a review/refinement also affords an opportunity to:

- ensure that their definition is in line with policies and proposals set out within the emerging LDP;
- ensure that boundaries are drawn in a consistent manner which offer clarity and robustness in decision making;
- reflect recent developments or planned and/or approved proposals as appropriate;
- accommodate any land use allocations that might be made for new development (where it is appropriate to do so) or for areas which are worthy of protection; and,
- to ensure that the development potential of a settlement is realised in a manner consistent with its character assisting in the prevention of issues such as cramming.

8.3 Reference will be made to the site assessment methodology in assessing the inclusion or other wise of 5+ housing allocations (or is above 0.16 hectares in size) with regard had to the outcome in the review of the development limits. Those sites smaller or simply not able to accommodate five or more units by virtue of site constraints, etc will be considered as part of the review of development limits.

8.4 Amendments made to the limits as part of the review may include identifying suitable new sites adjacent to the existing limits along with small areas of undeveloped land (if and where appropriate) as well as logical extensions etc.

8.5 The review of the Development Limits will achieve the following adhering to the content of the Preferred Strategy and Planning Policy Guidance by:-

- directing development to settlements identified within the preferred strategy in a manner consistent with its strategic objectives, policies and provisions;
- protecting the countryside from inappropriate development;
- ensuring that new development is sympathetic in scale and location to the form and character of the settlement;
- preventing the uncontrolled expansion of settlements and coalescence of neighbouring and distinct parts of settlements;
- relating development to opportunities in settlements to the growth required in the plan period;

- ensuring that the identified growth is appropriately distributed in accordance with the Preferred Strategy; and,
- ensuring that the capacity of a settlement to accommodate growth is duly considered.

8.6 It should be noted that any review may also seek to reduce the extent of the existing Development Limits with the potential exclusion of sites.

9. Principles

9.1 The following principles and guidelines will be used to ensure continuity and consistency across the plan area. They will guide the review of Development Limits as well as the assessment of the potential siting of new developments (excluding those proposals considered through the site assessment methodology).

Defined Urban Form

9.2 Limits should include built structures within the settlement and those areas of land where development (excluding relevant housing exception sites) is considered appropriate. They should, where appropriate, follow physical features such as walls, hedgerows, streams etc. However in order to facilitate appropriate growth there may be instances where site conditions allow development beyond established urban boundaries.

9.3 They should also reflect the built form as distinct from undeveloped areas or more sporadic, loosely knit or dispersed developments. They should prevent unacceptable encroachments into the countryside and at incongruous locations.

Infill and extensions to settlements

9.4 Make provision for appropriate infill within, logical extensions to, or rounding off of defined settlements.

Ribbon Development and Coalescence

9.5 Prevent ribbon development and the coalescence of settlements or separate parts of a settlement.

Amenity

9.6 The amenity and character of the settlement should be protected. Proposals should avoid:

- Visually prominent and elevated locations
- Tandem development
- Cramming
- Visually important locations (including glimpses and viewpoints)

Open Space

9.7 Identify and where appropriate protect, important areas of open space and recreation both within and adjacent to the settlement.

9.8 Exclude from the Development Limits except where it is effectively enclosed by the built form of the settlement.

Use of Buildings

9.9 Reflect (where appropriate) the potential for redeveloping redundant rural buildings;

Previously Developed Land

9.10 Acknowledge potential contribution and apply a search sequence in identifying potential areas for inclusion.

Nature Conservation

9.11 Protect and enhance areas of biodiversity and nature conservation value (Reference will be made to the HRA and the Biodiversity Study);

Historic Built Environment

9.12 Protect and enhance the historic built environment.

Physical and Other Constraints

9.13 Reflect constraints to development including

- Flood risk (which cannot be mitigated against)
- Mineral buffer zone, etc.

Farmyards and Farm Buildings

9.14 Farmyards and farm building should be excluded from the Development Limits except where they are effectively enclosed by the built form of the settlement.

Gardens

9.15 Gardens on the edge of the built urban form should generally be included within the limits, with the exception of where:

- The character of the area is considered to have more similarity with the open countryside than the built up area.
- The result is limits of an irregular shape and size.
- Their inclusion may encourage development proposals which contribute to cramming and result in a detrimental impact upon the character and amenity of the settlement.
- Where the garden or grounds of a property extends considerably beyond the built urban form of the settlement they may be partially or completely excluded from the limits.

NB. Where the Development Limits are drawn tightly around the back of dwellings, this would not necessarily prevent acceptable extensions to existing buildings.

Glossary

Accessibility	The ability of people to move around an area and reach places and facilities, including elderly and disabled people, those with young children and those encumbered with luggage or shopping.
Affordable Housing	<p>Housing provided to those whose needs are not met by the open market. Affordable housing should:</p> <ul style="list-style-type: none"> • meet the needs of eligible households, including availability at low enough cost for them to afford, determined with regard to local incomes and local house prices; and • include provision for the home to remain affordable for future eligible households, or if a home ceases to be affordable or staircasing to full ownership takes place, any subsidy should generally be recycled to provide replacement affordable housing. <p>This breaks down into two sub-categories:</p> <ul style="list-style-type: none"> • social rented housing - provided by local authorities and <i>registered social landlords</i> where rent levels have regard to the Assembly Government's <i>guideline rents</i> and <i>benchmark rents</i>; and • Intermediate housing - where prices or rents are above those of social rented housing but below market housing prices or rents. This can include equity sharing schemes (for example <i>Homebuy</i>). Intermediate housing differs from low cost market housing, which the Assembly Government does not consider to be affordable housing for the purpose of the land use planning system. (TAN 2: Glossary)
Amenity	A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.
Bio-diversity	The variability among living organisms from all sources including animals, plants, birds, insects and fish, and the habitats of which they are part.
Character	A term relating to Conservation Areas or Listed Buildings, but also to the appearance of any rural or urban location in terms of its landscape or the layout of streets and open spaces, often giving places their own distinct identity.
Coalescence	The merging or joining up of two separate settlements or of separate elements of settlement. An undesirable consequence can be the loss of cultural and physical identity and character.
Curtilage	The area normally within the boundaries of a property surrounding the main building and used in connection with it.
Density	In the case of residential development, a measurement of either the number of habitable rooms per hectare or the number of dwellings per hectare.
Development	Development is defined in <i>Section 55 of the 1990 Town and Country Planning Act</i> as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material

change in the use of any building or other land." Certain activities may be of such a limited significance that the relevant local planning authority determines that they don't constitute development (i.e. are *de minimis*).

Flood plain	Generally low-lying areas adjacent to a watercourse, tidal lengths of a river or the sea, where water flows in times of flood or would flow but for the presence of flood defences.
Habitat	An area of nature conservation interest.
Infill development	The development of a relatively small gap between existing buildings.
Market Housing	Private housing for rent or sale where the price is set in the open market. (TAN 2: Glossary)
Mitigation	Measures to avoid reduce or offset significant adverse effects.
Open Countryside	Any area lying beyond the development limit for a defined settlement.
Open Space	All space of public value, including public landscaped areas, playing fields, parks and play areas, and also including not just land, but also areas of water such as rivers, canals, lakes and reservoirs, which can offer opportunities for sport and recreation or can also act as a visual amenity and a haven for wildlife.
Planning Permission	Formal approval sought from a council, often granted with conditions, allowing a proposed development to proceed. Permission may be sought in principle through outline planning applications, or be sought in detail through full planning applications.
Playing Field	Land laid out with a pitch or pitches for games.
Previously Developed Land	Land which is or was occupied by a permanent structure (excluding agricultural or forestry buildings) and associated fixed surface infrastructure.
Ribbon Development	The linear extension of settlements, including frontage development along approach roads, resulting in the unnecessary intrusion of development into the countryside. Ribboning can also occur within settlements, can be detrimental to the urban form and character and can sterilise potential development land to the rear.
Rural exception site	Small scale housing site, within or adjoining existing rural settlements for the provision of <i>affordable housing</i> to meet local needs, which would not otherwise be allocated in the development plan. (TAN 2: Glossary)
Search Sequence	In identifying residential allocations a search sequence starting with the re-use of previously developed land and building within settlements, then settlement extensions and then new development around settlements (with good transport links) should be followed.
Site Specific Allocations	Allocations of sites (proposals) for specific or mixed uses or development contained in a development plan. Policies will identify any specific requirements for individual proposals. Allocations will be shown on the LDP's proposals map.

**Sporadic
Development**

Development that is scattered and not related to any settlement or groups of buildings. Sporadic development makes no contribution to the identity and character of its location by being isolated from built-up areas.

**Tandem
Development**

Consists of one house immediately behind another and sharing the same access. Such proposals may cause difficulties of access and disturbance and lack of privacy and should be avoided.

Appendix 1 – Identification of Settlements for Market Housing

	Score	Key facility (No.)	Accessibility	Commentary	Potential Market Alloc
Tier 1 - Growth Area					
Llanelli (incl Llangennech)	49	4	S	Offers potential for market allocations	✓
Ammanford/Cross Hands	49	4	S	Offers potential for market allocations	✓
Carmarthen	49	4	S	Offers potential for market allocations	✓
Tier 2 - Service Centres					
Llandovery	40	4	S	Offers potential for market allocations	✓
Whitland	37	4	S	Offers potential for market allocations	✓
Burry Port/Pembrey	37	4	S	Offers potential for market allocations	✓
Newcastle Emlyn	36	4	S	Offers potential for market allocations	✓
St Clears	36	4	S	Offers potential for market allocations	✓
Llandeilo	34	4	S	Offers potential for market allocations	✓
Tier 3 - Local Service Centres					
Llanybydder	26	4	S	Offers potential for market allocations	✓
Kidwelly	24	4	S	Offers potential for market allocations	✓
Glanamman/Garnant	24	4	S	Offers potential for market allocations	✓
Trimsaran	23	4	S	Offers potential for market allocations	✓
Pontyberem/Bancffosfelin	23	4	S	Offers potential for market allocations	✓
Pontyates/Meinciau/Ponthenri	21	4	S	Offers potential for market allocations	✓
Brynamman	21	4	S	Offers potential for market allocations	✓
Laugharne	20	4	S	Offers potential for market allocations	✓
Llangadog	20	4	S	Offers potential for market allocations	✓
Ferryside	19	4	S	Offers potential for market allocations	✓
Hendy	19	4	S	Offers potential for market allocations	✓
Tier 4 - Sustainable Communities					
SC1					
Cwmhiraeth	1		L	Not suitable for market allocations	✗
Penboyr	2		L	Not suitable for market allocations	✗
Drefelin	2		L	Not suitable for market allocations	✗
Cwmpengraig	2		L	Not suitable for market allocations	✗
Waungilwen	3		S	Sustainability and accessibility benefits through immediate proximity to Drefach	✓
Drefach/Felindre	13	4	S	Offers potential for market allocations	✓
SC2					
Pentrecwrt	8	2	S	Offers potential for market allocations	✓
Llangeler	6	1	L	Offers potential for market allocations. Size and character of settlement would suggest potential for only limited release.	✓
Saron	14	3	S	Offers potential for market allocations	✓
Rhos	6		S	Not suitable for market allocations.	✗

				Offers accessibility benefits but does not contain a key facility.	
SC3					
Blaenwaun	2			L	Not suitable for market allocations x
Cwmfelin Mynach	2			L	Not suitable for market allocations x
Cwmbach	1			L	Not suitable for market allocations x
Llanboidy	11	4		L	Offers potential for market allocations. Exhibits all identified key facilities and represents the predominant settlement within the SC. ✓
SC4					
Efailwen	8	2		RD	Offers potential for market allocations. ✓
Glandy Cross	6	1		RD	Offers potential for market allocations. Availability of local shop supplements sustainability of the SC. ✓
Llanglydwen	2			L	Not suitable for market allocations x
SC5					
Llanfallteg	9	2		L	Offers potential for market allocations. Contains two identified key facilities. Represents the predominant settlement within the SC. ✓
Cwmfelin Boeth	4			L	Not suitable for market allocations x
Henllan Amgoed	2			L	Not suitable for market allocations x
SC6					
Cenarth	15	3		S	Offers potential for market allocations. Cross border settlement. ✓
Pentrecagal	7			S	Not suitable for market allocations. Offers accessibility benefits but does not contain a key facility. x
SC7					
Capel Iwan	11	3		L	Offers potential for market allocations. Contains three of the identified key facilities including Primary School and a Post office. ✓
SC8					
Trelech	11	2		RD	Offers potential for market allocations. Contains three of the identified key facilities including Primary School and a Post office. ✓
SC9					
Cynwyl Elfed	15	4		S	Offers potential for market allocations. Exhibits all identified key facilities and represents the predominant settlement within the SC. ✓
Cwmdud	11	2		S	Offers potential for market allocations ✓
Hermon	3			L	Not suitable for market allocations x
SC10					
Talog	6	2		RD	Offers potential for market allocations. Represents the predominant settlement with the SC. ✓
Abernant	4	1		L	Not suitable for market allocations. x
Blaenycloed	2			L	Not suitable for market allocations x
SC11					
Meidrim	12	2		S	Offers potential for market allocations ✓
Llanddowror	9	1		S	Offers potential for market allocations. Contains a Key facility (Primary School) and other community services. ✓

Llangynin	5	1	L	Offers potential for market allocations. Potential for growth is limited.	✓
SC12					
Broadway	8		S	Offers limited potential for market allocations by virtue of its close proximity to Laugharne.	✓
Cross Inn	7		S	Not suitable for market allocations. Lack of key facility.	✗
Llansadurnen	1		L	Not suitable for market allocations	✗
SC13					
Pendine	15	4	S	Offers potential for market allocations	✓
Llanmiloe	15	4	S	Offers potential for market allocations	✓
SC14					
Red Roses	7	1	S	Offers potential for market allocations.	✓
SC15					
Bancyfelin	15	4	S	Offers potential for market allocations. Contains the four key facilities.	✓
Llangynog	8	2	L	Offers potential for market allocations. Contains a Key facility (School) and other community services.	✓
SC16					
Llansteffan	15	4	S	Offers potential for market allocations. Contains all four key facilities.	✓
Llanybri	7	1	S	Offers potential for market allocations.	✓
SC17					
Llansaint/Broadway	14	2	S	Offers potential for market allocations	✓
Four Roads	7		S	Not suitable for market allocations. Lack of key facility.	✗
Mynyddygarreg	10	2	S	Offers potential for market allocations	✓
Llandyfaelog	8	1	S	Offers potential for market allocations. Scope maybe limited.	✓
SC18					
Cwmffrwd	12	1	S	Offers potential for market allocations	✓
Peniel	11	2	S	Offers potential for market allocations	✓
Bronwydd/Cwmdwyfran	10	1	S	Offers potential for market allocations	✓
Idole/Pentrepoeth	9	1	S	Offers potential for market allocations	✓
Whitemill	10	2	S	Offers potential for market allocations	✓
Bancycapel	6		S	Not suitable for market allocations. Lack of key facility.	✗
Llanllwch	4		L	Not suitable for market allocations	✗
Nantycaws	3		L	Not suitable for market allocations	✗
Croesyceiliog	4		RD	Not suitable for market allocations. Lack of key facility.	✗
Llangain	15	4	S	Offers potential for market allocations	✓
SC19					
Alltwalis	10	2	S	Offers potential for market allocations	✓
Llanpumsaint	11	3	RD	Offers potential for market allocations	✓
Rhydargaeau	9	2	S	Offers potential for market allocations	✓
Pontarsais	6		S	Not suitable for market allocations. Lack of key facility.	✗
Nebo	3		RD	Not suitable for market allocations. Lack of key facility.	✗
SC20					
Pencader	16	4	S	Offers potential for market allocations	✓
Gwyddgrug	9	1	S	Offers potential for market allocations	✓
Llanfihangel Ar Arth	9	1	RD	Offers potential for market allocations	✓

New Inn	6		S	with fey facility supplemented by further community services. Offers potential for market allocations by virtue of the potential to live and work in the locality. Lack of key facility is compensated by employment contribution to the SC.	✓
Dolgran	1		L	Not suitable for market allocations	✗
SC21					
Pontwelly	10	2	S	Offers potential for market allocations. Cross border settlement with direct links to Llandysul and its service offer.	✓
Bancyffordd	2		L	Not suitable for market allocations	✗
SC22					
Pencarreg	9		S	Not suitable for market allocations. Lack of key facility.	✗
Llanllwni	11	3	S	Offers potential for market allocations	✓
SC23					
Cwmann	13	3	S	Offers potential for market allocations. Cross border settlement with links to Lampeter.	✓
SC24					
Pumsaint	8	2	L	Offers potential for market allocations. Contains a Key facility (local store) and other community services. Scheduled ancient monument represents a significant constraint.	✓
Ffarmers	5	1	L	Offers potential for market allocations. Contains a Key facility.	✓
Caeo	4	1	L	Not suitable for market allocations. Contains a key facility but offers limited other sustainability benefits.	✗
Crugybar	5	1	L	Offers potential for market allocations. Contains a key facility but offers limited other sustainability benefits mat restrict level of allocations.	✓
Ffaldybrenin	2		L	Not suitable for market allocations	✗
SC25					
Talley	7	1	L	Offers potential for market allocations. Contains a Key facility (Primary School).	✓
Cwmdu	5	1	L	Offers potential for market allocations. Contains a Key facility (Post Office). Conservation objectives may constrain potential for any growth.	✓
Abergorlech	6		L	Not suitable for market allocations	✗
Rhydcymerau	8	2	RD	Offers potential for market allocations. Contains Key facilities.	✓
Llansawel	11	2	RD	Offers potential for market allocations	✓
SC26					
Llanwrda	17	4	S	Offers potential for market allocations	✓
Llansadwrn	9	2	S	Offers potential for market allocations	✓
Ashfield Row	8		S	Not suitable for market allocations. Lack of key facility.	✗
Felindre	5		RD	Not suitable for market allocations. Lack of key facility.	✗
Waunystad Meurig	3		L	Not suitable for market allocations	✗
SC27					
Cilycwm	8	2	RD	Offers potential for market allocations. Contains Key facilities.	✓

SC28						
Cynghordy	12	2	S	Offers potential for market allocations	✓	
SC29						
Rhandirmwyn	4	1	L	Not suitable for market allocations. Contains a key facility but offers limited other sustainability benefits.	✗	
SC30						
Cwmifor	11	3	RD	Offers potential for market allocations	✓	
Golden Grove	8	2	RD	Offers potential for market allocations. Contains Key facilities.	✓	
Penybanc	7	1	L	Offers potential for market allocations. Contains Key facility.	✓	
Salem	5	1	L	Offers potential for market allocations. Contains Key facility.	✓	
Broad Oak	5		S	Not suitable for market allocations. Lack of key facility.	✗	
Manordeilo	6		S	Not suitable for market allocations. Lack of key facility.	✗	
Llangathen	4	1	L	Not suitable for market allocations. Contains a key facility (village hall) but offers limited other sustainability benefits.	✗	
Trapp	1		L	Not suitable for market allocations	✗	
SC31						
Llanarthne	12	3	RD	Offers potential for market allocations	✓	
Dryslwyn	3		L	Not suitable for market allocations	✗	
Felindre (Dryslwyn)	1		L	Not suitable for market allocations	✗	
Cwrt Henri	11	4	RD	Offers potential for market allocations	✓	
SC32						
Nantgaredig	12	1	S	Offers potential for market allocations	✓	
Pontargothi	9	1	S	Offers potential for market allocations	✓	
Capel Dewi	8	1	S	Offers potential for market allocations	✓	
Felingwm Uchaf	7	1	RD	Offers potential for market allocations. Contains Key facilities.	✓	
Felingwm Isaf	4		RD	Not suitable for market allocations. Lack of key facility.	✗	
Llanegwad	4		S	Not suitable for market allocations. Lack of key facility.	✗	
SC33						
Llanddarog	14	4	S	Offers potential for market allocations	✓	
Porthyrhyd	13	3	S	Offers potential for market allocations	✓	
SC34						
Carmel	9	2	RD	Offers potential for market allocations	✓	
Cwmgwili	8	1	RD	Offers potential for market allocations by virtue of the potential to live and work in the locality. Employment contribution to the SC.	✓	
Foelgastell	8		S	Sustainability and accessibility benefits through immediate proximity to Growth Area (Cefneithin). Accessibility to dual carriageway.	✓	
Derwydd	7		RD	Not suitable for market allocations. Lack of key facility.	✗	
Maesybont	6	1	RD	Offers potential for market allocations. Contains a Key facility (Primary School).	✓	
Temple Bar	5		S	Not suitable for market allocations. Lack of key facility.	✗	
Milo	5	1	RD	Offers potential for market allocations.	✓	




Pentregwenlais	5		RD	Contains a Key facility (Primary School). Sustainability and accessibility benefits through immediate proximity to Llandybie. Potential access and mineral buffer zone constraints.	✓
Heol Ddu	3		L	Not suitable for market allocations	✗
Stag and Pheasant	5		S	Not suitable for market allocations. Lack of key facility. Further constrained by mineral buffer zone.	✗
Pantyllyn	1		L	Not suitable for market allocations	✗
Capel Seion	4		L	Not suitable for market allocations	✗
Llannon	10	1	S	Offers potential for market allocations	✓
SC35					
Ystradowen	13	2	S	Offers potential for market allocations	✓
Rhosamman	11		S	Offers potential for market allocations. Offers sustainability and accessibility benefits. Proximity to Brynamman.	✓
Cefnbrynbrain	10	2	S	Offers potential for market allocations	✓
SC36					
Llanedi	9	1	S	Offers potential for market allocations. Contains a Key facility (Primary School).	✓
SC37					
Five Roads	16	4	S	Offers potential for market allocations	✓
Horeb	3		L	Not suitable for market allocations. Settlements proximity to strategic network is noted.	✗
SC38					
Penymynydd	4		S	Not suitable for market allocations. Development potential within its primary service centre of Trimsaran and growth in Carway make adequate provision within the area.	✗
SC39					
Crwbin	10		S	Offers potential for market allocations however this is constrained by identified mineral buffer zone.	✓
Mynyddcerig	4		RD	Not suitable for market allocations. Lack of key facility.	✗
Llangyndeyrn	9	2	S	Offers potential for market allocations	✓
SC40					
Cynheidre	8		S	Not suitable for market allocations. Lack of key facility.	✗
Pontantwn	5		S	Not suitable for market allocations. Lack of key facility.	✗
Carway	14	1	RD	Offers potential for market allocations	✓
SC41					
Llanfynydd	5	1	L	Offers potential for market allocations. Contains a Key facility (local store) and other community services.	✓
SC42					
Brechfa	9	2	RD	Offers potential for market allocations	✓

Colour coding:




Score:

	Score of more than 10
	Score of 5 - 9
	Score of 4 and under

Key Facility:

	More than 1 key facility
	1 key facility
	No key facility

Accessibility:

	Strategic
	Regular/Daily
	Limited/Intermittent and No Service