

## 6.3 ECONOMY AND REGENERATION

### NATIONAL SIGNIFICANT INFRASTRUCTURE PROJECTS AND RELATED DEVELOPMENTS

#### 6.3.1 Context

- The UK has a legally binding target to cut emissions by 80% by 2050, with an interim target of at least 34% below base year levels by 2020 (Climate Change Act 2008).
- A key aim of national policy is to improve the country's energy security.
- National Policy Statements establish the need for particular Nationally Significant Infrastructure Projects (NSIPs – as defined by the Planning Act 2008), including specifically for power generation.
- A site adjacent to Wylfa has been selected by the UK Government as a potentially suitable site for construction of a new nuclear power station. Such a project would be an NSIP, as would be the separate National Grid proposal to provide transmission lines from the new nuclear station.
- These NSIPs could have major infrastructure implications for the Plan area in the form of new electricity transmission lines and associated development

#### Introduction

- 6.3.2 NSIPs are large-scale projects of national importance such as new trunk roads, airports, ports, power stations (including nuclear), electricity transmission lines, waste water treatment works and chemical works.
- 6.3.3 Local authorities or other statutory bodies are the decision maker for associated or related development not included within the main Development Consent Orders application, and national policy will be a material consideration as appropriate. Where associated or ancillary development is related to the construction or operation of a Nationally Significant Infrastructure Project, these proposals will be considered under the relevant policies in the Plan as well as Strategic Policies PS 8 – PS12 where applicable.
- 6.3.4 The applications for new Nationally Significant Infrastructure Projects development will be examined using the criteria on national need, benefits and impacts as set out in relevant Policy. For energy infrastructure this will include the relevant National Policy Statements (NPS) for Energy Infrastructure (EN-1- 6). The energy NPSs set out national policy against which proposals for major energy projects will be assessed and examined. In accordance with the National Policy Statements, other matters that are important and relevant to its decisions may also be considered, including the existing land use development plan, the Anglesey Energy Island Programme, Destination Management Plans, Single Integrated Plan, New Nuclear Build Supplementary Planning Guidance and other relevant documents. In terms of a Development Consent Order application, a local authority's role is set out in the Planning Act 2008 (as amended by the Wales Act 2017); they will be invited to assess the adequacy of consultation and local impacts and report on these in a Local Impact Report. Similarly, applications may be made to other statutory bodies. The local planning authorities are the determining authorities for some development related to the Wylfa Newydd Project.

- 6.3.5 The scale and impact of NSIPs and related development will be mitigated through an appropriate package of planning permission conditions, planning or highway agreements, DCO requirements, and CIL receipts (if a CIL charging schedule is implemented).
- 6.3.6 In addition the Councils will encourage developers to consider packages of community benefits to be provided by the developer to offset and compensate the community for the burden imposed by hosting a project. Any such packages will be used to off-set the burden on the locality, and would identify potential legacy uses, including transport, social, economic and community infrastructure which would benefit the community in the long term.
- 6.3.7 Community benefits may be sought through the provisions of the Local Government Acts, the Planning Acts, or other legislation, or alternatively through voluntary agreement with the project provider, or in accordance with an industry protocol.
- 6.3.8 Voluntary community benefits contributions are monetary payments or other provisions from a developer for the benefit of communities hosting a development which are not designed to cover the direct effects of the development and they cannot properly be judged to be necessary to make a development acceptable in planning terms. Voluntary community benefits contributions are separate and distinct from the planning process. They are not a material consideration which can be taken into account in determining whether to grant consent or to respond positively or otherwise to a consultation request.
- 6.3.9 There are currently two proposed NSIP at the pre-application stage which are located within the Plan area:
- i. A new nuclear power station near to Wylfa, Wylfa Newydd, proposed by Horizon Nuclear Power, as identified in the National Policy Statement for Nuclear Power Generation (EN-6);
  - ii. Improvements/ new National Grid Transmission Lines connecting the proposed Wylfa Newydd with Pentir and beyond proposed by National Grid.
- 6.3.10 It is important that the Plan sets out a policy framework to assist the Councils to assess and respond to NSIPs proposals coming forward, including for example:
- i. providing advice to inform project promoters during the development of their proposals for consultation and project development;
  - ii. responding to formal consultations during project development and on applications to other determining bodies;
  - iii. suggesting appropriate requirements for inclusion in the Development Consent Order and obligations (such as Section 106 and Community Infrastructure Levy – if adopted);
  - iv. determining applications for associated, ancillary or related development outside the Development Consent Order;
  - v. commenting on the adequacy of consultation;
  - vi. assessing the impacts of the project both positive and negative in the Local Impact Report that the Planning Inspectorate will invite the Council(s) to submit after the application for any Development Consent Order is submitted;
  - vii. making representations as part of the formal examination of the Development Consent Order by the Planning Inspectorate;

- viii. in determining any approvals subsequent to consent (including planning permission 'conditions'), and in discharging functions as the enforcing authority.

6.3.11 Strategic Policy PS 8 is an overarching policy relating to any application for a NSIP (other than Wylfa Newydd) or for development proposals associated with or ancillary to such an NSIP application whether determined by the Secretary of State, the Isle of Anglesey County Council, Gwynedd Council or any other agency. Strategic Policy PS8 does not relate to any NSIP application for development at Wylfa Newydd, or development proposals associated with or ancillary to that application.

#### **STRATEGIC POLICY PS 8: PROPOSALS FOR NATIONAL SIGNIFICANT INFRASTRUCTURE PROJECTS AND RELATED DEVELOPMENTS**

**In their role as determining authorities for related development for a National Significant Project the Councils will require compliance, where appropriate, with the criteria set out in this Policy.**

**In responding to proposals forming part of a Development Consent Order application to the Secretary of State the Councils will take the same considerations into account in the preparation of a Local Impact Report**

- 1. The development and associated/ancillary infrastructure, including any proposals for accommodation, education and training facilities, employment, supply chains, and transport, community, environmental and green infrastructure, will contribute to a balance of positive outcomes for local communities, visitors and the environment;**
- 2. An assessment is submitted of how a consideration of alternative options influenced the proposals;**
- 3. A comprehensive assessment is provided of the proposal's environmental (landscape, built, historic and natural), social (including health and amenity), linguistic and cultural, transport and economic impacts (positive, negative and cumulative) during the construction, operation and decommissioning and restoration (if relevant) phases, as well as measures to be achieved where appropriate to avoid, reduce, alleviate and/or off-set the harm done;**
- 4. Provision of contributions to the Council or other appropriate and agreed organization to offset any adverse impacts and harm caused by the project through effective engagement with local communities and the Council at the pre-application stage. The objective will be to identify measures, projects and services to enhance the long term well-being and sustainability of the communities affected;**
- 5. In recognition of any burden and disturbance borne by the community in hosting significant national infrastructure project, the Council may require appropriate packages of community benefits to be provided by the developer to offset and compensate the community for the burden imposed by hosting the project;**
- 6. Local economic and community benefits are where feasible maximized, through agreement of strategies for procurement, employment, education, training and recruitment with the Council at an early stage of project development;**
- 7. The provision of flood protection measures to manage flood risk and, where feasible, deliver improvements in the locality. The provision of an assessment of anticipated impacts of the proposal on the surrounding marine and terrestrial environment and delivery of measures to manage and minimise any harm caused.**

In order to have sufficient information to be able to assess the effects of the proposals, the Councils may request the preparation of management or delivery plans identifying the measures to be taken to maximize benefits and to mitigate and/or compensate for impacts where this is justified by national or local policy. These plans should identify the timetables for delivery and the systems and resources that will be used to implement the proposed measures.

## WYLFA NEWYDD AND RELATED DEVELOPMENT

### Introduction

6.3.12 Through the Anglesey Energy Island Programme, the Councils' Strategic/ Corporate Plans and the Anglesey and Gwynedd Single Integrated Plan, the Councils and their partners acknowledge the likely significant economic opportunities deriving from the Wylfa Newydd Project. This section of the Plan deals with the proposed Wylfa Newydd Project including developments that are related with it where either the Isle of Anglesey County Council or Gwynedd Council is the determining planning authority on planning applications.

6.3.13 Although the Councils are not the consenting authorities for the Wylfa Newydd Project Development Consent Order, it is considered important to explain their approach as a planning authority when consulted upon with a Development Consent Order application. They will also ensure that related development, which is subject to an application for planning consent from the Councils conforms with the relevant policies and strategies included in this Plan. The Isle of Anglesey County Council's vision (as the host authority) for the Wylfa Newydd Project is set out in Chapter 5 of this Plan, and has informed the Plan's Vision and Objectives. The Project will be expected to contribute to achieving the Plan's Vision by:

- contributing to the delivery of the Anglesey Energy Island Programme and the Anglesey Enterprise Zone;
- driving the transformation of the economy, maximising opportunities for the employment and up-skilling of local people;
- maintaining and enhancing the quality of life of local communities and visitors
- conserving and strengthens the unique identity of the Plan area;
- conserving, or where appropriate, enhance the Plan area's distinctive environment and resources, taking into account climate change.

6.3.14 The New Nuclear Build at Wylfa Supplementary Planning Guidance (SPG), sets out the Isle of Anglesey County Council's supplementary advice on important local direct or indirect matters in relation to the Wylfa Newydd Project and its response to national and local policy and strategies in the context of the Project and is an important material consideration in assessing planning applications for related development proposed in connection with the Wylfa Newydd Project. In combination with the Plan's policies, the New Nuclear Build at Wylfa SPG will help the County Council to:

- provide detailed guidance on Project related development, e.g. construction workers' accommodation
- make robust decisions on all related development planning applications

- ensure that the potential impacts of the New Nuclear Build and its related developments are identified and mitigated where possible
  - ensure that the socio-economic benefits linked with the construction and operation of the power station are fully maximised.
- 6.3.15 On the basis of the information currently available it is clear that this Project will be a significant development with numerous significant impacts, some potentially positive and others potentially negative. It is currently anticipated that the Wylfa Newydd construction period will be around 10 years, with around 8,000 to 10,000 construction workers during the peak construction periods (although it is recognised that the Project is still undergoing detailed design). There will be significant HGV movement during the construction period, especially along the A55 and A5025. After construction it is foreseen that Wylfa Newydd will employ a workforce of around 850.
- 6.3.16 Mitigation of the impacts of the Project would be optimised if development is located in accordance with the Plan's Spatial Strategy as set out in Chapter 3, Policy PS 9 – 12, and other relevant policies included in the Plan (including Policy TAI 10 and Policy PS 1), depending on the type of use and its scale, in order to be consistent with the principle of sustainable development.
- 6.3.17 Proposals for accommodation of construction workers should minimise the impact on the local housing market (including the ability of those on low incomes to access the private rented sector, affordable housing and other housing services), and the tourism sector. Where appropriate, the Councils require the Project to deliver legacy benefits to local communities during the Plan period or beyond the construction period. A draft construction workers accommodation strategy has been developed and will be finalised having regard to the Plan's Spatial Strategy and any relevant policies in the Plan, including a suite of policies that provides further guidance on the management of development related to the Project.
- 6.3.18 The construction workforce should be accommodated via various means, including the existing housing stock (to buy or rent), holiday accommodation, and new purpose built permanent or modular accommodation provided by Horizon or through a third party. Such use should not however result in an unacceptable impact on availability of housing (owner occupied and private rented), or on the availability of tourist accommodation. The impacts should be made acceptable. Tourism is a key economic sector and requires to be given specific consideration and assessment in finalising the construction workers accommodation strategy.
- 6.3.19 In terms of location, accommodation for temporary construction workers should as far as possible be provided within, adjacent to, or well related to the development boundaries of the Centres and Service Villages identified in the Plan's Settlement Hierarchy (depending on the scale of the development), and in locations that relate well to the main transport routes and transport modes, especially the railway, and also taking account of policy preference for use of previously developed land. They should also contribute towards sustainable regeneration programmes and support the vitality and viability of town centres. The following criteria will be used to assess whether a proposed site is well related to a development boundary:
- Physical distance / degree of separation with an increasing distance and separation less preferable; and
  - The location of the site in relation to facilities, services and other sustainability assets (such as recreation provision, employment opportunities, etc.) of the Centre/ Service Village; and

- Accessibility to the Centre/ Service Village (primarily by non-car transport modes) and ability to improve on it; and
  - Visual impacts and ability to integrate the development into the landscape and townscape.
- 6.3.20 Paragraph 6.3.18 refers to the various types of accommodation. Given the scale of the anticipated number of construction workers required during the construction phase, it is considered that modular development will be part of the supply of accommodation but will not be first option except for provision for workers on the Wylfa Newydd Project site. Providing some modular accommodation in temporary buildings on the Wylfa Newydd Project site would be acceptable where it is supported by provision of an appropriate level of community facilities and the transport impact (including workers' access and parking) can be demonstrated to be acceptable. Policy PS 9 and Policy PS 10 sets out the requirements for such modular accommodation related to the Wylfa Newydd Project.
- 6.3.21 Project promoters must demonstrate that they have fully considered the re-use of existing buildings and/ or the provision of permanent buildings capable of being adapted for permanent use following use by construction workers, proportionate use of the private rented sector and consideration of existing consents, before proposing modular accommodation in temporary buildings.
- 6.3.22 Any modular accommodation provided outside the Wylfa Newydd Project site should provide a sustainable legacy use for the buildings or the site and demonstrate how that legacy will be secured. The Councils consider that the potential for after use of sites used initially for construction workers accommodation or any other temporary use of land should be considered at the planning and design stage, e.g. laying out of sites at the outset so that they are capable of beneficial after use, construction of permanent buildings capable of being adapted for future community or commercial use. Proposed legacy uses must comply with the relevant policies in this Plan. Potential legacy uses include serviced plots for affordable housing, elderly or special needs accommodation, student accommodation, offices or hotels, or serviced plots for similar uses or employment related uses. A permanent residential legacy should be informed by the published Local Housing Market Assessment in order to ensure that the type of housing units required to address local need can be incorporated into the proposal at the design stage. If an after use is demonstrated to the Council's satisfaction not to be feasible, structures or buildings should be removed and the land reinstated to the satisfaction of the Local Planning Authority within a specific period of time which would be controlled by planning condition. In such cases off-site legacy benefits will be required to compensate for the lack of legacy on the site and should be included within the proposal.
- 6.3.23 In order to mitigate the effects of the Wylfa Newydd Project on the housing market and to help co-ordinate the best use of all types of accommodation, construction workers will be expected to use the services provided by, what is currently referred to as, the Construction Worker Accommodation Management Portal. This Portal will comprise of a register of rooms or property that will be available for rent and the applicant will be required to propose and secure methods by which construction workers will be required or encouraged to arrange their accommodation through this Portal. The Portal will also be used to monitor the uptake of accommodation and provide breakdowns by sector and spatially. This information will be shared with the Councils as set out in the construction workers accommodation strategy in order to allow the Councils and the applicant to monitor the impacts on sectors and locations and respond appropriately where these do not accord with the predicted impacts.

- 6.3.24 Strategic Policy PS 9 applies to the proposed Wylfa Newydd Project including development associated with the project. Strategic Policy PS 9 does not apply to any other NSIP application, or any development associated with or ancillary to such NSIP applications.

#### **STRATEGIC POLICY PS 9: WYLFA NEWYDD AND RELATED DEVELOPMENT**

In their role as determining authorities for related development for Wylfa Newydd the Councils will require compliance, where appropriate, with the criteria set out in this Policy and Policies PS 10 - 12, where applicable.

In responding to proposals forming part of a Development Consent Order application to the Secretary of State the Councils will take the same considerations into account in the preparation of a Local Impact Report.

1. Any relevant policies included in the Plan, and any relevant supplementary planning guidance should shape the approach to the development of the nuclear power station and proposals for related development;
2. In order to minimise impact and maximise re-use of existing facilities and materials, opportunities have been taken where feasible to integrate the requirements of the Wylfa Newydd Project with the proposed decommissioning of the existing power station;
3. Highways and transport proposals for the Wylfa Newydd Project form part of the integrated traffic and transport strategy that has regard to Strategic Policy PS 4 and any relevant detailed Policies in the Plan and minimises adverse transport impacts to an acceptable level, including those arising during the construction, operation and decommissioning stages, and any restoration stages. Proposals should where feasible make a positive contribution to transportation policy objectives in the locality, and should include multi-modal solutions and investment that encourages travel by public transport, walking and cycling and other sustainable forms of transport;
4. Early or preparatory works for the development of the nuclear power station shall demonstrate that they are necessary to ensure the timely delivery of the Wylfa Newydd Project or are designed to provide mitigation for the effects of the construction or operation of the Wylfa Newydd Project. Any early or preparatory works must be accompanied by a strategy to enable the sites to be restored to an acceptable standard should the Project not be consented or constructed and demonstrate how the costs of undertaking such restoration will be secured, including through bonding;
5. The accommodation requirements of construction workers should be met in a way that minimises impact on the local housing market, including the ability of those on low incomes to access the private rented sector, affordable housing and other housing services (taking account of the published Local Housing Market Assessment), and not result in unacceptable adverse economic (including the tourism sector), social, linguistic or environmental impacts. Proposals should form part of a robust construction workers accommodation strategy that has regard to the Plan's Spatial Strategy and any relevant policies in the Plan, including Policy PS 10;
6. Where proposals are for a temporary period both the site selection and the proposal detail shall be informed by a consideration of legacy uses, so that investment in elements such as infrastructure, buildings, ecological and landscape works brings long term benefits. Where a legacy use is proposed, delivery plans for legacy uses will be required with planning applications to demonstrate how legacy use has informed the approach to the design and layout of the related development sites, as well to contribute to the framing of a S106 and/or other agreements and CIL payments (if applicable);

7. Proposals for campus style temporary workers accommodation, logistics centres and park and ride facilities will also be assessed against the criteria set out in Policies PS 10 - 12;
8. The scheme layout and design and the scale of open spaces, landscaping, planting (including hedging and tree belts), waterways and similar features proposed should avoid, minimize, mitigate or compensate for visual, landscape and ecological impacts on the local and wider area, as well as on cultural and historic aspects of the landscape, both in the short and longer term. Proposals will be expected to be commensurate with the scale of the development, and the extent of its impact;
9. Early engagement by the promoter with the Council in respect of the promoter's procurement, employment, education, training and recruitment strategies, with an objective to maximise employment, business and training opportunities for the local communities both in the short and longer term is required. The promoter's procurement, employment, education, training and recruitment strategies and delivery plans will require to be submitted to the Council as part of any planning application so far as it is relevant to the application;
10. Community infrastructure facilities will be provided for construction workers, for example, park and ride or park and share facilities, shops, healthcare and sports and leisure facilities. Where feasible, provision of these community infrastructure facilities on sites other than the Wylfa Newydd Development Area should be sited and designed so that it can be made available for community use during the construction phase and ultimately, where appropriate, serve a community legacy use. Where there would be additional impacts or demands on existing community facilities the Council will seek either appropriate contributions for off-site facilities or upgrading existing facilities. Legacy use of any additional facilities provided should be considered where that is appropriate;
11. Proposals should include appropriate measures for promoting social cohesion and community safety;
12. All proposals shall be appropriately serviced by transport infrastructure including public transport and shall not have adverse impacts on local communities and tourism and this shall be demonstrated in a transport assessment. Where there is insufficient transport linkage or the road network does not have sufficient capacity to accommodate the level of traffic which will result from any development or an adverse impact is predicted, appropriate improvements to the transport network and the provision of sustainable transport options shall be provided to mitigate the impacts;
13. The burden and disturbance borne by the community in hosting a major national or regional nuclear related infrastructure project should be recognised; and appropriate packages of community benefits provided by the developer will be sought to offset and compensate the community for the burden and disturbance imposed by hosting the project;
14. Any proposal on the Wylfa Newydd site (outside a DCO) to treat, store or dispose of Very Low level, Low Level or Intermediate Level Radioactive Waste or to treat or to store spent fuel arising from the existing nuclear power station or any future nuclear development within or outside the Plan area, in an existing or proposed facility on or off the nuclear site would need to
  - i. demonstrate that the environmental, social and economic benefits outweigh any negative impacts.
15. If a future or legacy use for any temporary development is not feasible the Council shall require that temporary buildings are removed; and



- i. that the serviced land is left in a suitable condition following the removal of the structures in accordance with a scheme of work submitted and approved by the Local Planning Authority; or
    - ii. all waste disposal facilities, roads, parking areas and drainage facilities are permanently removed from the site and the land is reverted to its original state in accordance with a scheme of work submitted to and approved by the Local Planning Authority.
  16. It is possible that as the project develops, due to unforeseen consequences resulting from the construction and operation of the Wylfa Newydd Project, the Councils may require additional information from, or works to be carried out by the developer in order to offset any additional impacts or burdens borne by the community affected. The developer should build in review mechanisms in order to monitor the full range of impacts, to review the adequacy of mitigation or compensation measures and to make adjustments as necessary.
- 6.3.25 Related development covered by Policies PS 10 – PS12 not be required to comply with Policies TAI 1, TAI 2, TAI 3, TAI 4, TAI 5, TAI 10, TAI 14 and TAI 15; PS 15 and PS 17; ISA 2 and ISA 5; and TWR 2 within the Plan.

**STRATEGIC POLICY PS 10 - WYLFA NEWYDD – CAMPUS STYLE TEMPORARY ACCOMMODATION FOR CONSTRUCTION WORKERS**

In their role as determining authorities for campus style temporary accommodation for construction workers for Wylfa Newydd, the Councils will require compliance, where appropriate, with the criteria set out in Policy PS 9 and with this Policy.

In responding to proposals forming part of a Development Consent Order application to the Secretary of State the Councils will take the same considerations into account in the preparation of a Local Impact Report.

1. the developer can firstly demonstrate that the proposal satisfies a demonstrable need for temporary accommodation for construction workers that cannot be met through either existing residential accommodation, or the re-use of existing buildings, or the provision of new permanent buildings capable of being adapted for permanent use following their use by construction workers; and
2. the proposal is located on the Wylfa Newydd Project site or a site located adjacent to or well related to the development boundary of Holyhead, Amlwch, Llangefni, Gaerwen or Valley and is close to the main highway network where adequate access can be provided without significantly harming landscape characteristics and features, and also takes account of policy preference for use of previously developed land; and
3. the proposal must include appropriate mechanisms to mitigate any adverse impacts of the proposed development on the Welsh language and culture or a contribution is made towards mitigating those impacts in accordance with Policy PS 1 and Policy ISA 1; and
4. Where there is insufficient capacity within existing off-site leisure, recreational, retail and healthcare facilities to meet the needs of occupiers of the site or such facilities are not available within an acceptable distance which facilitates pedestrian or cycle access to them, the proposal must include appropriate mechanisms to mitigate negative impacts which may include onsite provision of ancillary facilities for the use of the occupiers; and
5. operators will be required to maintain occupancy information to facilitate the monitoring of the impacts of the development, including the number of construction workers accommodated, the duration of occupancy and keep a record of anonymised data of

workers (having regard to the requirements of data protection legislation) and make this information immediately available, on request, to the Council.

#### **STRATEGIC POLICY PS11 - WYLFA NEWYDD – LOGISTICS CENTRES**

In their role as determining authorities for logistics centres for Wylfa Newydd, the Councils will require compliance, where appropriate, with the criteria set out in Policy PS 9 and with this Policy.

In responding to proposals forming part of a Development Consent application to the Secretary of State the Councils will take the same considerations into account in the preparation of a Local Impact Report.

1. The site is located:
  - i. on a safeguarded or allocated employment site; or
  - ii. within development boundaries of Centres identified within the Plan's Settlement Hierarchy; or
  - iii. In other locations adjacent to development boundaries of Centres that are located along or close to the A5/A55 where the applicant has demonstrated that sites identified in criteria 1 i and ii have been first considered and discounted based on landscape and environmental considerations and that the impacts of development in the countryside can be acceptably minimised and mitigated;
2. Proposals include sustainable transport proposals for staff including links to public transport, as appropriate;
3. The siting of buildings and activities, means of access and egress and appropriate mechanisms are used to mitigate negative impacts of the proposed development on the amenity of local communities.

#### **STRATEGIC POLICY PS12 - WYLFA NEWYDD - PARK AND RIDE AND PARK AND SHARE FACILITIES.**

In their role as determining authorities for park and ride and park and share facilities for Wylfa Newydd, the Councils will require compliance, where appropriate, with the criteria set out in Policy PS 9 and with this Policy.

In responding to proposals forming part of a Development Consent application to the Secretary of State the Councils will take the same considerations into account in the preparation of a Local Impact Report.

1. In order to minimise the need for construction workers and workers that service the facility to travel by private car, the site is located:
  - i. within or adjacent to development boundaries of Centres located along or close to the A5/ A55; or
  - ii. in other locations along the A5/A55 where the site is part of a comprehensive approach to mitigating the transport effects of the Project, takes account of the Councils' preference to consider sites closer to Centres, has due regard to landscaping and environmental considerations, and where provision for travel to the site by sustainable means, including public transport and cycling, can be provided.
2. Proposals should make provision for new and enhancement of existing pedestrian and cycle paths and improvement to public transport services;

3. The siting of buildings and activities, means of access and egress and appropriate mechanisms are used to mitigate negative impacts of the proposed development on the amenity of local communities.

## PROVIDING OPPORTUNITIES FOR A FLOURISHING ECONOMY

### 6.3.26 Context

- Economic development is an important pillar of sustainable development.
- National policy requires an approach that facilitates and promotes development of employment land by making sure that there is a suitable amount and quality available which will enable economic development.
- The aim of the Single Integrated Strategy is to promote economic, social and environmental wellbeing in Anglesey and Gwynedd.
- The Isle of Anglesey County Council and Gwynedd Council through their Corporate or Strategic Plan, taking into account the difficult economic times, aim in the long term to transform the Plan area into an enterprising and vibrant area economically and socially. This will mean that people of all ages are able to grasp new opportunities and choosing to stay in the area to live and work, thus sustaining rural and urban communities, which will in turn help to promote and support the use of the Welsh language.
- It is necessary to give appropriate consideration to the environmental impact of the development against socio-economic benefits which would be gained from the development.
- The Anglesey Energy Island Programme sets a framework to capitalise on the planned investment and growth potential of the low carbon energy sector. It is envisaged that it will become a major economic driver for Anglesey, North Wales and Wales.
- The Welsh Government has designated the whole Island as an Enterprise Zone to focus on the energy sector with 9 specific sites identified. It is hoped that designating the whole Island as an Enterprise Zone will be a means of ensuring that the vision of the Energy Island Programme is realised. The Anglesey Enterprise Zone area has numerous large investment projects in the pipeline, which present opportunities for current local companies and to those wishing to locate in Anglesey as part of the supply chain.
- The site of the former nuclear power station in Trawsfynydd and Llanbedr Airfield in Gwynedd (which lie outside the Plan area), have been identified as key sites within the Snowdonia Enterprise Zone designation. The vision for the former nuclear power plant in Trawsfynydd is ITC and digital, enterprises, generating innovative low carbon energy and technology companies, whereas the vision for the Llanbedr Airfield Site relates to the Unmanned Air System (UAS) industry .

### Introduction

6.3.27 An objective of the Plan is to facilitate both Councils' strategies to grow and diversify the Plan area's economy.

6.3.28 If a decision is made on a national level to develop Wylfa Newydd, significant employment opportunities will be created during the construction period. There are also a number of proposed infrastructure projects which will offer significant employment opportunities. The Isle of Anglesey County Council launched the Energy Island Programme, which is a collaborative project between a number of stakeholders in the public and private sectors (including the UK Government and the

Welsh Government) to place Anglesey at the forefront in terms of energy research and development, generating and servicing and which will be a means of influencing national significant infrastructure projects due to be located within the Plan area or on its periphery. This includes developing local residents' skills so that they can take advantage of the jobs available as a result of these NSIPs, which in turn is likely to be attractive to new businesses to locate in the area, offering high quality jobs. It aims to particularly capitalise on the £8billion investment in a new nuclear facility at Wylfa, providing a focus for both public and private sector partners' investment plans, while transforming and diversifying the area's economy. With the aim of developing and encouraging the necessary skills to work in the employment sector investment has been made in the Grwp Llandrillo Menai campus in Llangefni, with further prospective investment likely. Another aim of the Energy Island Programme is to attempt to overcome infrastructure constraints, as a means of attempting to attract internal investment to the area and encouraging future economic growth. Further, there is an intention by Bangor University with the backing of Welsh Government to develop a Science Park. The chosen site for the development is one of the Enterprise Zone sites in Gaerwen. The Science Park will generate employment opportunities in the energy sector and environmental service.

- 6.3.29 Similarly Gwynedd Council with its partners seek to focus on sectors and activities in which the area has competitive advantages, which will yield the greatest economic benefits and which will offer the greatest diversification potential. This will involve combining strengths in the area's research institutions, its people (and their skills) and the area's abundant natural resources. Specific sectors that provide an opportunity for the area include:

Construction; Environmental – Green sector products and services; Agriculture – produce and food products; Creative Industries – Media and Arts; Care; High Technology and Digital Sectors; Services and Commerce e.g. Retail; Nuclear Energy – Generation, Services and Engineering; Tourism; Alternative Renewable Energy – Generation, Services and Engineering

- 6.3.30 Gwynedd Council's key aim is to seek to ensure a geographical spread of employment opportunities. The rural economy has an important role in the area in terms of the agricultural sector, tourism and small rural businesses.
- 6.3.31 The 2011 Employment Land Review revealed an excess of existing employment land that is unlikely to meet the requirements of modern business and sites were therefore discounted at the end of the first stage of the Review. The Review then estimates that 6ha per annum of business or industrial park type land is required over the Plan period within each local Planning Authority area, based on a combination of indicators of future requirement for different sectors of employment, and allowing for flexibility and choice within the market, in addition to achieving the future aspirations of the Anglesey Energy Island Programme and the Councils' priorities. The Review establishes a hierarchy of existing and new employment sites that could meet the needs of modern business, have prospects of being developed during the Plan period and should be retained, as far as is possible, from redevelopment for other uses. Additional provision for employment uses is required (B1, B2 or B8) in or near to Llangefni, Gaerwen and Y Ffor. The Review identified a need for a new site in or around the Urban Service Centres of Pwllheli and Porthmadog in order to redress the current imbalance in the geographical spread of employment land within Gwynedd. Environmental constraints in these Centres requires the Plan to allocate a site at Y Ffor. The Review also advised that some reserve sites are also required to ensure the necessary supply of land relating to NSIPs on Anglesey.

6.3.32 Since the Employment Land review was undertaken in 2011/12, North Wales Councils and the Snowdonia National Park Planning Authority have collaborated to undertake ‘North Wales Regional Employment Land Strategy’. The Strategy identifies a portfolio of strategic employment sites and tries to determine how these will satisfy the demand during the Regional Strategy’s lifetime. It concludes that there is sufficient employment land available across the area which is evenly distributed with greater emphasis in the North West and Anglesey, reflecting the Enterprise Zone status.

**STRATEGIC POLICY PS 13: PROVIDING OPPORTUNITY FOR A FLOURISHING ECONOMY**

Whilst seeking to protect and enhance the natural and built environment, the Councils will facilitate economic growth in accordance with the spatial strategy of the Plan by:

1. Safeguarding 642.9ha of current land and units for employment and business (B1, B2 , B8 and some sui generis uses)- Purposes (in accordance with Policy CYF 1);
2. Allocate 55.1ha of land for employment and business purposes that would require or benefit from business or industrial park type locations in relation to B1, B2, B8 and some sui generis uses during the Plan period within sites which have been included in the employment land hierarchy and allocated on the proposals map (in accordance with Policy CYF 1);
3. Facilitate appropriate sites which become available on windfall sites which could satisfy any additional needs to those indicated in criterion 1 and in accordance with the principles given in Strategic Policy PS 5 and Strategic Policy PS 6 and the Plan’s Spatial Strategy, in order to ensure that economic opportunities are maximised;
4. Supporting economic prosperity and sustainability of rural communities by facilitating appropriately scaled growth of rural enterprises, extension of existing businesses and diversification by supporting the re-use of existing buildings, the development ‘live work’ units, working from home, and by encouraging the provision of sites and premises in appropriate accessible locations consistent with the Plan’s Spatial Strategy and in line with Strategic Policies PS5 and PS6

**POLICY CYF 1: SAFEGUARDING, ALLOCATING AND RESERVING LAND AND UNITS FOR EMPLOYMENT USE**

Land and units on existing employment sites listed below are safeguarded for employment/ business enterprises and are shown on the Proposals Map. Proposals for waste management facilities on the sites identified in Policy GWA 1 will be supported.

**Gwynedd - Primary sites**

Spatial Strategy	Site	Map ref	Total Area (ha)	Use	Enterprise Zone Site	Regional Plan Status
Sub-regional Centre	Parc Bryn Cegin, Bangor	C1	36	B1, B2, B8	Not applicable	Strategic Regional Site
	Llandygai Industrial Estate, Bangor	C2	27.6	B1, B2, B8	Not applicable	Not applicable

Spatial Strategy	Site	Map ref	Total Area (ha)	Use	Enterprise Zone Site	Regional Plan Status
	Parc Britannia, Bangor	C3	7.9	B1	Not applicable	Not applicable
	Parc Menai, Bangor	C4	32.9	B1	Not applicable	Strategic Sub-regional Site (Secondary)
Urban Service Centre	Cibyn Industrial Estate, Caernarfon	C5	37.7	B1, B2, B8	Not applicable	Strategic Sub-regional Site (Main)
	Business Park, Penrhyndeudraeth	C6	11.5	B1	Not applicable	Not applicable
	Business Park, Porthmadog	C7	13.5	B1, B2	Not applicable	Not applicable
Local Service Centre	Pendre Industrial Estate, Tywyn	C8	7.9	B1, B2	Not applicable	Not applicable

**Anglesey - Primary Sites**

Spatial Strategy	Site	Map ref	Total Area (ha)	Use	Enterprise Zone Site	Regional Plan Status
Urban Service Centre	Parc Cybi, Holyhead	C9	109.2	B1, B2, B8	Yes	Strategic Regional Site (Main)
	Penrhos Industrial Estate, Holyhead	C10	5.8	B2, B8	Yes	Strategic Sub-regional Site (Secondary)
	Bryn Cefni Industrial Estate, Llangefni	C11	59.5	B1, B2, B8	Yes	Not applicable

**Gwynedd - Secondary Sites**

Spatial Strategy	Site	Map ref	Total Area (ha)	Use	Enterprise Zone Site	Regional Plan Status
Sub-regional	Hirael Bay, Bangor	C12	9.1	B1	Not applicable	Not applicable

Spatial Strategy	Site	Map ref	Total Area (ha)	Use	Enterprise Zone Site	Regional Plan Status
<b>Centre</b>	Peblig, Caernarfon	C13	6.7	B2	Not applicable	Not applicable
	Former Site of Friction Dynamex, Caernarfon	C14	7.4	B2, B8	Not applicable	Not applicable
	Tanygrisiau Site, Blaenau Ffestiniog	C15	7.4	B1, B2, B8	Not applicable	Not applicable
<b>Local Service Centre</b>	Felin Fawr, Bethesda	C16	1.5	B2	Not applicable	Not applicable
	Glyn Rhonwy, Llanberis	C17	29.8	B1, B2, B8	Not applicable	Not applicable
	Penygroes Industrial Estate	C18	10	B1, B2, B8	Not applicable	Not applicable
	Nefyn Industrial Estate	C19	3.5	B1, B2, B8	Not applicable	Not applicable
	Former Site of Ysbyty Bron y Garth, Penrhyndeudraeth	C20	1.6	B1	Not applicable	Not applicable
	Griffin Industrial Estate, Penrhyndeudraeth	C21	4	B1, B2, B8	Not applicable	Not applicable
<b>Service Villages</b>	Y Ffôr Industrial Estate	C22	2.8	B2	Not applicable	Not applicable
<b>Local Villages</b>	Agricultural Park, Llanystumdwy	C23	6.6	B1, B2, B8	Not applicable	Not applicable
<b>Open Countryside</b>	Wynnstay Farmers site, Rhosfawr	C24	4.9	B2	Not applicable	Not applicable

**Anglesey – Secondary Sites**

Spatial Strategy	Site	Map reference	Total Area (ha)	Use	Enterprise Zone Site	Regional Plan Status
<b>Urban Service Centre</b>	Former Shell land, Amlwch	C25	19.3	B2, B8	No	Not applicable
	Llwyn Onn	C26	15	B1, B2,	No	Not applicable

Spatial Strategy	Site	Map reference	Total Area (ha)	Use	Enterprise Zone Site	Regional Plan Status
	Industrial Estate, Amlwch			B8		
	Anglesey Aluminium land, Holyhead	C27	90.5	B1, B2, B8	Yes	Strategic Regional Site (Main)
	Former site of Eaton Electrical, Holyhead	C28	2	B1, B2	No	Not applicable
	Kingsland site, Holyhead	C29	0.8	B1, B2, B8	No	Not applicable
<b>Local Service Centre</b>	Gaerwen Industrial Estate, Gaerwen	C30	39.5	B1, B2, B8	Yes	Strategic Regional Site (Main)
<b>Open Country</b>	Land near Mona Airfield, Mona	C31	20.5	B2, B8	No	Not applicable

Land is allocated as listed below for employment/business enterprises and shown on the Proposals Map. Proposals for non B-class employment uses, other than minor ancillary uses will not be permitted.

**Gwynedd Allocated Sites**

	Site	Map ref	Total Area (ha)	Use	Enterprise Zone Site	Regional Plan Status
<b>Service Village</b>	Adjacent to the petrol station, Y Ffor	C36	1.7	B1, B2, B8	Not applicable	Not applicable

**Anglesey Allocated sites**

	Site	Map ref	Total Area (ha)	Use	Enterprise Zone Site	Regional Plan Status
<b>Urban Service Centre</b>	Land to the north of Lledwigan farm, Llangefni	C32	20.6	B1, B2, B8	Yes	Strategic Regional Site (Main)
	Land in the Creamery, Llangefni	C33	4.9	B1, B2, B8	Yes	Strategic Regional Site (Main)



	Site	Map ref	Total Area (ha)	Use	Enterprise Zone Site	Regional Plan Status
Local Service Centre	Gaerwen Industrial Estate, Gaerwen	C34	20.3	B1, B2, B8	Yes	Strategic Regional Site (Main)
	Menai Science Park, Gaerwen	C35	7.6	B1 <sup>1</sup>	Yes	Strategic Regional Site (Main)

The following sites are identified as 'reserve employment sites' not for local market demand for general industrial or business uses, but rather to accommodate business and employment uses that would initially cater specifically for the needs of Wylfa Newydd or other 'Energy Island'/ 'Enterprise Island' development. Proposals for B1, B2 or B8 uses on these sites would need to demonstrate that there was no suitable safeguarded or allocated employment site or the supply is insufficient to meet the need.

Site	Map reference	Area (Total)	Use	Enterprise Zone Site
Holyhead Port, Holyhead	C(wg) 37	41.9 <sup>2</sup>	B1, B2, B8	Yes
Extension to Gaerwen Industrial Estate, Gaerwen	C(wg) 38	20	B1, B2, B8	No
Former site of Shell, Rhosgoch	C(wg) 39	82.2	B1, B2, B8	Yes

**Explanation:**

6.3.33 An Employment Land Review was carried out to assess current employment sites located within the local authorities. The ELR assessed which sites are most likely to meet the current and anticipated requirements for employment land. The approach taken is in keeping with the sustainable objectives of the Plan. The methodology used to assess to carry out the Employment Land Review corresponds with the methodology as outlined in TAN23: Economic Development (2014). This approach ensures that there is a balanced provision of employment land which is likely to meet the employment needs and opportunities that are facilitated by both Councils' Strategies, including the Anglesey Energy Island Programme/ Enterprise Island, and the Enterprise Zone Snowdonia, the Plan safeguards existing employment land in accordance with the hierarchy referred to above in Policy CYF1. Existing

<sup>1</sup> Land at Menai Science Park, Gaerwen is allocated solely for the development of a Science Park. Any development on the site must be B1 Use or a use which is supplementary or connected to the B1 use. Only uses which conform with the definition of a 'Science Park' will be approved on the site.

<sup>2</sup> Parts of the site are currently occupied with mixed use developments.

employment sites safeguarded in the Plan are those sites already in use for B1, B2 and B8 uses. It is recognized that these sites have an important role in maintaining and securing future employment opportunities, and therefore the intention is to protect them for those purposes. The different strata within the hierarchy are defined as follows:

<b>Primary Sites</b>	Sites that are likely to be more attractive to the market and are likely to be developed in the short term. These sites are located within or near Centres and Service Village which have a range of community services, facilities as well as sustainable transport links.
<b>Secondary Sites</b>	Sites that are not in the most attractive location as regards access and market presence in comparison to the primary sites. However, they offer important opportunities which address local demand as well as the potential demand arising from Anglesey Energy Island Programme/ Enterprise Island. These sites are mainly located within or near Centres, Service Village and Villages, which have a range of community services, facilities as well as sustainable transport links.
<b>Reserve Sites</b>	Sites that have the potential to meet the demand resulting from Wylfa Newydd as well as the rest of the Anglesey Energy Island Programme/ Enterprise Island
<b>Strategic Regional Site</b>	Sites of regional importance with a critical role in achieving regional and contributing to national economic development objectives, supporting key sector development.
<b>Strategic Sub-regional Site</b>	Sites with a more general and localised focus for economic development than regional strategic sites with a focus on attracting employers that draw a workforce from wider than the local area.

6.3.34 Historically, the rate of take up of employment land within the Plan area has been 4ha per annum. However, the Councils consider that it is critical for the Plan to provide an employment land supply that provides a quantum and a range of employment sites to ensure that the Plan area meets the economic growth aspirations linked to Energy Island/ Enterprise Island over and above the local market demand. The new allocated employment sites equate to 55.1ha and are well positioned in relation to the Plan area's road and transport infrastructure. If the supply of safeguarded and allocated sites is insufficient or inappropriate to meet the demand, 3 reserve sites are identified in Policy CYF 1 to ensure that the under-supply can be effectively addressed.

**POLICY CYF 2: ADWY'R HAFAN PWLLHELI**

**Proposals for the change of use of land or conversion of existing units Adwy'r Hafan (C40) to a higher vulnerability classification, as set out in TAN 15, will not be permitted. Redevelopment of existing plots will only be supported if the following criteria can be met:**

1. the proposal does not involve additional buildings;
2. the proposal does not involve extensions of more than 250m<sup>2</sup> to existing buildings;
3. the proposal does not involve sub-division of existing buildings for use by 2 or more businesses;
4. flood resistant and/ or resilient measures to mitigate potential flood risks are included in the design of replacement buildings.

Any proposal for a replacement building will need to be accompanied by a site specific Flood Consequences Assessment which will need to consider options for betterment / flood resilience.

Planning conditions will be applied or a planning obligation will be secured where there is a need to: limit the planned life of a development or ensure seasonal use; remove a time-limited development on cessation of use; review relevant planning permissions.

**Explanation:**

- 6.3.35 Adwy'r Hafan is a well established employment site (10.5ha) in Pwllheli, providing an important supply of units for local businesses. Safeguarding of existing employment areas will encourage market activity to maintain a supply of employment floorspace. However, this Industrial Estate is vulnerable to flooding, being located within a C2 Flood risk area. Flood modelling indicates that, over its lifetime, the site would be at risk of flooding from overtopping the harbour wall to the west and the site would be at risk of flooding from the east should the sand dunes be breached. The West Wales Shoreline Management Plan 2 policy for epochs that cover the Plan period provide a hold the line policy approach for the relevant policy area that covers Pwllheli. The Council's main aim through its approach to flood risk is to ensure the safety of its existing and future residents and businesses. Adwy'r Hafan is a brownfield site. The site's continued use would contribute to sustaining an existing key settlement and would contribute to key employment objectives supported by the Council. On balance, the Councils consider that the Plan should facilitate 'like for like' development at Adwy'r Hafan in the short term, but, that its continued use during the Plan period should be strictly controlled and that options to identify alternatives for an alternative site should be investigated. This policy serves as the best interim solution to maintain a supply of units in Pwllheli at least until further options, including funding, can be explored in detail. Applicants will be encouraged to take advantage of the pre-application service provided by the Council and should also discuss proposals with Natural Resources Wales.

**POLICY CYF 3: ANCILLARY USES ON EMPLOYMENT SITES**

The sites named in Policy CYF 1 and as identified on the Proposals Map are protected for employment/business uses in accordance with what is stated in Policy CYF 1. In exceptional circumstances it would be possible to consider applications for ancillary uses (i.e. not the use that is promoted in Policy CYF 1), provided that:

1. There is overwhelming justification for the facility;
2. The scale of development is primarily in keeping with the needs of the workforce on the employment site;
3. That the proposed development would not in itself or cumulatively undermine the function of the employment site;
4. That the development would not lead to an under provision of B1, B2 or B8 employment land.

**Explanation:**

- 6.3.36 This Policy is specifically concerned with the uses considered to be ancillary to an employment site such as a cafe or children's nursery which would be beneficial to have on the employment site in terms of making it more sustainable by reducing the need to travel and attracting people to work in the employment sites.
- 6.3.37 It will be essential to ensure that the development is appropriate in terms of nature and scale to primarily meet the needs of the workforce at the employment site in question, and that it would not rely on customers from outside the employment site.

**POLICY CYF 4: NEW LARGE SINGLE USER INDUSTRIAL OR BUSINESS ENTERPRISE ON SITES NOT SAFEGUARDED OR ALLOCATED FOR EMPLOYMENT PURPOSES**

**Proposals for large single user industrial or business enterprises (use class B1, B2 and B8) which cannot be accommodated on safeguarded or allocated sites within the Plan area will be granted provided they conform to all of the following criteria:**

- 1. The proposed site is located within or adjoining the development boundary of the Sub-Regional Centre, Urban or Local Centre;**
- 2. That compelling evidence is presented to justify the need for the development taking into account the national tests set out in Planning Policy Wales and Technical Advice Note (TAN) 23;**
- 3. Where appropriate, an existing building or a previously developed site is used in order to meet the need;**
- 4. That the scale, type and design of the development is appropriate for the site and the locality or is compatible with existing uses on the site.**

**Explanation:**

- 6.3.38 It is considered that the Plan provides for a sufficient range - in terms of volume, mix, quality and distribution of existing industrial / businesses within the Plan area to meet demand. However, there may be cases where in the plan's period a large employer is unable to find a suitable site on existing or allocated sites. In these cases any applications for industrial or business use, which would be a departure from the Plan, can be considered taking into account the normal planning criteria, as set out, for example in Policy PS1 Welsh Language and Culture; Policy ISA1 Infrastructure Provision, Policy PS5 Sustainable development, and if there is a need for the development.
- 6.3.39 The aim of this policy is to support new large scale initiatives as long as they are located in an appropriate location and are sustainable and that they are well related to settlements. In considering such initiatives, it is essential to follow the sequential test and guidance process contained in Planning Policy Wales along with Technical Advice Note (TAN) 23: 'Economic Development' which identifies the need to ensure there is no other more suitable location option which would be able to meet the need, assurance as to the number of direct jobs that would be created by the initiative, and whether it would make any special contribution to policy objectives. Only in exceptional circumstances would new initiatives be permitted on non-safeguarded or allocated sites, and it will be necessary to receive a complete justification of the proposal and the locational need. It is essential that appropriate evidence is presented which proves there is no

alternative option of being able to use a site that has been safeguarded or allocated for employment use, or that there are no previously developed sites that could be suitable to meet demand.

- 6.3.40 The Council would need to be convinced that the enterprise concerned is financially viable and that there are local employment benefits arising from it. One way of proving this would be to present a professional Business Plan prepared by an independent expert. Applications which would create a significant unacceptable impact on the language and character and amenities of the local area will not be supported.

**POLICY CYF 5: ALTERNATIVE USES OF EXISTING EMPLOYMENT SITES**

**Proposals to release land on existing employment sites safeguarded for Use Classes B1, B2 or B8 in accordance with Policy CYF1 for alternative uses will be granted only in special circumstances, provided they conform to one or more of the following criteria:**

- 1. If the site is vacant, that it is unlikely to be used in the short and medium term for the original use or the safeguarded use and there isn't a viable business or industrial use for the site, or**
- 2. There is an over provision of employment sites within the vicinity, or**
- 3. The current employment use is having a detrimental effect on amenity and the environment, or**
- 4. The proposal would not have a detrimental effect on employment uses at adjacent sites, or**
- 5. There is no other suitable alternative site for the proposed use, or**
- 6. If the site is used in the short term (on a temporary basis) it should be assured that there are appropriate restoration measures in place to the satisfaction of the Local Planning Authority.**

**Explanation:**

- 6.3.41 The Plan seeks to ensure that there is adequate and appropriate provision of land for employment purposes. It is essential that these sites are retained as far as appropriate as they are located in areas close to where people live in order to reduce the need to travel to work and to support economic growth and the local economy. As such the loss of employment uses can negatively impact on access to local jobs and reduce the area's competitiveness.
- 6.3.42 Nonetheless, over time, there may be cases where some traditional employment sites or premises may become dormant. Furthermore it is recognized that traditional employment uses do not tend to produce land values that compare with uses such as housing or retail.
- 6.3.43 It will be necessary to receive full justification for the change of use of safeguarded sites or premises listed in Policy CYF1 for alternative uses, including information regarding the viability of the existing employment use, any attempt that has been made to market the unit/land for employment, impact of reduction of job opportunities for the local community, and information regarding the provision of employment sites which meet local demand.
- 6.3.44 When considering the release of existing employment sites it will be essential to ensure that the integrity of the employment site is not compromised specifically because it meets the needs of local employment. Furthermore it would be necessary to ensure that any potential use is not in conflict with the employment use remaining on the site.

- 6.3.45 In the circumstance where an employment site is released as an alternative site on a temporary basis, the planning application must be supported with evidence to demonstrate to the satisfaction of the Local Planning Authority that the site can be restored to its original state, unless the temporary development provides infrastructure that can be utilised in the future.
- 6.3.46 Further guidance relating to the change of use of employment site for an alternative use will be provided within Supplementary Planning Guidance Change of use of community facilities and services, employment sites, retail units.

**POLICY CYF 6: REUSE AND CONVERSION OF RURAL BUILDINGS, USE OF RESIDENTIAL PROPERTIES OR NEW BUILD UNITS FOR BUSINESS/ INDUSTRIAL USE**

**Proposals to convert rural buildings for business use or modification of residential units to allow working from home or new business or industrial units will be granted provided they conform to the following criteria:**

1. The scale and nature of the development is acceptable given its location and size of the building in question;
2. That the development would not lead to an use that conflicts with nearby uses or has an impact on the viability of similar uses nearby;
3. Where proposals involve the use of an existing building:
  - i. The building is structurally sound;
  - ii. The scale of any extension is necessary and of reasonable size;
  - iii. The building is suitable for the specific use.

**Explanation:**

- 6.3.47 With advances in technology and broadband connections within rural communities, there are more opportunities for people to work from home, to convert rural buildings to be used for businesses or build new units. The aim of this policy is to encourage rural communities to become more sustainable and to promote close links between living and working locations.
- 6.3.48 It is considered that the provision of rural workshops and small scale industrial units serve to support the sustainability and self-sufficiency of rural areas. This Policy encourages small scale developments that make appropriate use of existing buildings that are suitable for a business or industrial use as well as appropriately scaled new buildings. Supplementary Planning Guidance will be prepared to provide advice on the matter.

**POLICY CYF 7: REGENERATION SITES**

**In order to promote economic growth as well as contributing towards social and environmental sustainability proposals for urban renewal schemes that accord with any master plan/ strategy adopted or supported by the Councils will be granted provided they conform to the following criteria:**

1. Include provision of appropriate infrastructure;
2. Support any local, regional and national economic regeneration plans;

3. **Ensure that jobs, services and housing are located close to each other, to reduce the need to travel;**
4. **Encourage the reuse of previously developed land, vacant buildings or land that is underutilized;**
5. **Create opportunities for physical regeneration and employment opportunities in deprived areas.**

**Explanation:**

- 6.3.49 Redeveloping redundant sites for mixed use is an effective way of ensuring urban renewal, including an appropriate mix of housing (including affordable housing), employment, retail, education, leisure and amenity uses. It offers the opportunity to use land/buildings that are not being used to their full potential. This policy specifically relates to sites that are located within town centres and that are part of the urban regeneration vision of the Councils.
- 6.3.50 Further guidance is given regarding the expected mix of uses in regeneration sites within the relevant adopted master plans/strategies.

**POLICY CYF 8: HOLYHEAD REGENERATION AREA**

**Within the Holyhead Regeneration Area development proposals which will aid transformational change by encouraging Holyhead to become a more attractive location to live, work, visit and enjoy will be supported as long as they are well planned and have a realistic prospect of being implemented. The aim of any future development should be to:**

1. **Support Holyhead's role as a tourism centre and as a gateway to Wales and the rest of the United Kingdom;**
2. **Improve connections within the town and with the Port in line with Strategic Policy PS4;**
3. **Support opportunities to live, work, shop and spend time participating in leisure and cultural activities within the town;**
4. **Contribute towards improving the town's physical environment in line with Policy PCYFF2;**
5. **Improve and protect the town's rich heritage in line with Policy PCYFF2.**

**Explanation:**

- 6.3.51 A number of the town's features are part of Holyhead's identity; they are features to be proud of such as the town's rich history, notable links with the sea and port as well as good railway links. Whilst Holyhead has several locational advantages such as its role as an international port and the most populated town in Anglesey, traditional staple industrial sectors have declined, and there have been various constraints to new job-creating development. Already higher than average levels of unemployment, poverty and deprivation have been compounded in recent years by the loss of major industrial employers in the town and vicinity. Significant new employment is needed to replace the jobs lost and sustainably reduce the level of poverty and related problems in the town.
- 6.3.52 Most of the wards in Holyhead (before the restructuring of wards in 2013) are included in the Welsh Government's Communities First anti-poverty programme which targets the most deprived wards in Wales. Holyhead has also been identified as a priority in the Welsh Government's area regeneration programmes (e.g. Vibrant and Viable Places 2014-17), and several areas of the town have been designated as Enterprise Zones. Further information regarding regeneration aspirations for

Holyhead can be viewed in the Holyhead 2020: Realising Sustainable Community Benefit, Strategic Outline Programme (2013) as well as the Holyhead Town Centre Study: Vision and Regeneration Masterplan Report (2014). The aim of this policy is therefore to help realise the objective of regenerating Holyhead. In line with Policy PCYFF 1 development proposals will need to conform to all other relevant policies in the Plan.

- 6.3.53 Holyhead has also successfully received Townscape Initiative Heritage status which aims to increase the economic activity within the town's commercial core whilst using the historic environment as a positive resource to safeguard and create employment opportunities whilst improving the quality of life for the local community. Gaining this status means that grant assistance is available to support the repair, architectural reinstatement and reuse of historic buildings.

## THE VISITOR ECONOMY

### 6.3.54 Context

- Tourism has always been important in the Plan area. It already supports many jobs and businesses in the area
- Holiday tourism 'Staycation' has increased as some people have opted to holiday at home.
- The Welsh Government's strategy for tourism (2013 – 2020): Partnership for Growth, focuses on the need for: promotion, product development, people, profitable performance and place building.
- The North Wales Regional Tourism Strategy (2010 – 2015) undertaken by Tourism Partnership North Wales emphasizes the need to promote distinctive strengths, to invest in product excellence, to provide an outstanding experience for visitors and to work together in partnership with local stakeholders.
- Both Councils' Strategic/Corporate Plans also identify tourism as a key priority
- Both Councils have an adopted Destination Management Plan which is an important strategic document outlining the destinations vision for the future of the tourism sector.

### Introduction

- 6.3.55 Tourism provides an important source of income to several towns and rural communities in the form of visitor spending on accommodation, food, drink, leisure activities and shopping, and also to local business supply chains and wholesalers. Tourism brings over £238 million into Anglesey's local economy and over £851 million into Gwynedd (including Snowdonia National Park) each year and supports over 4,000 and 15,819 local jobs, respectively.
- 6.3.56 The Plan area's greatest tourism assets lie with its natural and historic environment. However, as well as being the Plan area's most valuable tourism assets, the unspoilt countryside and coastline, and historic features are also the area's most sensitive resources. Much of the Plan area is protected by international, national, regional and local designations. Parts of the Plan area also form the setting of the Snowdonia National Park.
- 6.3.57 The Isle of Anglesey Council and Gwynedd Council have adopted their Destination Management Plans. The Destination Management Plans set out the aim, objectives and vision for the Authority's area, drawing on the existing regional tourism strategy. Under each objective, key projects are



identified for the Delivery Plan. The Delivery Plan then provides more detail on each of the identified projects.

- 6.3.58 Therefore development proposals should also align with and be informed by the DMPs and other local and national policy documents and strategies.

#### **STRATEGIC POLICY PS 14: THE VISITOR ECONOMY**

**Whilst ensuring compatibility with the local economy and communities and ensuring the protection of the natural, built and historic environment the Councils will support the development of a year-round local tourism industry by:**

- 1. Focusing larger scale, active and sustainable tourism, cultural, the arts and leisure development in the sub-regional centre, urban service centres, and, where appropriate, local service centres;**
- 2. Protecting and enhancing existing serviced accommodation and supporting the provision of new high quality serviced accommodation in the sub-regional, urban and local service centres and villages;**
- 3. Managing and enhancing the provision of high quality un-serviced tourism accommodation in the form of self-catering cottages and apartments, camping, alternative luxury camping, static or touring caravan or chalet parks;**
- 4. Supporting appropriately scaled new tourist provision and initiatives in sustainable locations in the countryside through the reuse of existing buildings, where appropriate, or as part of farm diversification, particularly where these would also benefit local communities and support the local economy and where they are in accordance with sustainable development objectives;**
- 5. Preventing development that would have an unacceptable adverse impact on tourist facilities, including accommodation and areas of visitor interest or their setting, and maximise opportunities to restore previous landscape damage.**

#### **POLICY TWR 1: VISITOR ATTRACTIONS AND FACILITIES**

**Proposals to develop new visitor attractions and facilities or to improve and extend the standard of existing facilities will be encouraged to locate to sites within the development boundary.**

**Where there are no suitable opportunities within the development boundary, only proposals that involve the following will be granted:**

- 1. The re-use of an existing building(s) or a suitable previously used site; or**
- 2. The re-use of an existing building(s) or a site closely related to other existing buildings that forms part of an existing tourist facility; or**
- 3. An activity restricted to a specific location due to its appropriate use of a historical or natural resource or its proximity to the attraction which it relates.**

**All proposals will be required to comply with all the following criteria:**

- i. The scale, type and character of the proposed development is appropriate for its urban/rural setting;**
- ii. The proposed development is of high quality in terms of design, layout and appearance;**

- iii. **The proposed development will support and extend the range of facilities within the Plan area;**
- iv. **The proposal is supported by evidence to demonstrate that there would be local employment opportunities.**

**Where appropriate, the development can be accessed by various modes of transport, especially sustainable modes of transport, such as walking, cycling and public transport.**

**Explanation:**

- 6.3.59 In order to sustain a prosperous tourism industry that provides employment opportunities for local communities, it is essential to extend the variety and standard of visitor attractions and facilities. New attractions and facilities can help in securing employment and generate income. The developments can also increase the range of facilities open to local people.
- 6.3.60 The natural and built environments are key factors in attracting tourists into the Plan area, however new tourism developments can have a negative impact upon the local environment and communities if they are insensitively developed or inappropriately located.
- 6.3.61 This policy aims to encourage the development of high quality sustainable tourism attractions and facilities in the right place. New attractions and facilities should be located, where possible, within development boundaries where visitors can access a range of services by a choice of travel modes.
- 6.3.62 The policy also recognises that in exceptional circumstances some attractions and facilities require an open countryside, non-urban location which could be acceptable where they result in an all year round tourism facility and rural employment gain. This type of development would be, for example, those connected with features of the natural or historic environment or outdoor activity such as visitor or interpretation centres or development associated with outdoor activities. However, development should not be at the expense of the local environment or community interests. Outside of the development boundaries proposals should first look at re-using or extending existing buildings in order to protect the countryside from inappropriate development. However, new build attractions could be permitted in certain areas of the countryside if it can be demonstrated there are no sequentially preferable sites and buildings. All proposals outside existing settlements will need to establish why a rural location is necessary.

**POLICY TWR 2: HOLIDAY ACCOMMODATION**

**Proposals for:**

1. **The development of new permanent serviced or self-serviced holiday accommodation, or**
2. **The conversion of existing buildings into such accommodation, or**
3. **Extending existing holiday accommodation establishments,**

**will be permitted, provided they are of a high quality in terms of design, layout and appearance and that all the following criteria can be met:**

- i. **In the case of new build accommodation, that the development is located within a development boundary, or makes use of a suitable previously developed site;**

- ii. **That the proposed development is appropriate in scale considering the site, location and/or settlement in question;**
- iii. **That the proposal will not result in a loss of permanent housing stock;**
- iv. **That the development is not sited within a primarily residential area or does not significantly harm the residential character of an area;**
- v. **That the development does not lead to an over-concentration of such accommodation within the area.**

**Explanation:**

- 6.3.63 This policy is not relevant to proposals to establish new static holiday and touring caravans, holiday chalets or alternative luxury camping sites. Such proposals will be considered under policies TWR 3 and TWR 5 of this Plan.
- 6.3.64 In terms of serviced accommodation, this policy applies to a variety of different types from large high quality hotels to small bed and breakfast accommodation. Quality hotels and other serviced accommodation can potentially bring significant economic benefits to the Plan area and broaden the range of holiday accommodation available to visitors. It is widely recognized that the Plan area lacks an adequate range of such accommodation. The aim of this policy is to support the principle of expanding the range and improving the quantity and quality of serviced accommodation. In line with Policy PS 11 it is also important that the loss of hotels is resisted.
- 6.3.65 Evidence about occupancy rates suggests that good quality self-serviced accommodation continues to be a popular choice for visitors. Policy PS 11 and Policy TWR 2 recognises that managing the wide range of high quality self-serviced accommodation is essential in providing visitors with choice. The policy therefore aims to support the principle of providing high quality self-serviced holiday accommodation in sustainable locations which presents such a choice.
- 6.3.66 Where planning permission is given for self-serviced accommodation, a condition will be attached to ensure that the building will only be used as holiday accommodation and that it cannot be used for permanent occupation. 'New-build' self-serviced accommodation will not be permitted in the open countryside to protect the area from private holiday homes being built across the Plan Area
- 6.3.67 Historically national planning guidance and local planning policy (particularly within the Gwynedd Local Planning Authority area) has given priority to the conversion of existing buildings in the countryside for economic use. This means that within some areas there is an abundance of buildings that have been converted to self-serviced accommodation. Therefore, there is concern about oversupply of self-serviced accommodation in some parts of the Plan area. This could mean that providers and operators may not receive the anticipated return in income from what may be a significant investment. Clearly it is not the intention of national guidance or the Council for this policy to lead an over-concentration of this type of holiday accommodation within a particular location, which could result in businesses failing. Applicants will be required to submit a detailed business plan, which demonstrates the robustness of the proposed scheme. This would enable the Council to assess whether the scheme has a realistic chance of being viable, is not speculative in nature, and would help to make sure that there is no loophole to allow the redevelopment of existing buildings in the countryside for holiday use, and then allow them to convert to residential use if shown to be unviable in holiday use. Supplementary Planning Guidance will be published to provide more information about the matter.

**POLICY TWR 3: STATIC CARAVAN AND CHALET SITES AND PERMANENT ALTERNATIVE CAMPING ACCOMMODATION**

1. Proposals for the development of new static caravan<sup>3</sup> (i.e. single or twin caravan), holiday chalet<sup>4</sup> sites or permanent alternative camping accommodation will be refused within the Anglesey Coast Area of Outstanding Natural Beauty, Llŷn Area of Outstanding Natural Beauty and the Special Landscape Areas. In other locations proposals for new static caravan or holiday chalet sites and permanent alternative camping accommodation will only be granted where:
  - i. It can be demonstrated that it doesn't lead to a significant intensification in the provision of static caravan or chalet or permanent alternative camping sites in the locality; and
  - ii. That the proposed development is of a high quality in terms of design, layout and appearance, and is sited in an unobtrusive location which is well screened by existing landscape features and/or where the units can be readily assimilated into the landscape in a way which does not significantly harm the visual quality of the landscape; and
  - iii. That the site is close to the main highway network and that adequate access can be provided without significantly harming landscape characteristics and features.
2. In exceptional circumstances, proposals involving the relocation of an existing static or chalet site already located in the Anglesey Coast Area of Outstanding Natural Beauty, Llŷn Area of Outstanding Natural Beauty and the Special Landscape Areas that forms part of the Coastal Change Management Area to another site will only be permitted providing that criteria 1. i – iii are met and the new site is located outside the Coastal Change Management Area.
3. Within the Anglesey Coast Area of Outstanding Natural Beauty, Llŷn Area of Outstanding Natural Beauty and the Special Landscape Areas proposals to improve existing static and chalet sites by:
  - i. minor extensions to the site area, and/or
  - ii. the relocation of units from prominent settings to less prominent locations,

will be permitted providing all of the following criteria can be met:

- iii. the improvements does not increase the number of static caravan or chalet units on the site unless, in exceptional circumstances, proposals involve the relocation of existing static and chalet parks that fall within the Coastal Change Management Area;

---

<sup>3</sup> Defined under the Caravan Sites and Control of Development Act 1960 (as amended by the Caravan Sites Act 1968)

<sup>4</sup> For the purpose of this Plan, a holiday chalet will be defined as any structure or suitable building intended for use as holiday accommodation, which is not defined by the statutory definition of caravan, that is:

- when it is not possible to transport the structure to the site in one piece, and/or
- that the structure/building prior to assembly is composed of more than two parts; and/or
- that the structure is placed on a purpose-built foundation, and /or
- that the structure, once assembled, cannot be removed from the site in one piece

- iv. that the proposed development is part of a scheme to improve the range and quality of tourist accommodation and facilities on the site;
  - v. in the case of a site located within the Coastal Change Management Area, that the proposed development is also part of a scheme to improve the safety of occupiers of occupiers of caravans or chalets;
  - vi. that the proposed development offers significant and permanent improvements to the design, layout and appearance of the site and its setting in the surrounding landscape;
  - vii. is appropriate when considered against other policies in the Plan
4. Outside the Anglesey Coast Area of Outstanding Natural Beauty, Llŷn Area of Outstanding Natural Beauty and the Special Landscape Areas proposals to improve existing static caravan and chalet sites by:
- i. minor extensions to the site area, and/or
  - ii. the relocation of units from prominent settings to less prominent locations, and/or,
  - iii. a minor increase in the number of units on site,

will be permitted providing all of the following criteria can be met:

- iv. That the proposed development is part of a scheme to improve the range and quality of tourist accommodation and facilities on the site;
- v. That the proposed development offers significant and permanent improvements to the design, layout and appearance of the site and its setting in the surrounding landscape;
- vi. In the case of a site located within the Coastal Change Management Area, that the proposed development is part of a scheme to improve the safety of occupiers of occupiers of caravans or chalets;
- vii. That any increase in the number of static holiday caravan or holiday chalet units is minor and is commensurate with the scale of any improvements to the site;
- viii. Is appropriate when considered against other policies in the Plan

**Explanation:**

- 6.3.68 Static caravan and chalet sites are an important source of holiday accommodation within the plan area. However, the proliferation of static caravan and chalet parks, especially along the coastline, has had a detrimental impact on the appearance of the landscape. The high number of existing sites on the coastline means that some parts of the plan area are already well served by this type of accommodation, with the static holiday caravan and holiday chalet sector providing the majority of all visitor accommodation bed spaces within the area. Consequently, there may be no justification for the provision of either new static holiday caravans (single or twin units) or new holiday chalets sites within coastal areas.
- 6.3.69 The Isle of Anglesey, Gwynedd and Snowdonia National Park Landscape Sensitivity and Capacity Study was commissioned to manage development such as static caravan and chalet sites by identifying and protecting sensitive and distinct areas from inappropriate development. The study concluded that in some areas outside the Area of Outstanding Natural Beauty and Special Landscape Areas there may be very limited capacity for static caravan/chalet park developments typically comprising of very infrequent, very small scale, well sited, high quality developments. In all cases development should avoid the undeveloped coastal edge and its immediate setting.

- 6.3.70 The relocation of existing sites within the Coastal Change Management Zone will be permitted where they comply with the criteria in Policy TWR 3, Policy ARNA 1 and all other relevant policies in the Plan. Consideration will be given for a small increase in units if accompanied by a business case/viability assessment justifying the need for the increase to facilitate the relocation of existing sites located within the Coastal Change Management Area.
- 6.3.71 The primary objective for designating Areas of Outstanding Natural Beauty is the conservation and enhancement of their natural beauty therefore they must be afforded the highest status of protection from inappropriate developments. The cumulative impacts of static caravan and chalet developments within the Areas of Outstanding Natural Beauty can be obtrusive in the landscape and damaging to the character of the rural area unless strictly controlled. Special Landscape Areas are non-statutory local designations. Their aim is to ensure that the landscape is not damaged by inappropriate development. The sensitivity and capacity study concluded that within the Area of Outstanding Natural Beauty and Special Landscape Areas (and all areas that contribute to their setting), it is considered that there is typically no capacity for further static caravan/chalet park developments or extensions.
- 6.3.72 Within the Areas of Outstanding Natural Beauty and Special Landscape Areas an extension of a site, but without an increase in caravan or chalet numbers, may be permitted if it can be demonstrated that there would be clear benefits in reducing the impact on the surrounding landscape.
- 6.3.73 Whilst some sites have already seen progressive improvement, many require upgrading and improvement. Many existing sites are located in visually sensitive areas, particularly along the coastline. The aim of this policy is to promote improvements and upgrade the standard of visitor accommodation on existing sites, and to reduce the impact of these sites on the landscape, including views out of the Snowdonia National Park. Proposals to provide retail facilities (foods and non-food), restaurants/cafes and take-away food are dealt with under the retailing policies of this Plan.
- 6.3.74 Outside the Areas of Outstanding Natural Beauty and Special Landscape Areas a minor increase in units on site may be approved providing it can be demonstrated that the proposal offers significant landscape or environmental improvements to the site, reducing its landscape and environmental impact. Minor in relation to extending site area is not defined. Normally, the improved siting and layout of units, together with improved internal circulation, parking areas and landscaping would result in the same number or slightly less units being accommodated. However, it is recognised that there may be instances where such landscaping improvements could result in an increase in the number of units provided that the increase is minor and the increased number of units does not unacceptably harm the appearance of the site. As a general rule an approximate 10% increase in the number of units at the time of the original application, is considered minor. However, each application will be assessed on its merit within this general guide due to the considerable variety in the size, nature and location of sites.
- 6.3.75 For the purposes of this policy permanent alternative camping accommodation are units that because of their degree of physical attachment to the ground and due to the nature of their design cannot be removed from site when not in use. Supplementary Planning Guidance will be published to provide further information on this matter.

**POLICY TWR 4: HOLIDAY OCCUPANCY**

Proposals for new static caravans and chalets or proposals to extend the holiday season of existing static caravan and chalet sites will be granted provided it can be demonstrated that the accommodation is being used exclusively for holiday purposes and does not become the occupant's main or sole place of residence.

In cases involving extending the holiday season of existing static caravan and chalet sites, the following criteria must be satisfied:

1. The accommodation and site is suitable for occupation during the winter months;
2. The extended season would not increase the consequences of an extreme flooding event;
3. The extended season will not have a detrimental effect on the local environment.

**Explanation:**

6.3.76 As standards of the holiday units and facilities on sites improve, and demands within the holiday industry change there is pressure for the holiday occupancy period to be extended. The location of many static caravan and chalet sites occur in areas where the provision of permanent housing would be contrary to national and local planning policies which seek to manage development, for example in order to safeguard the open countryside. Some sites in the plan area may not be suitable for year round occupation because of the quality of their facilities, or due to the close proximity of an important habitat which requires protection at certain times of the year. Placing conditions on these developments can ensure that holiday accommodation is used for its intended purpose and does not become a permanent place of residence.

6.3.77 An up to date register of the names of all owner/occupiers of the units and their main home address in order to ensure that the holiday units do not become the owner/occupier's main place of residence must be kept by all site operators.

**POLICY TWR 5: TOURING CARAVAN, CAMPING AND TEMPORARY ALTERNATIVE CAMPING ACCOMMODATION**

Proposals for new touring caravan, camping or temporary alternative camping sites, extensions to existing sites or additional pitches will be granted provided they conform to the following criteria:

1. That the proposed development is of a high quality in terms of design, layout and appearance, and is sited in an unobtrusive location which is well screened by existing landscape features and/or where the units can be readily assimilated into the landscape in a way which does not significantly harm the visual quality of the landscape;
2. Avoids excessive areas of hard standing;
3. Have limited physical connection to the ground and is capable of being removed off the site out of season;
4. Any ancillary facilities should, if possible, be located within an existing building or as an extension to existing facilities. If no suitable buildings are available, the need for additional facilities needs to be clearly demonstrated and commensurate with the scale of the development.
5. That the site is close to the main highway network and that adequate access can be provided without significantly harming landscape characteristics and features;
6. Occupation is limited to holiday use.
7. That the site is used for touring purposes only and any units are removed from the site during periods when not in use.

**Explanation:**

- 6.3.78 For the purpose of this policy 'touring units' includes touring caravans, tents, trailer tents and motor-caravans.
- 6.3.79 The aim of this policy is to facilitate the establishment of high quality touring and camping sites in appropriate locations and recognises the contribution made by high quality touring and camping sites to the range of holiday accommodation available for visitors.
- 6.3.80 Alternative forms of camping accommodation such pods, yurts, wigwams and tepees, have become more popular in recent years with visitors seeking a different camping experience. Permitting alternative camping proposals will lead to a wider range of tourist offer in the plan area that can benefit the local tourism economy.
- 6.3.81 Although often in use for only part of the year, touring caravan and camping sites are often situated in prominent and open locations and can be very intrusive in the open countryside, particularly on the coast. Particularly heavily pressurised areas exist in many communities located on or near to the coast, including extensive parts of the Areas of Outstanding Natural Beauty. The Council will require strong evidence that proposals for further units of accommodation in such areas will not add to servicing problems or harm the character or natural resources of these areas.
- 6.3.82 Landscape setting, site layout, and screening will therefore be important considerations in assessing proposals. In all cases, the applicant will need to submit a landscaping scheme, as well as an improvement plan for extensions, with the application.
- 6.3.83 When not in use and during the winter months all units should be removed from the site. Touring caravan and camping sites are considered acceptable in land use planning terms as having less impact on the landscape than static caravans sites because, by their very nature, they have transient features which do not impose permanent, year round effects on the local environment.
- 6.3.84 In order to ensure minimum impact upon the landscape with proposals for alternative camping accommodation, all structures should be temporary, be capable of being dismantled and moved and should have limited physical connection to the ground. The use of concrete bases is not considered acceptable. Timber platforms or decking, which can be removed from the site if required, should be used. Where possible measures should be taken to restore the site to its original state when not in use.
- 6.3.85 In order to ensure that these temporary structures are being used exclusively for holiday purposes and do not become full time, permanent dwellings the structures should provide basic holiday accommodation. They should only provide basic facilities for sleeping, seating and eating without installation of water services or provision of drainage facilities for WC, showers and washing. This ensures that such structures do not generate a level of permanence that could increase the level of landscape impact and site restoration should removal of the structures be required. Additional facilities (if not already present) should be provided separately from the accommodation through the conversion or extension of an existing building(s). If no suitable buildings are available, the need for additional facilities needs to be clearly demonstrated by the applicant and commensurate with the scale of the development.



- 6.3.86 Any proposals that include structures with mains water and drainage will be dealt with under Policy TWR3.
- 6.3.87 Since the countryside looks very different during the winter months, a condition will be attached to planning permissions for all new sites approved, limiting the operational period of the site to between 1st March and 31st October of the same year.
- 6.3.88 An unobtrusive location is defined as one which is well screened by existing landscape features and/or where touring units can be readily assimilated into the landscape without the need for excessive man made features such as hard-standing and fencing.
- 6.3.89 B&Bs that operate within a residential dwelling (C3 use) will not be permitted to diversify in this way to avoid the proliferation of such structures within residential curtilages.

## TOWN CENTRES AND RETAIL DEVELOPMENTS

### 6.3.90 Context

- One of the Welsh Government's objectives for town centres and retailing is to promote established town, district, local and village centres as the most appropriate locations for retailing, leisure and other complementary functions
- In deciding whether to identify sites for retail development local planning authorities should in the first instance consider whether there is a need for additional provision for these uses.
- Development Plans should establish the existing hierarchy of centres and identify those which fulfil specialist functions and be clear about their future roles.
- The national and local economy and their retail markets have experienced significant change over the last decade or so. Whilst the recent economic recession has had a great impact, a long term structural change in the way people shop has been occurring as a result of change in consumer behaviour, technological advances and the emergence and growth of new out of centre retail developments and other shopping formats
- The Isle of Anglesey County Council and Gwynedd Council each operate programmes that aim to improve some poor and underused buildings as well as enhancing the streetscape in an attempt to attract more shoppers and increase footfall into a number of town centres

### Introduction

- 6.3.91 The Plan's Settlement Strategy recognises the unique character and role of various centres in the Plan area. City and town centres are vital elements of the local economy and they continue to provide a focal point for communities. It is therefore important to ensure that there is a planning framework which safeguard and enhance the position of town centres as locations for retail and commercial services. Vibrant and active centres provide a mixture of uses including residential units, business activity, service provision, retail units, leisure and cultural facilities. The Plan has a role to play in supporting development that will protect and promote the vitality and viability of existing centres.
- 6.3.92 The Retail Study (2013) undertaken to inform the Plan identified the centres within the settlement hierarchy that have significant retail function. The main categories in the retail hierarchy are as follows: Sub-regional, Urban, and Local. The Settlement Hierarchy in the Plan is not the same as the Retail Hierarchy because it is based on a wider range of factors including housing numbers and the

number, type and scale of existing facilities and services within each community. Appendix 4 of the Plan and Topic Paper 5: Developing the Settlement Hierarchy explain the rationale for the Plan's Settlement Hierarchy.

- 6.3.93 The study also recognised that the area is serviced by a retail hierarchy which includes centres outside the Plan area, e.g. Llandudno and Chester. The study considered that there was limited quantitative need for some 372 sq. m. net convenience floor space to be provided and distributed as set out below:

Table 12: Convenience goods floorspace

<b>Retail Centre</b>	<b>2011 – 2021</b>	<b>2022 - 2026</b>	<b>Indicative total (net)</b>
<b>Caernarfon</b>	125 sq.m	75 sq.m	200 sq.m
<b>Pwllheli</b>	132 sq.m	40 sq.m	172 sq.m

- 6.3.94 However, in respect of comparison goods, the Study concludes that there was potential for some 9,353 sq. m. net floor space to be provided over the Plan period as set out below:

Table 13: Comparison goods floorspace

<b>Retail Centre</b>	<b>2011 – 2021</b>	<b>2022 - 2026</b>	<b>Indicative total (net)</b>
<b>Bangor</b>	5,105 m <sup>2</sup>	2,808 m <sup>2</sup>	7,913 m <sup>2</sup>
<b>Caernarfon</b>	-	176 m <sup>2</sup>	176 m <sup>2</sup>
<b>Pwllheli</b>	413 m <sup>2</sup>	359 m <sup>2</sup>	772 m <sup>2</sup>
<b>Llangefni</b>	44 m <sup>2</sup>	448 m <sup>2</sup>	492 m <sup>2</sup>

- 6.3.95 Village shops and community services (e.g. post office, pubs) are important to rural communities as they can provide for people's day to day needs, particularly for those who are isolated either by their location or circumstances. The Plan aims to safeguard and enhance such services and encourage the provision of multi-purpose community services where possible.

#### **STRATEGIC POLICY PS 15: TOWN CENTRES AND RETAIL**

**The Councils will work with partner organisations and the local community to protect and enhance the vitality and viability of town centres in the Plan area in recognition of their retail, service and social functions in accordance with the following retail hierarchy:**

<b>Gwynedd</b>	<b>Sub-regional Retail Centre</b>	<b>Bangor</b>
	Urban Retail Centre	Caernarfon, Porthmadog, Pwllheli
	Local Retail Centre	Abersoch, Abermaw, Bethesda, Blaenau

		Ffestiniog, Cricieth, Llanberis, Nefyn, Penrhyndeudraeth, Penygroes, Tywyn
Ynys Môn	Urban Retail Centre	Holyhead, Llangefni
	Local Retail Centre	Amlwch, Benllech, Beaumaris, Cemaes, Llanfair Pwllgwyngyll, Menai Bridge, Rhosneigr, Valley

The Councils will promote the vitality and viability of town centres in the Sub-regional Retail Centres, the Urban Retail Centres and the Local Retail Centre as shown on the Proposals Maps by:

1. Encouraging a diverse mix of suitable uses (as defined in Planning Policy Wales and Technical Advice Note 4) in high quality environments that attract a wide range of people at different times of the day, and which are safe and accessible to all;
2. Ensuring that new investment will be consistent with the scale and function of the city/ town centre in accordance with the retail hierarchy;
3. Facilitating the provision of approximately 372 square metres (net) of new convenience floor space by 2026 in accordance with the conclusions of the Retail Study (2013) in the appropriate locations; in the following retail centres:
  - i. 200 m<sup>2</sup> net Caernarfon
  - ii. 172 m<sup>2</sup> net Pwllheli

and, in terms of comparison goods, facilitate provision of approximately 9,353 square metres (net) of floor space by 2026 in accordance with the conclusions of the Retail Study (2013) in appropriate locations in the following retail centres:

  - iii. 7,913 m<sup>2</sup> net Bangor
  - iv. 176 m<sup>2</sup> net Caernarfon
  - v. 772 m<sup>2</sup> net Pwllheli
  - vi. 492 m<sup>2</sup> net Llangefni
4. Resisting development that detract from their vitality and viability and protecting against the loss of retail units within the Primary Retail Areas, as shown on the proposal maps;
5. Maximising opportunities to re-use suitable buildings within town centres;
6. Restricting the expansion of out-of-town retailing and leisure development;
7. Encouraging sustainable links between the workplace, home and town centres.

Shops and services in Local Retail Centres and smaller villages that provide for the day to day needs of communities are safeguarded against their unnecessary loss and proposals for multi-purpose community services are supported.

#### POLICY MAN 1: PROPOSED TOWN CENTRE DEVELOPMENTS

Proposals for new retail, commercial and leisure development will be directed towards town centres, as shown on the Proposals Maps, in the first instance, provided that they are of a scale and type appropriate to the size, character and function of the centre in the retail hierarchy set out in Policy PS 12.

Proposals for new retail, commercial and leisure development proposals within town centres defined on the Proposals Maps will be granted provided they conform to the following criteria:

1. They enhance the attractiveness, vitality and viability of the town centre,
2. The proposal, either individually or cumulatively, does not undermine the retail role of the centre;
3. The proposed use is in keeping with adjacent uses;
4. The proposed does not create an excessive amount of dead frontages.

Proposals that would lead to the loss of existing retail/leisure use (as defined by PPW) outside of the Primary Retail Area but within the defined town centre will be resisted unless it can be demonstrated that:-

5. The existing use is inappropriate or surplus to requirements, and
6. There is clear evidence that the current use has ceased to be financially viable, and
7. No other suitable retail/leisure use can be established, and
8. There is evidence of genuine attempts to market the facility, which have been unsuccessful.

Retail and commercial proposals outside the defined town centres will need to be supported by evidence of need for additional provision and satisfy the sequential approach set out in national planning policy and accord with other policies in the Plan.

**Explanation:**

- 6.3.96 Planning Policy Wales states that local planning authorities should identify an existing hierarchy of centres and highlight any which fulfil specialist roles.
- 6.3.97 The Plan recognises that the centres identified above will continue to be the focus for retailing, commercial, cultural and leisure activities within the area. These centres are important for the local economy, ensuring that a variety of complementary functions are available, reducing the need to travel, being a catalyst for successful regeneration and helping to maintain sustainable communities.
- 6.3.98 Retail and commercial development should be located within the defined town centres identified above. First preference will be given to developing sites within the Sub-Regional Centre, Urban Retail Centres, followed by edge of centre sites and then Local Retail Centres. Proposals will be determined in accordance with the sequential approach set out in Planning Policy Wales and TAN 4.
- 6.3.99 New retail and commercial development located outside of town centres can have a detrimental impact on the vitality, attractiveness and viability of existing centres. These impacts need to be considered when determining proposals for new retail development
- 6.3.100 The vitality, viability and attractiveness of the town centres identified in the plan can be maintained and enhanced by ensuring that town centres identified in the retail hierarchy remain the primary focus for a wide range of town centre uses including (A1, A2 and A3), commercial and public offices (B1), community facilities and institutions (D1) and entertainment and leisure (D2). These latter types of town centre uses (B1, D1 and D2) will be encouraged to locate within identified town centres, but outside the identified Primary Retail Areas. The Primary Retail Areas in Bangor,

Caernarfon, Porthmadog and Pwllheli, Holyhead and Llangefni as shown on the Proposals Map have been identified to safeguard and enhance their retail function.

**POLICY MAN 2: PRIMARY RETAIL AREAS (RETAIL CORE)**

**Primary Retail Areas are designated in Bangor, Caernarfon, Porthmadog, Pwllheli, Holyhead and Llangefni as shown on the Proposals Map.**

**Proposed changes of use of the ground floor of premises in these areas from Class A1 shops to other uses will only be permitted where:**

- 1. It can be shown that the premises is no longer viable for A1 use and the retention of A1 use at the premises has been fully explored without success, by way of marketing at a reasonable market rate for a minimum of six months; and**
- 2. The proposed change of use does not have an unacceptable impact on the retail function or character, vitality attractiveness or viability or of the primary retail area.**

**Explanation:**

- 6.3.101 Within the towns identified in this Policy, the majority of the ground floor units in the Primary Retail Areas are shops. The Primary Retail Areas are identified on the Proposals Map and their boundaries are based on the recommendations of the Gwynedd and Anglesey Retail Study (2013).
- 6.3.102 The aim of this policy is to safeguard and enhance the vitality and viability of the Primary Retail Areas by controlling the number of non-A1 uses. An accumulation of non-A1 uses could pose a threat to the prosperity of Primary Shopping Areas.
- 6.3.103 The Council recognise that some shops may become vacant and remain vacant for a long period of time. If a unit remains vacant for a long period it could have a negative effect on the vitality, attractiveness and viability of the area. One way the planning system can assist the recovery of Primary Retail Areas is to enable greater flexibility where long term vacancies are becoming a problem. When considering proposals for the change of use of a retail unit under such circumstances, clear evidence must be presented to show that the unit has been widely marketed as a shop for a continuous 6 month period at a fair price or rent and that no reasonable offer has been refused.
- 6.3.104 It is considered that there are sufficient opportunities for encouraging a diverse mix of complementary uses within areas of the defined town centres that surround the Primary Shopping Areas

**POLICY MAN 3: RETAILING OUTSIDE DEFINED TOWN CENTRES BUT WITHIN DEVELOPMENT BOUNDARIES**

**Shops located outside defined town centres but within the development boundary will be safeguarded by refusing proposals for other uses unless it can be demonstrated that all the following criteria can be met:**

- 1. That there is a similar service available within reasonable walking distance;**

2. If there is no similar service present, that the property has been on the market for a reasonable selling price or rent for a continuous period of 6 months;
3. That the new use will not have detrimental impact on the amenities of adjacent uses.

Proposals for new small scale convenience shops that meet the daily needs of residents for essential daily goods will be approved, provided that they do not jeopardise the viability and vitality of existing town centres in the retail hierarchy and do not form part of an industrial estate.

Proposals for major retail development and sub-division of existing retail units outside the defined town centre boundaries will only be granted provided they conform to the following criteria:

4. The development would not undermine the retail hierarchy set out in Policy PS 12 and
5. The development either by itself or in combination with other permitted or allocated retail developments would not undermine the vitality and viability of the defined town centre
6. Evidence of need for additional provision has been demonstrated;
7. The sequential approach set out in Planning Policy Wales.

**Explanation:**

- 6.3.105 Retail development outside of town centres can jeopardise the vitality and viability of existing centres. The Local Development Plan will seek to limit the scale of retail development outside town centres whilst recognising the need to allow some development to help sustain communities particularly in rural areas. Existing shops outside defined centres can perform a vital role in meeting the daily needs of local people and it is important that such services are not lost.
- 6.3.106 The Councils will support proposals for new small scale shops within development boundaries. Small scale is taken to be less than 200 sq. m. net as most corner shops would not exceed 200 sq.m net.
- 6.3.107 Proposals outside the defined town centres on edge of town centre sites or outside the town centre will be carefully controlled in order to support the town centres of the retail centres listed in Policy PS 15. The Retail Study (2013) has identified the possible need for additional retail space at specific periods during the Plan period (see paragraph 7.3.93 and 7.3.94). The Plan, in accordance with Planning Policy Wales, is aware that thriving town centres are essential to maintain the area's communities. The Councils have not been able to identify specific sites within the relevant town centres to address the possible additional demand. Nevertheless, in terms of selecting a location to address the possible additional demand, proposals will need to use the sequential approach outlined in Chapter 10 of Planning Policy Wales. If it can be shown through this test that there is no suitable town-centre site available, emphasis will be placed on assessing edge of town centre sites before looking at sites outside the centre for key town centre uses. This approach will expect developers and retailers to be flexible and innovative in terms of format, design and scale of the proposed development and the amount of car parking required, tailoring these to fit local circumstances.
- 6.3.108 It is recognised that some types of retailing, such as stores selling bulky goods and requiring large showrooms may not be able to find suitable sites in town centres. Such stores should be located at edge of centre sites or where such sites are not available, at locations accessible by a choice of means of transport.

6.3.109 National policy establishes that a retail impact assessment must be submitted for retail developments over 2,500 sq. m gross floor space. In the case of Anglesey and Gwynedd where many centres have small retail provisions, more modest scale development of less than 2,500 sq.m gross can have a significant adverse impact on the vitality and viability of existing town and local centres. In some instances a retail impact statement may be requested for smaller units where it is considered that the development either alone or in combination with other retail developments could harm nearby centres. The Councils offer a pre application advice service which is a means of receiving guidance in relation to the requirement for Retail Impact Assessment. Requiring a retail impact assessment will help the Council assess whether there is a need for the development, the justification for selecting the site and the likely impact of the proposed development on the attractiveness, viability and vitality of the town centre.

#### **POLICY MAN 4: SAFEGUARDING VILLAGE SHOPS AND PUBLIC HOUSES**

**Proposals to change the use of a village shop or public house will be refused unless they conform to following criteria:**

- 1. A similar service is available within reasonable walking distance, or**
- 2. The applicant can demonstrate to the satisfaction of the Local Planning Authority that the existing use is no longer financially viable, by placing the property on the market for a reasonable selling price or rent for a continuous period of 12 months without success.**

#### **Explanation:**

6.3.110 It is important that the daily needs of communities are reasonably met in their locality. Provision of these services locally will reduce the need to travel and help sustain local communities.

6.3.111 The applicant will be required to provide clear evidence to show that the unit has been permanently vacant or vacant for an extended period, that it has been on the market as a commercial unit for a reasonable price or rent for a continuous period of 12 months and that no reasonable offer has been rejected, especially where a similar service is not available within reasonable walking distance.

#### **POLICY MAN 5: NEW RETAILING IN VILLAGES**

**Proposals for the change of use of buildings to a small shop or proposals for new shops or extensions to existing shops will be granted provided they conform to the following criteria:**

- 1. The proposal makes a suitable use of an existing building or site;**
- 2. The proposed building or site lies within the development boundary of the village;**
- 3. The new development does not significantly harm the amenities of neighbouring residents or on the character of the area;**
- 4. The shop is easily accessible by foot, cycle and public transport;**
- 5. Parking arrangements are satisfactory and the development will not significant harm highway safety;**
- 6. The proposed use will not affect negatively on the vitality of any Sub-regional Retail Centre, Urban Retail Centre or Local Retail Centre.**

**Explanation:**

6.3.112 As well as safeguarding existing village shops, the Council is eager to see an improvement and expansion of small scale retail (less than 200 sq m net) provision in rural areas. Priority will be given to proposals that make of a suitable existing building or share a building with another service in order to reduce the potential impact of a new building. An important consideration when assessing any proposal will be the potential impact of the development on the vitality and viability of any Town Centre or Local Retail Centre. Any proposal which would undermine the retail hierarchy set out in the Strategic Policies will not be supported.

**POLICY MAN 6: RETAILING IN THE COUNTRYSIDE**

**Proposals for small scale shops or extensions to existing shops outside development boundaries will be granted provided they conform to the following criteria:**

- 1. The shop is a subservient element of an existing business on the site;**
- 2. The shop will not significantly harm nearby village shops;**
- 3. Priority has been given to using an appropriate existing building;**
- 4. The new use will not significantly harm the amenities of neighbouring residents or the character of the area;**
- 5. The development is accessible via sustainable means of transport;**
- 6. Access and parking arrangements are satisfactory and the development will not significantly harm highway safety.**

**Explanation:**

6.3.113 Normally the most suitable location for shops is within the settlement boundaries of towns and villages. However, small scale shops that are run in conjunction with an existing business on the site, for example, a farm shop, a garden centre or a petrol station can provide a useful service to rural communities by offering a new source of services and employment close to rural homes. However, it is important that the shops should be 'subservient' to the existing business as this would ensure that the shop serves the existing business (rather than merely being sited on the same site) even where the extent of the retail activity is such that it represents a material change in use of the planning use. It is recognised that shops in the countryside can create additional employment opportunities and aid rural economic diversification as well as providing a service to local communities.

6.3.114 In relation to criteria 2, the Councils may seek to use planning conditions to limit the range of goods sold or restrict the amount of floor space if this allows the development to proceed.

**POLICY MAN 7: HOT FOOD TAKE-AWAY USES**

**Proposals for hot food take-away uses will be permitted provided all the following criteria can be met:**

- 1. The development will not generate excessive noise, smells or litter that will have an unacceptable impact on the amenities and character of the area;**



2. The development will not lead to an over concentration of this type of use in the immediate locality. and be detrimental to the vitality, attractiveness and viability of the area;
3. The use is in keeping with adjacent land uses;
4. The premises is easily accessible by foot, cycle and public transport;
5. The development will not result in significant congestion or parking problems to the detriment of highway safety;
6. Adequate and appropriate waste storage provision must be provided within the curtilage of the site;
7. Extraction and ventilation systems must be designed so that they do not have an unacceptable impact on visual and residential amenity.

**Explanation:**

- 6.3.115 Although it is recognised that hot food takeaway shops can provide an important complementary service, particularly in town centres for visitors and the night time economy, they are more likely to have a detrimental impact on amenity and on the retail character and function of shopping centres compared to other retail uses. Such harmful impacts relate to increased incidence of litter, smells, crime and anti-social behaviour, noise and general disturbance, parking and traffic problems.
- 6.3.116 Applications for hot food takeaway shops will need to be assessed carefully as they can have a potential detrimental effect on the character of a retail centre and on the amenities of nearby users and residents. Such developments will have to be assessed in the context of adjacent land uses to ensure that they are in keeping with the area and will not have a negative effect on the locality. New hot food take-away premises should be easily accessible by foot, cycle and public transport and not reliant on customers arriving by car.
- 6.3.117 In recent years, a number of premises have been converted into hot food takeaways. Where high concentrations occur they can pose a threat to the attractiveness, vitality and viability of the area. Clustering of hot food takeaways can break up the continuity of retail frontages and can detract from the retail function to the detriment of local residents. Thresholds where this kind of development will become unacceptable will have to be defined by examining the circumstances prevalent in a particular area. The existence of a similar development on the same street as the proposal as well as unimplemented permissions for hot food take-aways will need to be taken into account. Where development affects Primary Retail Areas, proposals will also be considered in the context of Policy MAN 2.