

Pembrokeshire Coast National Park Management Plan (2020-2024)

Background Paper 1

Landscape, seascape, tranquillity and dark
skies

Pembrokeshire Coast National Park Authority
September 2018

About the UK's national parks

The purposes of UK National Park are set out in the Environment Act 1995. They are:

- (a) conserving and enhancing the natural beauty, wildlife and cultural heritage of the area
- (b) promoting opportunities for the understanding and enjoyment of the special qualities of those areas by the public

In the event of an irreconcilable conflict between the purposes, conservation has greater weight (the 'Sandford principle').

Pembrokeshire Coast National Park Authority is charged with delivering the purposes in Pembrokeshire Coast National Park and has a duty to seek to foster the social and economic wellbeing of National Park communities in its pursuit of the purposes.

Management Plan 2020-2024

Each National Park Authority is required to prepare a five-yearly National Park Management Plan "which formulates its policy for the management of the relevant Park and for the carrying out of its functions in relation to that Park" (Environment Act 1995, section 66). The Environment Act 1995 gives relevant authorities a legal duty to have regard to Park purposes and to the Sandford Principle¹.

A number of background papers have been compiled in preparation for the Pembrokeshire Coast National Park Management Plan 2020-2024. They cover:

1. Landscape, seascape, tranquillity and dark skies
2. Well-being, equality and livelihoods
3. Outdoor recreation and learning
4. Nature conservation
5. Culture and heritage
6. Climate and energy
7. Natural resources
8. Legislation and policy

The Well-being of Future Generations (Wales) Act 2015 and The Environment (Wales) Act 2016 add further statutory backing to National Park purposes and the need for participation and collaboration to achieve them. However there is a two-way relationship between National Park purposes and the legislation. The topic areas are intended to reflect this complementarity, to demonstrate the alignment of National Park policy with Wales' well-being, climate, natural resource and ecosystem resilience goals, and to help identify opportunities to add value between national and local policy areas. The South-west and Marine area statements prepared by Natural Resources Wales will also be an important component of management.

¹ "In exercising or performing any functions in relation to, or so as to affect, land in a National Park, any relevant authority shall have regard to the purposes [...] and, if it appears that there is a conflict between those purposes, shall attach greater weight to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the area comprised in the National Park." (Environment Act 1995, s.62)

The background papers set out the state of the National Park and provide a context for identifying opportunities and challenges that the Management Plan will need to address. The opportunities and challenges, and accompanying maps, are set out in an informal document for early engagement with partners and public.

The background papers are technical in nature. Where use of technical terms is unavoidable, they are explained in the text and/or in a glossary.

A place-based approach

While many natural resource issues are best considered at a landscape-scale, action locally should take account of local circumstances. It is proposed that the Management Plan 2020-2024 adopts a place-based approach to policy implementation, with five areas identified as follows:

- Preseli Hills and North Coast
- North-west Coast
- West Coast
- Daugleddau
- South Coast

Next steps

An outline timetable for Management Plan preparation was approved in the Authority's Corporate and Resources Plan 2018/19 (page 33). A more detailed timetable is given below. This was approved by the National Park Authority at its meeting of 20th June 2018.

Milestone	By whom/when
Draft preparation timetable, and methods of engagement	Leadership Team, external bodies. May 2018
Approve timetable and engagement proposals	National Park Authority. June 2018
Engage with key stakeholders: <ul style="list-style-type: none"> • Collate evidence (outcomes, issues, policy impact) • Draft / revise Plan and associated assessments (see "Requirements for impact assessments" below) • Prepare an action planning framework 	July to December 2018
Member Workshops to discuss draft reports and assessments	Spring 2019
Authority approval of consultation draft documents (Management Plan, Sustainability Appraisal / Strategic Environmental Assessment, Habitats Regulations Assessment, Equality Impact Assessment)	National Park Authority June 2019
Translation and formatting	June/July 2019
Public consultation (12 weeks)	Park Direction Team August 2019 - October 2019
Report of consultations to Authority.	National Park Authority

Milestone	By whom/when
Authority approval of amended documents.	December 2019
Translation and formatting	Park Direction/Graphics Team December 2019/ January 2020
Feedback to consultees	December 2019
Publication of approved Management Plan and assessments; formal notification / adoption statements.	January 2020

Opportunities and challenges identified from this background paper

Conserving and enhancing the National Park's distinctive landscapes and seascapes.

Increasing people's appreciation and understanding of the National Park and its special qualities and influencing attitudes and behaviour.

Reducing light pollution.

Conserving and enhancing natural soundscapes.

Realising the social, cultural and sustainable economic value of landscapes.

Contributing to the economic and social resilience of communities within the context of National Park designation.

Ensuring the best possible outcomes from the UK's exit from the EU in terms of conservation land management.

See also background papers 2. Well-being, equality and livelihoods, 4. Nature conservation, 6. Climate and energy, and 7. Natural resources.

1. Pembrokeshire Coast National Park special qualities

1.1 National Park purposes refer to enjoyment and understanding of the area's "special qualities" by the public. The National Park Authority sought residents' and visitors' views on special qualities in 2006, as part of the preparation for the Local Development Plan and Management Plan at that time. Consultants also identified special qualities as part of a Landscape Character Assessment, in 2007, largely based on the format and information contained within LANDMAP, the Welsh landscape appraisal tool. The Landscape Character Assessment was adopted as Supplementary Planning Guidance on Landscape Character Areas to the Local Development Plan in June 2011.

1.2 The special qualities identified by people reflect their perception of the National Park, and their own understanding of what is special about it. The special qualities are:

- Coastal Splendour
- Diverse Geology
- Diversity of Landscape
- Distinctive Settlement Character
- Rich Archaeology
- Cultural Heritage
- Richness of Habitats and Biodiversity
- Islands
- Accessing the Park
- Space to Breathe
- Remoteness, Tranquillity and Wildness
- Diversity and Combination of Special Qualities

1.3 The Landscape Character Assessment Supplementary Planning Guidance is largely based on the format and information contained within LANDMAP, the Welsh landscape appraisal tool. Updates to the National Park aspect areas for the Visual and Sensory layer were released in March 2015, although these were not considered significant enough to warrant a review of the Authority's adopted Landscape Character Assessment Supplementary Planning Guidance.

National Landscape Character Areas (Wales)

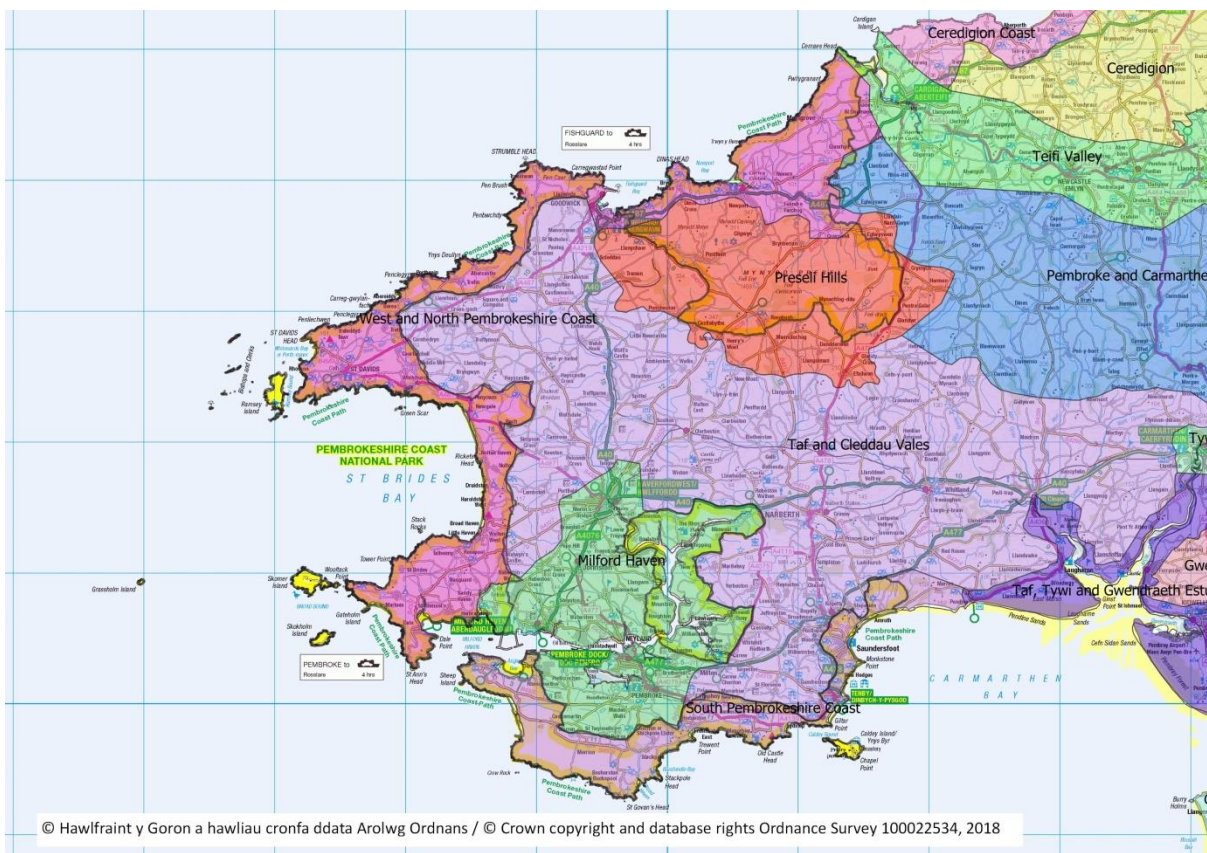
2.1 Natural Resources Wales has defined National Landscape Character Areas throughout Wales. These are regions with distinct natural, cultural and perceptual characteristics.

2.2 Many natural resource issues are best addressed at a landscape-scale. National Landscape Character Area descriptions are intended to contribute to development of national and regional policy, strategy or guidelines.

2.3 The National Park boundary includes the following National Landscape Character Areas:

- [NLCA 40 Teifi Valley](#) (small intersection)
- [NLCA 42 Pembroke and Carmarthen foothills](#) (small intersection)
- [NLCA 43 West and North Pembrokeshire](#) (including islands). This is equivalent to the North-west and West management areas.
- [NLCA 44 Taf and Cleddau Vales](#) (minor intersections)
- [NLCA 46 Preseli Hills](#) (equivalent to the North management area)
- [NLCA 47 South Pembrokeshire Coast](#) (includes the South management area identified below)
- [NLCA 48 Milford Haven](#) (includes the Daugleddau management area)

2.4 The linked documents provide a summary description and detailed profiles of each area.



3. South-West Wales Area Statement

3.1 Area Statements are a requirement of the Environment (Wales) Act 2016. They are prepared and published by Natural Resources Wales in support of Welsh Government's Natural Resources Policy. Area Statements identify the public bodies which may help address the priorities, risks and opportunities for sustainable management of natural resources in their areas, as identified in State of Natural Resources Reports.

4. Landscape Character Areas

4.1 A Landscape Character Assessment Study² was commissioned by the Pembrokeshire Coast National Park Authority in October 2006 and adopted as Supplementary Planning Guidance in 2011.

4.2 Baseline LANDMAP data was reviewed in detail and supplemented by further field work, resulting in the identification of 28 Landscape Character Areas within the National Park (and in many cases extending over the National Park's landward boundary) and preparation of management guidance for each.

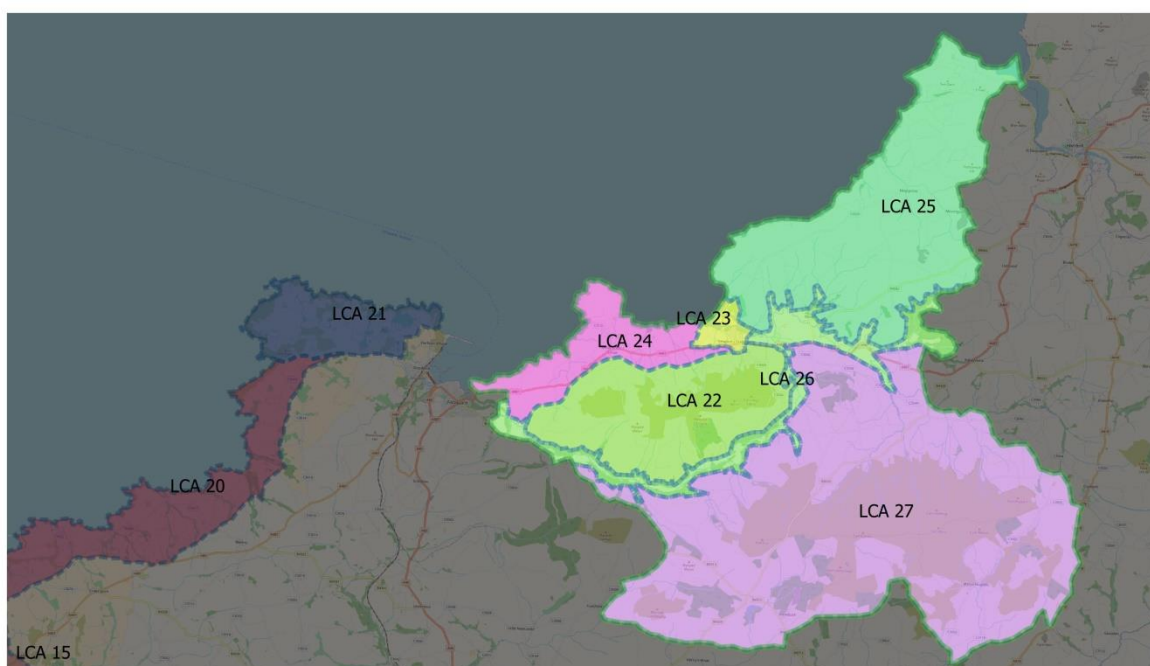
4.3 Some management guidance, for example protection of designated nature conservation and heritage sites, is common to all Landscape Character Areas. There are also more distinct landscape characteristics and sensitivities; these have been grouped for the five management areas as follows:

Characteristics and sensitivities	Management Area
The intricate, complex, rugged, indented natural coasts with dramatic headlands and islands e.g. St Davids Head, Skomer, Ramsey Island, Strumble Head, Stackpole Head.	Preseli Hills and North North West West South Daugleddau
Important focal points along the coast and out to sea including islands, islets, headlands and distinctive sweeping beaches such as Whitesands Bay, Freshwater West and Newport Bay.	Preseli Hills and North North West West South
Unspoilt hills and backdrops which contribute to seascape character e.g. Carn Llidi, Mynydd Carningli and the Preselis.	Preseli Hills and North North West
Views from key places such as headlands, coastal hills and the Coast Path.	Preseli Hills and North North West West South Daugleddau
Tranquil seascapes where there is little disturbance and signs of development; dark skies.	Preseli Hills and North North West

² <http://www.pembrokeshirecoast.wales/default.asp?PID=249>

	West South
Remote undeveloped seascapes with wild, highly natural, elemental character such as the islands, north coast south west of Strumble Head and Castlemartin peninsula.	Preseli Hills and North North West West South
Secluded and tranquil, well-treed character of the Daugleddau estuary.	Daugleddau
Small scale, traditional historic coastal settlements such as Solva, Abercastle, Porthgain and Newport, and harbours such as Porthclais and Stackpole Quay.	Preseli Hills and North North West West South
Other coastal conservation areas with dramatic settlement features, such as the skyline and harbour of Georgian Tenby.	Preseli Hills and North North West West South
Presence of coastal and island historic features such as peninsula forts, castles, chapels, other buildings and structures and other heritage features which have a strong relationship with the coast and sea visually, physically and culturally.	Preseli Hills and North North West West South
Presence of coastal edge and island habitats with high biodiversity e.g. Skomer Marine Conservation Zone, National Nature Reserves including Ramsey Island, Special Areas of Conservation covering the majority of the coast and inshore waters, Sites of Special Scientific Interest.	Preseli Hills and North North West West South

Preseli Hills and North Coast

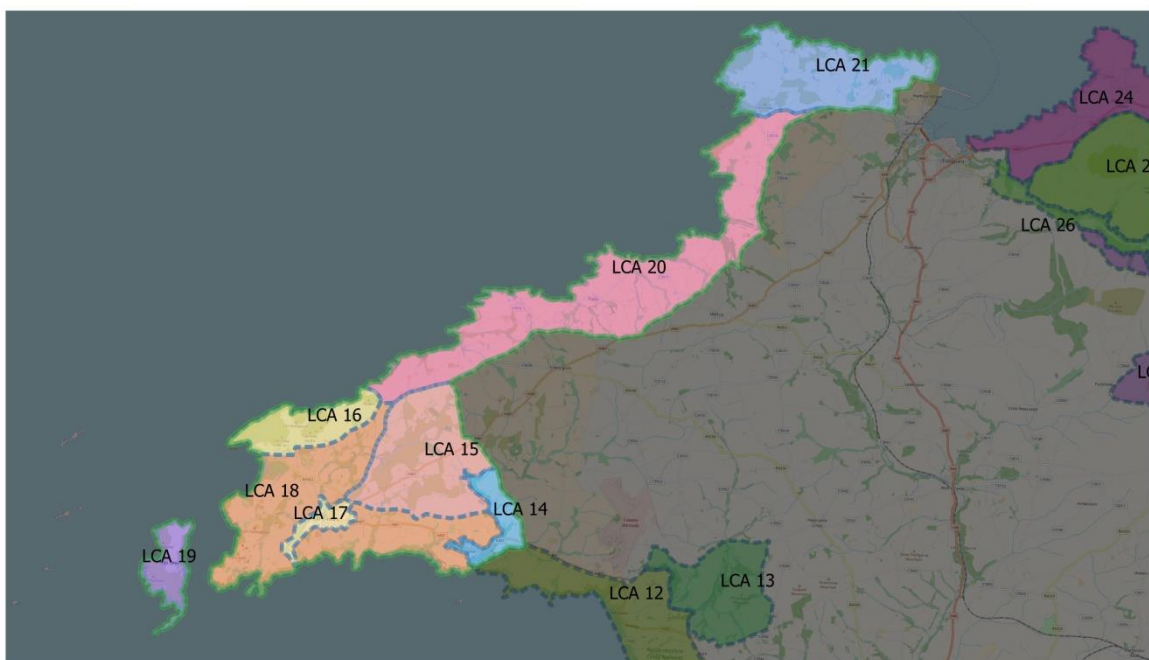


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Landscape Character Area	Example qualities (from the Landscape Character Assessment)	Example management guidance (from the Landscape Character Assessment)
LCA 22 Mynydd Carningli	Remoteness, openness, tranquillity, historic landscape, geology and geomorphology.	Conserve open heathland and moorland. Encourage participation in agri-environment measures. Conserve / enhance historic boundaries. Protect archaeological sites and their settings. Protect significant geological and geomorphological sites.
LCA 23 Newport	Historic settlement character, natural setting.	Conserve and enhance the outstanding historical character of the town and its setting.
LCA 24 Dinas Head	Focal headland, patchwork of enclosures.	Conserve and enhance traditional field boundaries.
LCA 25 Cemaes	Remoteness, sparse	Conserve the scale and character of

Head	settlements, traditional buildings, traditional field boundaries.	dwelling and settlements.
LCA 26 Cwm Gwaun/Afon Nyfer	Secluded, tranquil river valley, cultural distinctiveness, ancient woodland, historic buildings.	Conserve and enhance upland heath and native woodland. Conserve and enhance traditional boundaries. Conserve and enhance archaeological sites.
LCA 27 Mynydd Preseli	Highly distinctive ridges and outcrops, remoteness, openness, wildness, tranquillity, historic landscape.	Conserve open heathland and moorland. Encourage participation in agri-environment measures. Conserve / enhance historic boundaries. Protect archaeological sites and their settings. Protect significant geological and geomorphological sites. Conserve and enhance traditional field boundaries.

North-west Coast

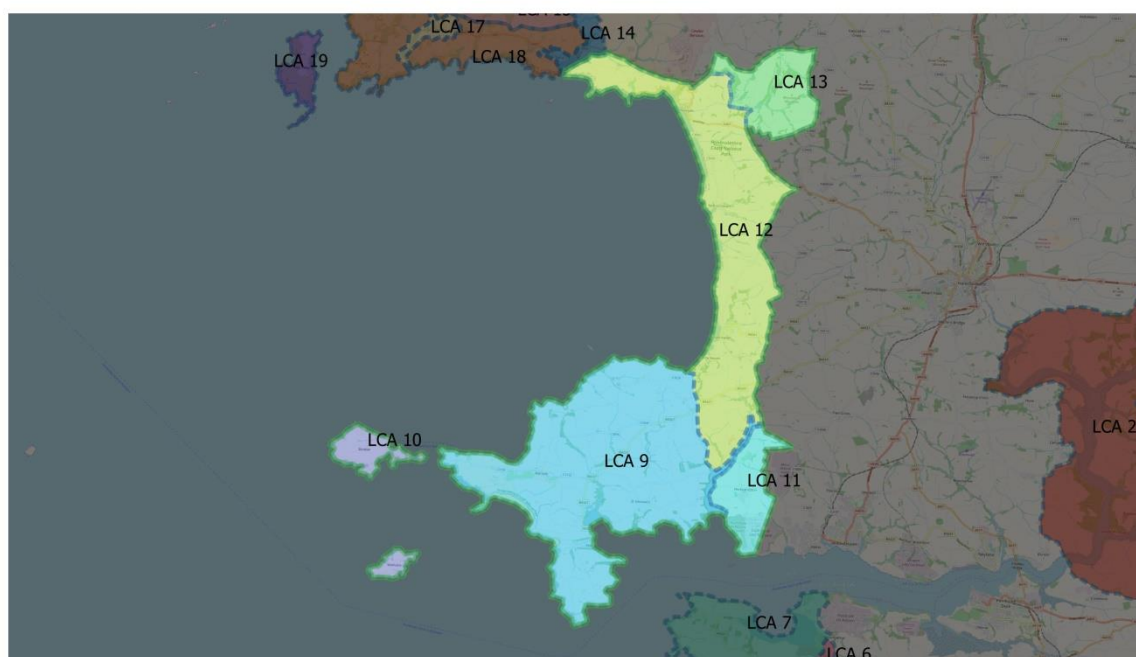


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Landscape Character Area	Example qualities (from the Landscape Character Assessment)	Example management guidance (from the Landscape Character Assessment)
<u>LCA 14 Solva Valley</u>	Historic buildings, Solva, harbour, wooded valley.	Conserve settlement character. Encourage participation in agri-environment measures. Conserve and enhance traditional field boundaries.
<u>LCA 15 Dowrog and Tretio Common</u>	Openness, traditional buildings, Caerfarchell, grassland, heath	Conserve and enhance moorland and semi-natural grassland. Conserve and enhance traditional field boundaries. Protect archaeological sites and their settings.
<u>LCA 16 Carn Llidi</u>	Distinctive, prominent outcrops, historic landscape, heath	Encourage participation in agri-environment measures. Conserve and enhance moorland and semi-natural grassland. Conserve and enhance traditional field boundaries. Protect archaeological sites and their settings.
<u>LCA 17 St Davids</u>	St. Davids	Maintain the integrity of historic buildings and archaeological sites, with particular emphasis on their visual setting. Conserve the local vernacular.
<u>LCA 18 St Davids Headland</u>	Openness, tranquillity, coastal grassland, heath, historic landscape.	Conserve and enhance semi-natural habitat and traditional field boundaries.
<u>LCA 19 Ramsey Island</u>	Ramsey Island, wildness	Conserve the features and character of this designated site.
<u>LCA 20 Trefin</u>	Historic landscape, historic buildings, industrial heritage, traditional field boundaries,	Protect extensive views. Conserve and enhance semi-natural habitat. Conserve and enhance traditional field boundaries. Protect archaeological sites and their settings. Protect significant geological and geomorphological sites.
<u>LCA 21 Pencaer/Strumble</u>	Wildness, openness, historic landscape,	Protect extensive views. Conserve and enhance semi-natural habitat.

Head	remoteness, scattered settlement.	Conserve and enhance traditional field boundaries. Protect archaeological sites and their settings. Protect significant geological and geomorphological sites.
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West Coast

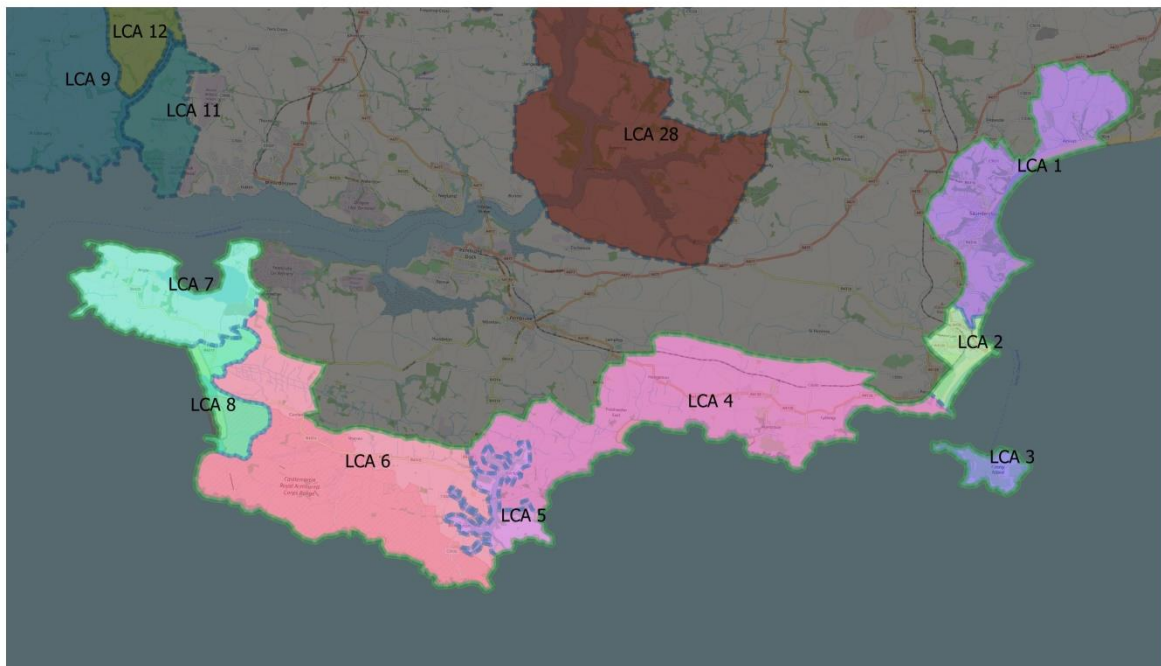


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Landscape Character Area	Example qualities (from the Landscape Character Assessment)	Example management guidance (from the Landscape Character Assessment)
LCA 9 Marloes Peninsula	Open farmland, woodland, coastal habitats, historic landscape, island views.	Protect extensive views. Conserve and enhance semi-natural habitat mosaic. Conserve and enhance traditional field boundaries. Protect archaeological sites and their settings.
LCA 10 Skomer & Skokholm	Remoteness, wildness, outstanding ecological significance.	Conserve the features and character of the reserve and conservation zone. Protect archaeological sites and

		their settings.
LCA 11 Herbrandston	Historic landscape, industrial setting.	Conserve and enhance semi-natural habitat. Conserve and enhance traditional field boundaries. Protect archaeological sites and their settings.
LCA 12 St Brides Bay	Open, exposed, scattered settlement.	Protect extensive views. Conserve and enhance semi-natural habitat. Encourage participation in agri-environment measures. Conserve and enhance traditional field boundaries. Protect archaeological sites and their settings. Protect significant geological and geomorphological sites.
LCA 13 Brandy Brook	Tranquillity, woodland.	Conserve and enhance semi-natural habitat. Encourage participation in agri-environment measures. Conserve and enhance traditional field boundaries. Protect archaeological sites and their settings. Protect significant geological and geomorphological sites.

South Coast

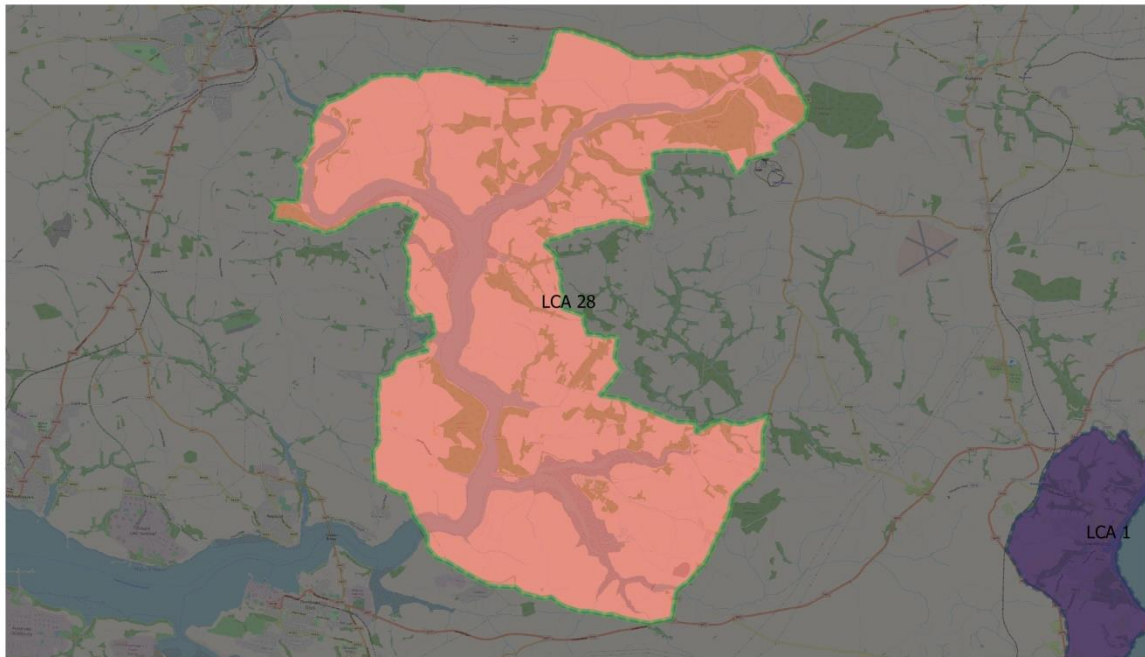


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Landscape Character Area	Example qualities (from the Landscape Character Assessment)	Example management guidance (from the Landscape Character Assessment)
LCA 1 Saundersfoot Settled Coast	Rolling landform, small river valleys, parkland, industrial heritage.	Conserve and enhance parkland and industrial character / heritage. Encourage participation in agri-environment measures. Conserve and enhance traditional field boundaries.
LCA 2 Tenby	Tenby historic town character.	Conserve and enhance traditional town character.
LCA 3 Caldey Island	Caldey monastic heritage, tranquillity,	Conserve island tranquillity and character. Protect archaeological heritage.
LCA 4 Manorbier/Freshwater East	Historic landscape, medieval field system.	Conserve and enhance habitat mosaic. Encourage participation in agri-environment measures. Conserve and enhance traditional field boundaries. Protect archaeological sites and their settings.

LCA 5 Stackpole	Parkland, historic landscape, lakes, bays.	Conserve and enhance parkland woodland character / heritage and the lakes system. Protect archaeological sites and their settings.
LCA 6 Castlemartin/Merrion Ranges	Openness, tracts of grassland and coastal heath, military presence, prominent churches.	Conserve and enhance semi-natural habitat. Conserve and enhance listed building complexes. Protect archaeological sites and their settings. Protect significant geological and geomorphological sites.
LCA 7 Angle Peninsula	Historic settlement pattern, surviving field system, Angle, defensive landscape, historic landscape, maritime heritage.	Conserve and enhance the historic character of the village and setting. Conserve and enhance traditional field boundaries. Protect archaeological sites and their settings.
LCA 8 Freshwater West/Brownside Burrows	Exposed, wildness, extensive sand dunes, broad, shallow valley.	Protect sense of remoteness. Conserve and enhance dune and grassland habitats, manage the wider catchment. Protect archaeological sites and their settings.

Daugleddau



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Landscape Character Area	Example qualities (from the Landscape Character Assessment)	Example management guidance (from the Landscape Character Assessment)
LCA 28 Daugleddau	Tranquil estuary, rivers and creeks, historic landscape, parkland, woodland, industrial heritage.	Maintain parkland character. Conserve and enhance semi-natural / ancient woodland. Conserve the tranquillity of the estuary. Encourage participation in agri-environment measures. Protect archaeological sites and their settings.

5. Marine Character Areas (Wales)

5.1 Seascape characterisation describes the links between people, culture, places and natural resources. An understanding of this sense of place is important when, for example, planning tourism and recreational activities and in visitor promotion.

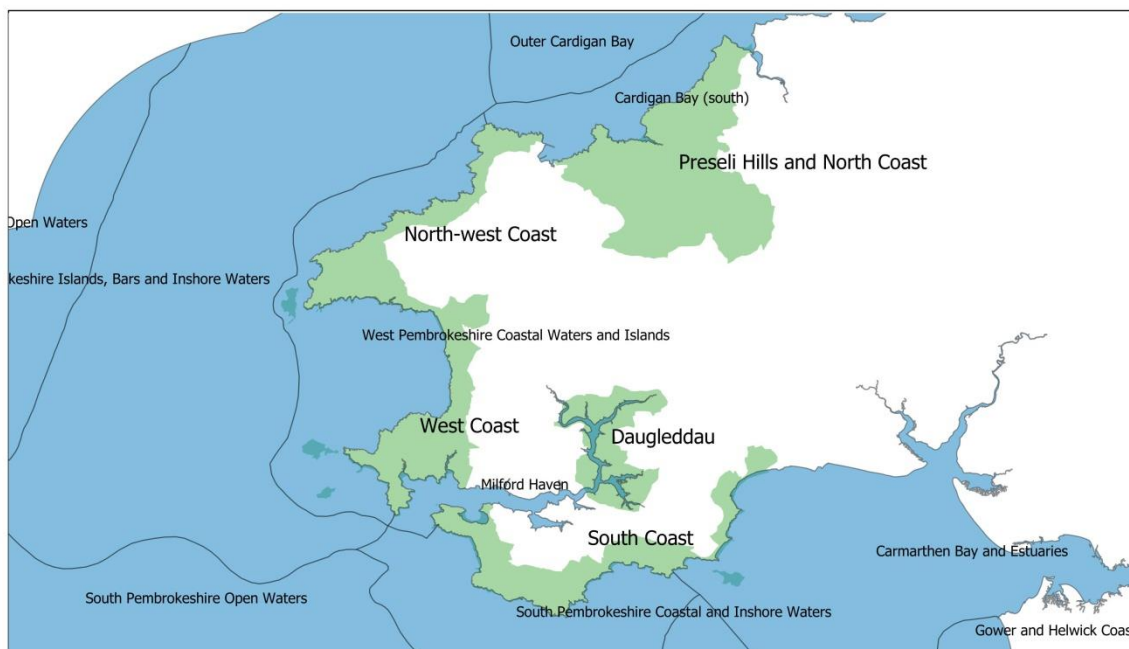
5.2 Natural Resources Wales has identified and described Marine Character Areas in Wales. The descriptions list the areas' key characteristics, including their natural, cultural and perceptual influences, and land/sea inter-visibility maps.

5.3 The following Marine Character Areas overlap or are adjacent to the National Park mainland:

- [MCA 16 Cardigan Bay \(south\)](#)
- [MCA 18 West Pembrokeshire Coastal Waters and Islands](#)
- [MCA 21 Milford Haven](#)
- [MCA 22 South Pembrokeshire Coastal and Inshore Waters](#)
- [MCA 24 Carmarthen Bay and Estuaries](#)

5.4 The following Marine Character Areas lie further offshore:

- [MCA 17 Outer Cardigan Bay](#)
- [MCA 19 West Pembrokeshire Islands Bars and Inshore Waters](#)
- [MCA 20 Irish Sea Offshore](#)
- [MCA 23 South Pembrokeshire Open Waters](#)



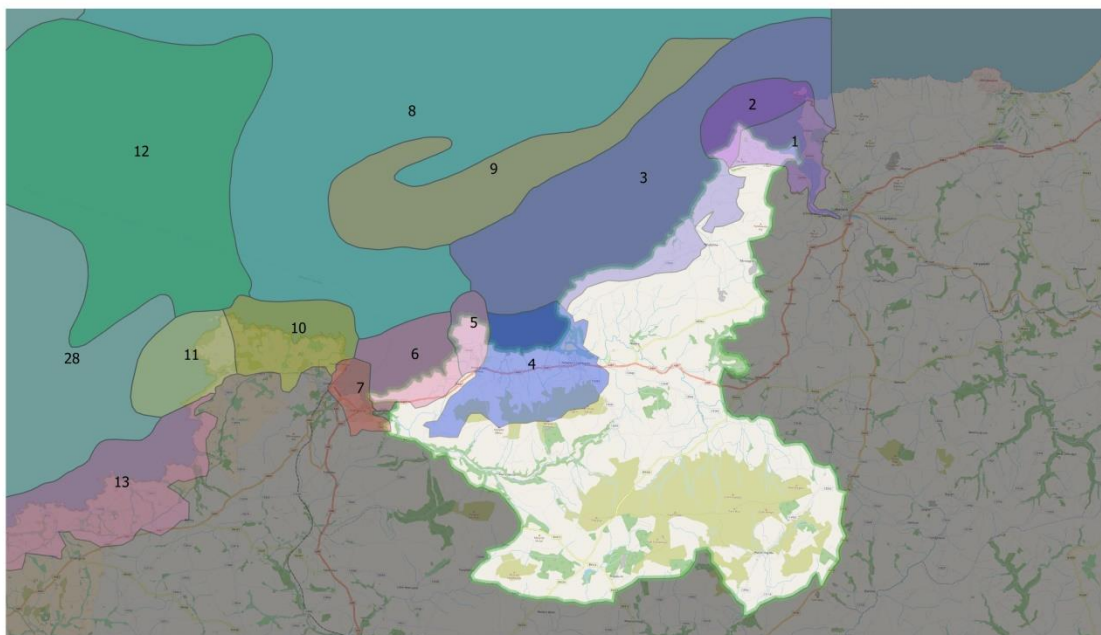
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6. Pembrokeshire Coast Seascape Character Assessment

6.1 Local detailing of the Marine Character Areas is provided by Pembrokeshire Coast National Park Authority's Supplementary Planning Guidance on Seascape Character Assessment³ (adopted 11th December 2013). The guidance includes descriptions of 44 identified local Seascape Character Areas, together their sensitivities and the forces for change (e.g. natural processes, visitor pressure, development pressure, land management change) that would potentially impact on their special qualities.

6.2 The inshore Seascape Character Areas most closely associated with the management areas are shown below.

Preseli Hills and North Coast



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[SCA1 Teifi Estuary](#)

[SCA2 Cardigan Island to Cemaes Head](#)

[SCA3 Pen y Afr to Pen y Bal](#)

[SCA4 Newport Bay](#)

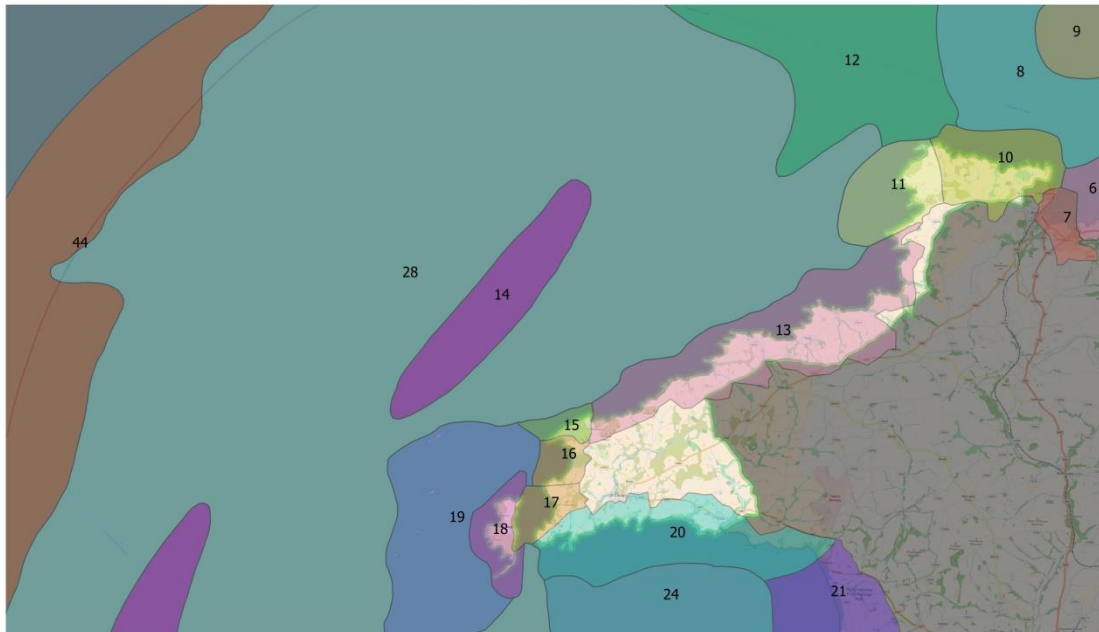
[SCA5 Dinas Island](#)

[SCA6 Fishguard Bay East](#)

[SCA7 Fishguard Harbours](#)

³ <http://www.pembrokeshirecoast.wales/default.asp?PID=614>

North-west Coast



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[SCA10 Crincoed Point and Strumble Head](#)

[SCA11 Strumble Head to Penbwchdy](#)

[SCA13 Penbwchdy to Penllechwen](#)

[SCA15 St Davids Head](#)

[SCA16 Whitesands Bay](#)

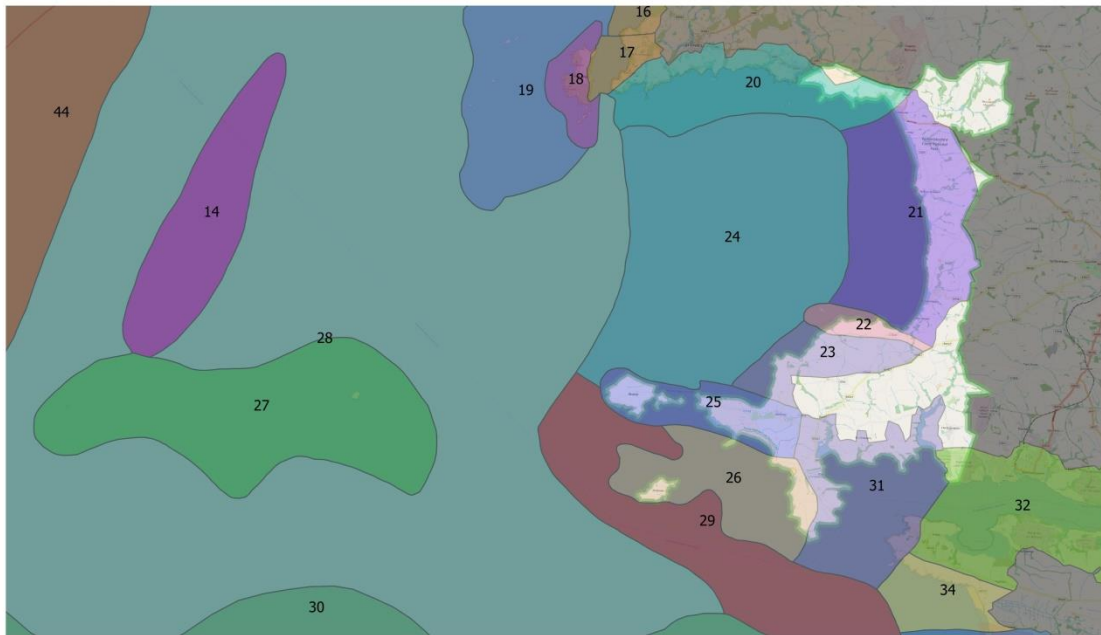
[SCA17 Ramsey Sound](#)

[SCA18 Ramsey Island Coastal Waters](#)

[SCA19 Bishop and Clerks](#)

[SCA20 St Brides Bay Coastal Waters North](#)

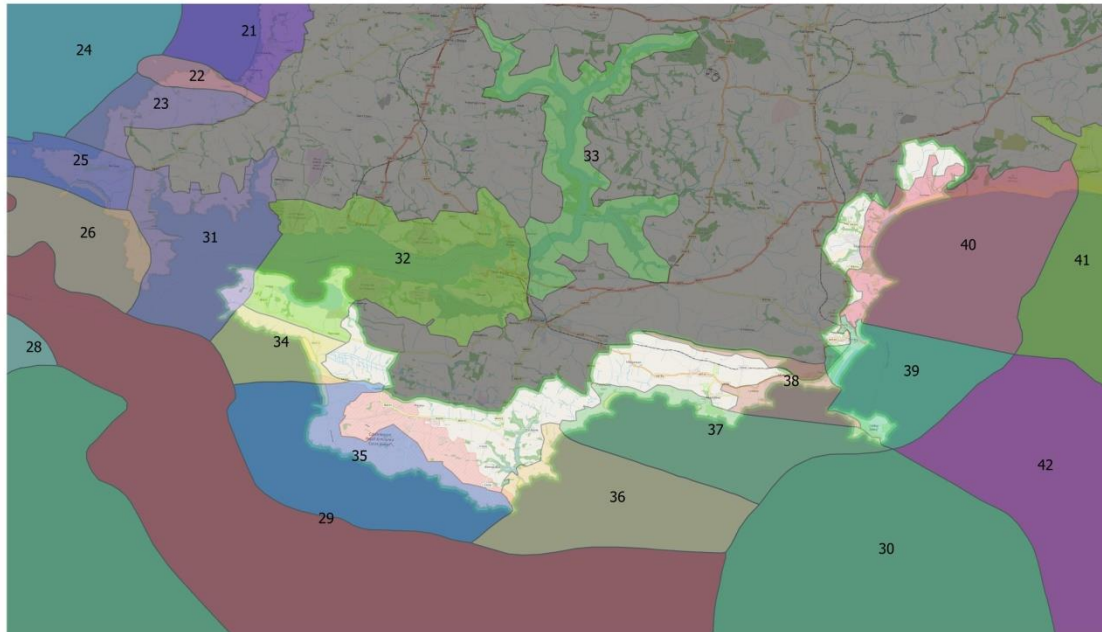
West Coast



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- [SCA21 St Brides Bay Coastal Waters East](#)
- [SCA22 St Brides Bay Coastal Waters South Borough Head](#)
- [SCA23 St Brides Bay Coastal Waters South Nab Head](#)
- [SCA25 Skomer Island and Marloes peninsula](#)
- [SCA26 Skokholm and Gateholm coastal waters](#)
- [SCA27 Grassholm and the Smalls](#)
- [SCA31 Outer Milford Haven](#)

South



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[SCA32 Inner Milford Haven](#)

[SCA34 Freshwater West](#)

[SCA35 Castlemartin Coastal Waters](#)

[SCA36 Stackpole Coastal Waters](#)

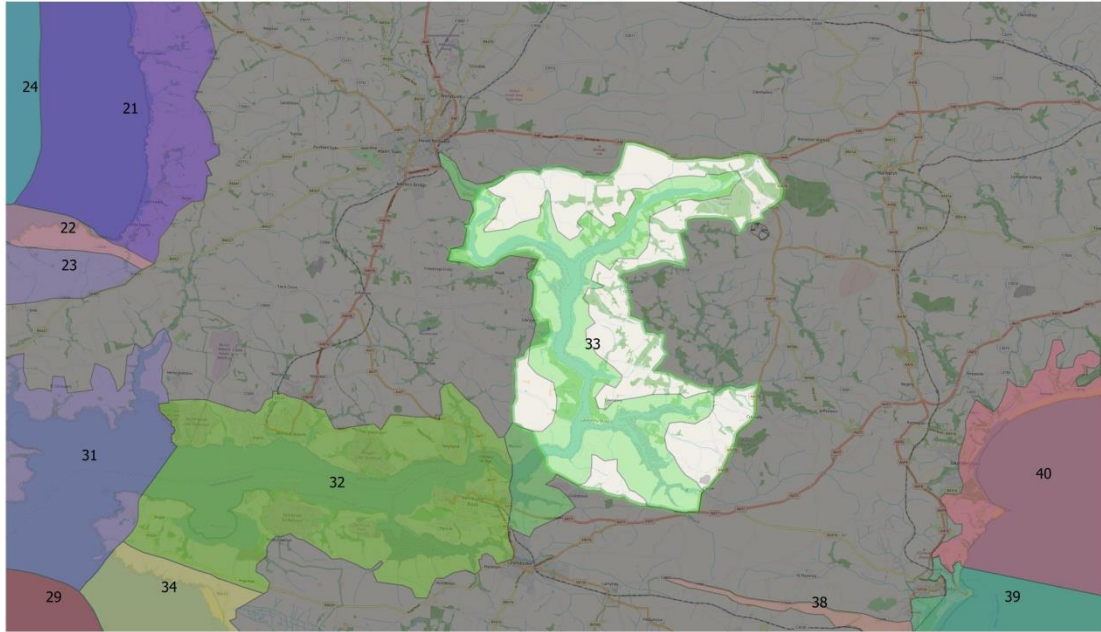
[SCA37 Freshwater East and Manorbier](#)

[SCA38 Lydstep Haven Coastal Waters](#)

[SCA39 Tenby and Caldey Island](#)

[SCA40 Carmarthen Bay West](#)

Daugleddau



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[SCA33 Daugleddau](#)

7. Tranquillity

7.1 Landscape Institute and Institute of Environmental Management and Assessment guidelines describe tranquillity as “a state of calm and quietude associated with peace, considered to be a significant asset of a landscape”⁴. Tranquillity suggests an absence of detracting forces (e.g. intrusive noise) and is enhanced by the presence of natural features and processes.

7.2 A significant area of the National Park is tranquil by most definitions. Noise from vehicles and watercraft can affect peace and quiet in otherwise-tranquil areas. Military activity at the ranges at Penally, Manorbier and Castlemartin can create an intermittent noise issue. Where energy, electrical or telecommunications infrastructure is sited prominently in the landscape and/or in remote areas, it may detract from the semi-natural aspect or perceived wildness of the area.

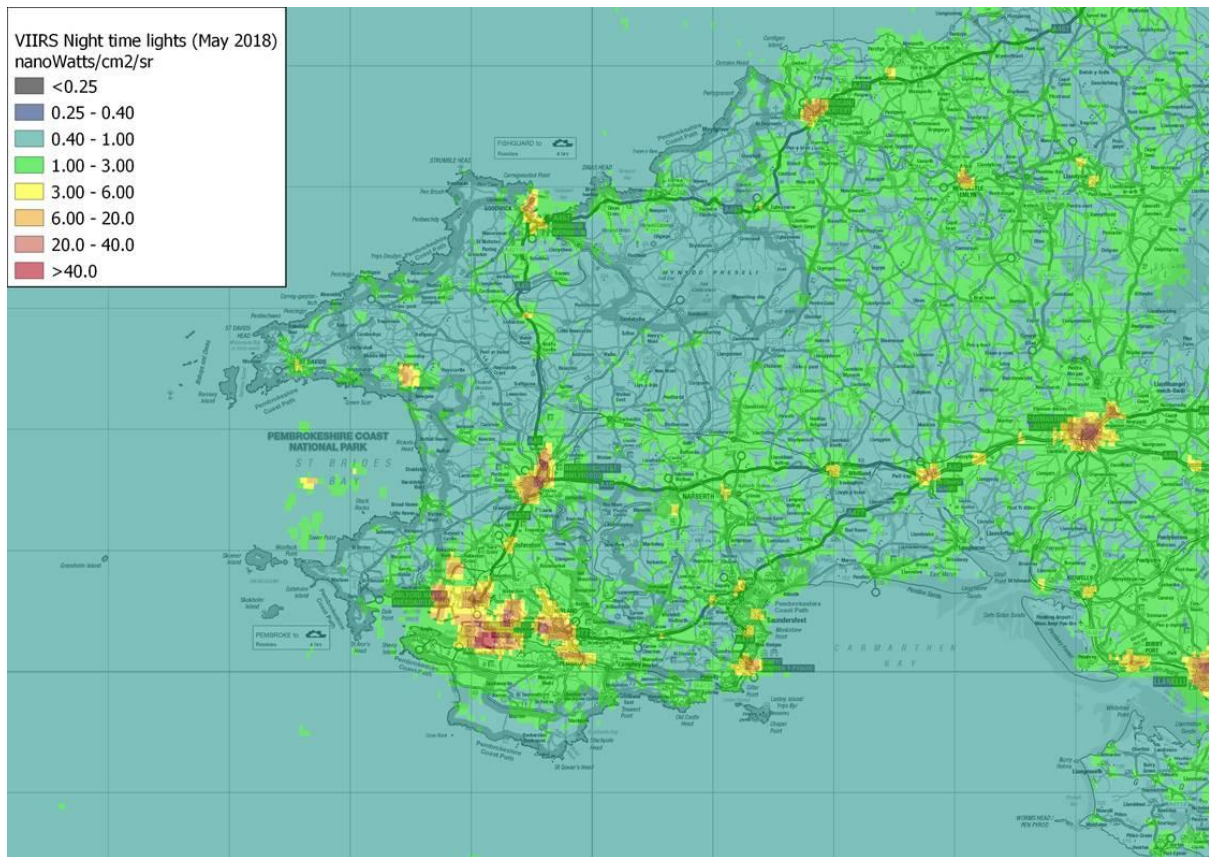
8. Dark skies

8.1 The Campaign to Protect Rural England has produced a light pollution map for the UK mainland.⁵ It shows the main settlement, industrial, business, defence and agricultural light sources in and outside the Park. The National Park Authority has recreated this from the Visible Infrared Imaging Radiometer Suite night time lights data from the National Oceanic and Atmospheric Administration⁶, re-classifying the data to fit with the ranges used by the Campaign to Protect Rural England.

⁴ Landscape Institute and Institute of Environmental Management and Assessment (2013) Guidelines for landscape and Visual Impact Assessment (3rd Edition), p158.

⁵ <http://www.nightblight.cpre.org.uk/maps/>

⁶ https://ngdc.noaa.gov/eog/viirs/download_dnb_composites.html



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8.2 Some settlement light sources may appear on the map principally because of street lighting and impacts may reduce considerably during Pembrokeshire County Council's street-lighting switch-off periods. The map does not necessarily show the relatively minor light sources which nevertheless have a local effect.

8.3 For luminance experienced on the ground, factors such as topography and vegetation cover have to be considered; for this reason it is desirable to model or otherwise source a ground-truthed light map.

8.4 Dark Sky Discovery Sites are small, accessible observation sites with good night sky quality, approved by the UK Dark Sky Discovery partnership. Accessibility and safety are key considerations in site selection. On cloudless, moonless nights, Dark Sky Discovery sites should provide enjoy clear views of the night sky, with the Milky Way visible after dark.

8.5 Sites in the National Park are:

- Skrinkle Haven National Park Authority car park
- Newgale beach (accessed from National Park Authority car park, adjacent Pebbles café)
- Poppit Sands beach (accessed from National Park Authority car park)
- Sychpant National Park Authority Picnic Site
- Garn Fawr National Trust car park
- Kete National Trust car park

- Martin's Haven National Trust car park

8.6 Recommendations of the Pembrokeshire Coast National Park Sky Quality Survey, 2015 are:

- Dark Sky Discovery site nomination (see next heading)
- Promoting the sites
- Reducing light pollution generally
- Reducing light pollution at key locations
- Avoiding future light pollution through planning guidance
- Avoiding future light pollution through voluntary initiatives
- Generating local support
- Evidencing benefits to the local economy
- Making links to other dark sky areas