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Planning policy statements and their relationship with tourism

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This research paper summarises coverage of issues relating to tourism within the body of Planning Policy Statements in Northern Ireland. As PPS16 is dealt with in another paper, this research is concerned with all of the other planning statements, and particularly PPS21. Comparisons are also made with tourism planning guidance in Ireland, and more briefly in Scotland, Wales and England.

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Key Points

- This research paper summarises coverage of issues relating to tourism within the body of Planning Policy Statements in Northern Ireland, and makes some comparisons with other jurisdictions.
- Within Planning Policy Statement (PPS) 21, Policy CTY 1 describes the types of development which are considered acceptable in the countryside. It signposts the Planning Strategy for Rural Northern Ireland as the most appropriate guidance on the granting of planning permission for tourism development.
- The draft PPS 16 makes a number of links with PPS 21. TSM 3: Tourism Development in the Countryside states that proposals for tourism development will be permitted in accordance with the provisions of PPS 21, including proposals associated with farm diversification schemes and Dispersed Rural Communities, as well as proposals involving the re-use of existing non-residential buildings.
- Tourism is referred to in a number of other Planning Policy Statements, including:
 - PPS 3: Access, Movement and Parking
 - PPS 4: Planning and Economic Development
 - PPS 6: Planning, Archaeology and The Built Heritage
 - PPS 8: Open Space, Sport and Outdoor Recreation
 - PPS 13: Transportation and Land Use
 - PPS 15: Planning and Flood Risk
- In addition to these *direct* references to tourism, a number of PPSs contain policies which could be *indirectly* linked to tourism, particularly those which seek to preserve the character of an area including features of natural or built heritage.
- In Ireland, regional planning guidelines are produced by eight separate regional authorities. References to tourism in such documents tend to be dispersed, and often note the economic contribution of touristic infrastructure, without making specific statements regarding planning controls specific to the issue of tourism.
- More specific comments on tourism are made by local authorities through 'development plans'. City development plans, such as Galway and Dublin, integrate tourism within strategies such as economic development and housing. Rural areas, such as Meath and Wexford, tend to address tourism within the context of maintaining the scenic character and heritage of an area.
- Scotland has a single Planning Policy Statement and tourism is interspersed throughout the document. Under Rural Development, it is stated that development should be linked to diversification through tourism in small towns and rural areas.
- Wales has a specific chapter on Tourism, Sport and Recreation in its planning documentation which states that tourism is vital to economic prosperity and job creation in many parts of Wales, and that it can be a catalyst for environmental protection, regeneration and improvement in both rural and urban areas.

Executive Summary

This research paper summarises coverage of issues relating to tourism within the body of Planning Policy Statements in Northern Ireland. Comparisons are also made with tourism planning guidance in Ireland, and more briefly in Scotland, Wales and England.

Within Planning Policy Statement (PPS) 21: Sustainable Development in the Countryside, Policy CTY 1 describes the types of development which in principle are considered acceptable in the countryside. It signposts the Planning Strategy for Rural Northern Ireland as the most appropriate guidance on the granting of planning permission for tourism development. Reference is also made to tourism in policies CTY 11 (farm diversification) and CTY 14 (rural character) of PPS 21.

The draft PPS 16 makes a number of links with PPS 21. TSM 3: Tourism Development in the Countryside states that proposals for tourism development will be permitted in accordance with the provisions of PPS 21, including tourism proposals associated with farm diversification schemes (CTY 11), and within Dispersed Rural Communities (CTY 2), as well as proposals involving the re-use of existing non-residential buildings for tourism purposes (CTY 4). Furthermore, TSM 5 states that the conversion of rural buildings for tourism use, such as a hotel, will be assessed under PPS 21.

Tourism is referred to in a number of other Planning Policy Statements. PPS 4: Planning and Economic Development states that proposals for the redevelopment of sites for tourism will be viewed sympathetically where a number of criteria can be met. These criteria include the stipulation that the scale and nature of the proposal does not harm the rural character of a local area, that there will be environmental benefits as a result of the redevelopment; and that the overall visual impact of replacement buildings is not significant.

PPS 6: Planning, Archaeology and The Built Heritage states that the cultural and environmental value of the archaeological and built heritage can help promote an area as a visitor destination. However, it also notes that tourism and recreation development can damage and destroy the assets it seeks to exploit through excessive visitor numbers and inappropriate development. Policy BH 15: The Reuse of Non-listed Vernacular Buildings of PPS 6 states that DoE wishes to encourage the reuse of buildings by sympathetic renovation for a range of appropriate uses, including tourism.

PPS 8: Open Space, Sport and Outdoor Recreation notes that the kinds of outdoor recreation specific to the countryside can contribute to the promotion of tourism, citing golf courses as an example. PPS 13: Transportation and Land Use states that accessibility by modes of transport other than the private car should be a key consideration in the location and design of development. As part of this section it is stated that the development of tourism facilities and tourist nodes linked to a specific physical, cultural or historic site should provide for access by public transport, walking and cycling wherever feasible.

In addition to these *direct* references to tourism, a number of PPSs contain policies which could be *indirectly* linked to tourism, particularly those which seek to preserve the character of an area including features of natural or built heritage.

Comparisons are made within this paper with the treatment of tourism within planning policy in other jurisdictions. In Ireland, regional planning guidelines are produced by eight regional authorities. References to tourism in such documents tend to be dispersed rather than contained within a dedicated section on tourism. In general, such references note the potential economic contribution of touristic infrastructure such as hotels and heritage trails, without making specific statements regarding planning controls specific to the issue of tourism.

More specific comments are made by local authorities through 'development plans' that seek to control development at a county level in Ireland. The Planning and Development Act 2000 states that objectives for 'regulating, promoting or controlling tourism development' may be indicated in these development plans. In general, tourism is addressed in more detail in such documents than in regional planning guidelines. City development plans, such as Galway and Dublin, integrate tourism within strategies such as economic development and housing. Rural areas, such as Meath and Wexford, tend to address tourism within the context of maintaining the scenic character and heritage of an area. Fáilte Ireland also produces regional tourism development plans, and can offer advice to planning authorities.

Scotland, has a single Planning Policy Statement covering a wide range of areas, and tourism is dealt with throughout the document rather than in a single section. It is referred to, for example, under the Rural Development section, where it is stated that development should be linked to diversification through tourism in small towns and rural areas.

By contrast, Wales has a specific chapter on Tourism, Sport and Recreation in its planning documentation. This states that tourism is vital to economic prosperity and job creation in many parts of Wales, and that it can be a catalyst for environmental protection, regeneration and improvement in both rural and urban areas. The policy also states the Welsh Assembly Government's objectives for tourism are to encourage sustainable tourism in Wales, while protecting and giving value to natural heritage and culture.

Finally, in England the government is currently attempting to streamline national planning policy through the draft National Planning Policy Framework. This draft makes two references to tourism under the heading of 'Support the rural economy', stating that planning strategies should maintain a prosperous rural economy including policies to support sustainable rural tourism and leisure developments that benefit rural businesses.

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Annex 1: Planning Policy Statement 21 (CTY1: Development in the Countryside)

Introduction

This research paper summarises coverage of issues relating to tourism within the body of Planning Policy Statements in Northern Ireland. It seeks to address the issue of whether tourism, and particularly tourism in rural areas, is already covered by other PPSs aside from PPS 16. The summary of information which follows suggests that no clear conclusion can be reached on this issue. While statements concerning tourism are present within at least seven PPS documents, coverage of tourism within these statements is diverse and varied. Comparison with tourism and planning statements in other jurisdictions suggests that such diverse coverage is not uncommon, and that there is no clear model of good practice elsewhere.

1 PPS 21 in relation to tourism

Section CTY1 of Planning Policy Statement (PPS) 21: Sustainable Development in the Countryside will be superseded by PPS 16: Tourism, as it relates to tourism development and the tourism policies of the Planning Strategy for Rural Northern Ireland (PSRNI).¹ What follows is a brief description of CTY1 as it currently stands. The full version of CTY1 is presented in Annex 1 of this paper for reference.

Policy CTY 1: Development in the Countryside describes the types of development which in principle are considered to be acceptable in the countryside. The policy sets out the requirements which must be met by development proposals, including both housing development and non-residential development. CTY1 signposts the PSRNI, and particularly its TOU Policies, as the most appropriate guidance on the granting of planning permission for tourism development. It states that other 'other types of development will only be permitted where there are overriding reasons why that development is essential and could not be located in a settlement'.

As well as section CTY 1, reference is also made to tourism in policies CTY 11 and CTY 14. The justification and amplification of CTY 11: Farm Diversification notes tourism and agri-tourism schemes as sustainable forms of diversification in the countryside.² In the justification and amplification of Policy CTY 14: Rural Character, the countryside of Northern Ireland is mentioned as a resource for tourism and recreation.³

¹ Draft Planning Policy Statement 16, Tourism, November 2010, p1; Planning Policy Statement 21 Development in the Countryside, p11-12

² Planning Policy Statement 21, Sustainable development in the countryside, p30

³ Planning Policy Statement 21, Sustainable development in the countryside, p37

2 References to PPS 21 in draft PPS 16

There are a number of references to PPS 21 within the draft PPS 16. For example, TSM 3: Tourism Development in the Countryside states that proposals for tourism development in the countryside will be permitted in accordance with the provisions of PPS 21 'Sustainable Development in the Countryside' which include:

- Tourism proposals associated with farm diversification schemes – Policy CTY 11
- Tourism proposals associated with Dispersed Rural Communities – Policy CTY 2
- Proposals involving the conversion and reuse of existing non-residential buildings for tourism purposes – Policy CTY 4⁴

The justification and amplification of TSM 5: Hotels in the Countryside states that the potential for the conversion and reuse of suitable rural buildings for tourism uses, including use as a hotel, will be assessed under PPS 21.⁵

PPS 16 states, in the justification and amplification of TSM 6: Self Catering Accommodation – New Multiple or Clustered Self Catering Units in the Countryside, that the policies in PPS 21 relating to the conversion and reuse of rural buildings, farm or forestry diversification and development in dispersed rural communities may provide other opportunities for small-scale self-catering accommodation in the countryside.⁶

The general section of TSM 8: Criteria for Tourism Development states that access onto a protected route for a tourism development in the countryside is in accordance with the amendment to Policy AMP 3 of PPS 3, as set out in Annex 1 of PPS 21.⁷

3 Direct references to tourism in other PPSs

A number of other Planning Policy Statements refer directly to tourism and tourism facilities. A summary of these references is as follows.

PPS 3: Access, Movement and Parking

The justification and amplification of Policy AMP 5: Disused Transport Routes mentions that former transport routes, such as railway lines and canals, have potential for reuse either for transportation purposes or for recreation, leisure or tourism.⁸

PPS 4: Planning and Economic Development

Policy PED 4: Redevelopment of an Established Economic Development Use in the Countryside states that proposals for the redevelopment of sites for tourism will be

⁴ Draft Planning Policy Statement 16, Tourism, November 2010, p13

⁵ Draft Planning Policy Statement 16, Tourism, November 2010, p19

⁶ Draft Planning Policy Statement 16, Tourism, November 2010, p21

⁷ Draft Planning Policy Statement 16, Tourism, November 2010, p26

⁸ Planning Policy Statement 3: Access, Movement and Parking, p29

viewed sympathetically where all of the following criteria can be met and where the proposal does not involve land forming all or part of an existing industrial estate:

- (a) the scale and nature of the proposal does not harm the rural character or appearance of the local area and there is only a proportionate increase in the site area;
- (b) there would be environmental benefits as a result of the redevelopment;
- (c) the redevelopment scheme deals comprehensively with the full extent of the existing site or in the case of partial redevelopment addresses the implications for the remainder of the site; and
- (d) the overall visual impact of replacement buildings is not significantly greater than that of the buildings to be replaced.⁹

PPS 6: Planning, Archaeology and The Built Heritage

According to PPS 6, the cultural and environmental value of features of the archaeological and built heritage can help promote an area as a visitor destination which can generate widespread economic benefits through tourism and leisure. However, tourism and recreation development can damage and destroy the assets it seeks to exploit through excessive visitor numbers, inappropriate development and other forms of adverse impact.¹⁰

The policy also states that the potential for tourism will be considered in the case for preservation of archaeological remains and their settings.¹¹

Policy BH 15: The Reuse of Non-listed Vernacular Buildings of PPS 6 states that the Department of the Environment wishes to encourage the reuse of buildings by sympathetic renovation or conversion for a range of appropriate uses, including tourism.¹²

PPS 8: Open Space, Sport and Outdoor Recreation

Policy OS 3: Outdoor Recreation in the Countryside notes that the activities that can be carried out in the countryside can contribute to the promotion of tourism.¹³ This policy also notes that golf courses and other open spaces can generate tourism.¹⁴

In Annex C: Key Bodies, PPS 8 notes the role that district councils have to play in tourism promotion.¹⁵

⁹ Planning Policy Statement 4: Planning and Economic Development, p23

¹⁰ Planning Policy Statement 6: Planning, Archaeology and The Built Heritage, p8

¹¹ Planning Policy Statement 6: Planning, Archaeology and The Built Heritage, p14

¹² Planning Policy Statement 6: Planning, Archaeology and The Built Heritage, p39

¹³ Planning Policy Statement 8: Open Space, Sport and Outdoor Recreation, p24

¹⁴ Planning Policy Statement 8: Open Space, Sport and Outdoor Recreation, p16

¹⁵ Planning Policy Statement 8: Open Space, Sport and Outdoor Recreation, p41

PPS 13: Transportation and Land Use

General Principle 2 states that accessibility by modes of transport other than the private car should be a key consideration in the location and design of development. As part of this section it is stated that the development of tourism facilities and tourist nodes linked to a specific physical, cultural or historic site should provide for access by public transport, walking and cycling wherever feasible, as this will assist in the promotion of more sustainable travel patterns and a more sustainable tourism product. At environmentally sensitive tourist destinations, the provision of off-site park and ride facilities may be required.¹⁶

General Principle 8 states that land required to facilitate improvements in the transport network should be afforded protection. As part of this section it is stated that the development plan should also afford protection where a transport study/plan highlights that a realistic opportunity exists for the reuse of a disused transport site or route for future transport purposes. Where this is not the case, such routes may still have potential for a recreational, nature conservation, and/or tourism related use.¹⁷

PPS 15: Planning and Flood Risk

An annex to PPS 14 notes that flooding can have an adverse effect on tourism.¹⁸

4 Potential impacts on tourism in other PPSs

Other than the direct references which have already been mentioned many of the PPSs contain policies which can be indirectly linked to tourism.

For example **PPS 2: Planning and Nature Conservation** makes no direct reference to tourism but does state that it advises on the treatment of nature conservation issues in development plans. It also outlines the criteria which the Planning Service will employ when processing planning applications which might affect nature conservation interests and to which developers should have regard when preparing proposals.¹⁹ Thus this PPS could also have an effect on tourism if, for example, there is an application to build a hotel near an area of nature conservation interest.

PPS 5: Retailing and Town Centres could also be significant to tourism. This policy concerns many kinds of retailing from local shopping to retail development.²⁰ This PPS states that an attractive and flourishing town centre can enhance the quality of life of its visitors, which may include tourists.²¹

¹⁶ Planning Policy Statement 13:Transportation and Land Use, p16

¹⁷ Planning Policy Statement 13:Transportation and Land Use, p23

¹⁸ Planning Policy Statement 15: Planning and Flood Risk, p30

¹⁹ Planning Policy Statement 2: Planning and Nature Conservation, p1

²⁰ Planning Policy Statement 5: Retailing and Town Centres, p1

²¹ Planning Policy Statement 5: Retailing and Town Centres, p7

Similarly **PPS 7: Quality Residential Environments** could also indirectly affect tourism. The policy highlights the need to protect features of the archaeological and built heritage when planning new builds.²² Such features may be important to tourism in the area.

PPS 9 is on the enforcement of planning control. This Planning Policy Statement sets out the general policy approach that the Department will follow in taking enforcement action against unauthorised development in Northern Ireland.²³

PPS 10 on Telecommunications states that the Department will permit proposals for telecommunications development where they will not result in unacceptable damage to visual amenity or harm to environmentally sensitive features or locations.²⁴ Such features could attract tourism to an area.

PPS 11: Planning and Waste Management makes reference to the need to consider built heritage and the character of the surrounding area when deciding on applications.²⁵ These features could be of importance to tourism to the area.

PPS 12: Housing in Settlements states that when considering an increase in housing density in established residential areas, great care should be taken to ensure that local character, environmental quality and amenity are not significantly eroded.²⁶ These features could be key to attracting tourists to an area.

PPS 17: Control of Outdoor Advertisements states that interesting features on buildings which an advertisement is to be placed, for example architectural details, should not be obscured or destroyed.²⁷ These details may be of significance to tourism in an area.

PPS 18: Renewable Energy states that permission will not be granted if it results in an unacceptable adverse impact on the visual amenity and landscape character.²⁸ This has clear implications for tourism.

²² Planning Policy Statement 7: Quality Residential Environments, p15

²³ Planning Policy Statement 9: The Enforcement of Planning Control

²⁴ Planning Policy Statement 10: Telecommunications, p13

²⁵ Planning Policy Statement 11: Planning and Waste Management, p19

²⁶ Planning Policy Statement 12: Housing in Settlements, p26

²⁷ Planning Policy Statement 17: Control of Outdoor Advertisements, p18

²⁸ Planning Policy Statement 18: 'Renewable Energy, p 8

5 Planning Legislation and tourism in Ireland

5.1 Background to the Irish planning system

The Department for Environment, Community and Local Government and An Bord Pleanála are responsible for planning in Ireland. The Department frames legislation and issues policy guidance in respect of national planning issues. An Bord Pleanála is an independent third party planning appeals board.

Eight regional authorities are responsible for drafting and implementing regional planning guidelines. Guidelines address a wide range of matters including conservation of the natural and built heritage.

Local authorities are responsible for the implementation of the physical planning system. Local authorities include County Councils, City Councils, and Borough or Town Councils. The authority publishes a development plan for the area which includes policies for land use and development control. The plan is required to be open to public consultation and is officially adopted by elected councillors of the local authority. Local area plans may also be prepared for specific areas within the remit of the relevant local authority. However, the development plan takes precedence should any conflicts of interest arise. This is legislated for in the Planning and Development Act 2000:

A local area plan may remain in force in accordance with paragraph (a) notwithstanding the variation of a development plan or the making of a new development plan affecting the area to which the local area plan relates except that, where any provision of a local area plan conflicts with the provisions of the development plan as varied or the new development plan, the provision of the local area plan shall cease to have any effect.²⁹

5.2 Planning, tourism and the environment

Planning guidance in respect of facilitating and promoting tourism in Ireland is determined at a regional and local level through regional planning guidelines and area development plans. This is addressed in the Planning and Development Act 2000. The Act indicates that in relation to the location and pattern of development, objectives for 'regulating, promoting or controlling tourism development' may be indicated in the development plan.³⁰

Strategic Environmental Assessments (SEA) were introduced to the planning system in Ireland on 21 July 2004 by the SEA Directive (2001/42/EC). This provides for environmental considerations at an early stage of the planning process. The scope of

²⁹ Ireland *The Planning and Development Act, 2000 Chapter II, section 18, paragraph 4(b)*

³⁰ Ireland *The Planning and Development Act, 2000, First Schedule, Part I, paragraph 5*

the Directive includes provisions for an environmental assessment to be carried out for plans and programmes to include tourism development.³¹

Fáilte Ireland, as established by the National Tourism Development Authority Act 2003, offers an advice service to planning authorities on a limited number of planning applications. In particular, Fáilte Ireland focuses on developments located within designated scenic landscapes; areas of high tourist amenity such as cultural heritage sites and historic towns; areas where high water quality is important to tourism; and proposals for tourism amenities and facilities.³² Fáilte Ireland also produces regional tourism development plans which may prove an influential document to regional and local authorities when producing guidelines and plans.

5.3 Addressing tourism in regional planning guidelines

The content of regional planning guidelines varies by authority. However, the structure of the guidelines stays quite similar in that it is a high level strategic document which informs the development policies of local authorities and adheres to the national spatial planning policies. Regional planning guidelines have to be reviewed on a six yearly cycle.

In general, tourism is addressed throughout regional planning guidelines as a direct relation to, or as a result of, policies in areas such as economic development, population growth and settlement, infrastructure, the environment and community development. For example, the Greater Dublin guidelines are extensive as they cover the Mid-East authority and Dublin authority. Tourism is highlighted throughout the guidelines rather than having a dedicated 'section' that addresses tourism as a single issue. In particular, tourism is addressed in the context of being a key contributor to the regional economy with a range of attractions and visitor accommodation adding to the appeal of the area. The guidelines state that:

*Tourism promotion is an important consideration from an economic development perspective, and one which is likely to have positive spillovers into other aspects of the region's economy and society, such as quality of life improvements for the region's permanent residents, and increasing the attractiveness of the region for inward investment.*³³

The guidelines also address the need for the promotion of rural tourism within the broad rural development section of the guidelines. Strategic recommendation five states there is a requirement for a balance between the need to preserve the natural

³¹ Government of Ireland, Implementation of SEA Directive (2001/42/EC): Assessment of the Effects of Certain Plans and Programmes on the Environment. Guidelines for Regional Authorities and Planning Authorities. November 2004

³² Fáilte Ireland, Environmental Action Plan 2007-2009, Section 2.6

³³ Greater Dublin Authority, Regional Planning Guidelines 2010-2022, p45

environment, farming and making the countryside accessible to those who wish to visit it.³⁴

The Mid-West Regional Planning Guidelines address tourism within the contextual background of the guidelines as a significant contributor to the economy of the region. In particular it states that in order to develop new tourist amenities;

*Planning Authorities should give consideration to the adoption of policies to facilitate the accommodation of significant visitor, tourism and recreation-related developments that would form the basis of a tourist sector.*³⁵

The Midland Regional Authority is unique in that it addresses tourism more specifically. Chapter 7 of its Regional Planning Guidelines 2010–2022³⁶ concentrates on tourism as a single subject area. It affirms the need for heritage trails to be promoted as a significant tourist attraction. This includes the need for a network of supporting infrastructure to be developed, including the availability of a broad range of accommodation to increase the amount of visitor numbers and subsequently their length of stay. Furthermore it addresses the potential of developing and promoting the natural heritage in the area. Policies contained in the plan address the need for development whilst retaining the natural character of the area regarding issues of capacity and environmental sensitivity.³⁷

5.4 Addressing tourism in development plans

The content of the development plan is produced by the local authorities. It is the strategic document that controls development at a county level in Ireland. The plan focuses on the authority's objectives for the land use of particular areas, improvements to road infrastructure and preserving and/or extending amenities in the area.

In general, tourism is addressed in more detail than in regional planning guidelines. City development plans, such as Galway and Dublin, integrate tourism as closely related to over-arching strategies such as economic development, housing, cultural and heritage protection and infrastructure. With regards to more rural areas, Meath County Council for example addresses rural tourism in the context of cultural, heritage and landscape protection;

*It is the policy of Meath County Council to promote sustainable tourism in a way that maintains the quality of the rural landscape and rural townscapes, the quality of natural and man-made waterways, the county's scenic character, and the archaeological and architectural heritage of the county.*³⁸

³⁴ Greater Dublin Authority, Regional Planning Guidelines 2010-2022, p109

³⁵ Mid-West Regional Authority, Regional Planning Guidelines 2010-2022, p29

³⁶ Midland Regional Authority, Regional Planning Guidelines 2010-2022

³⁷ A detailed table of tourism policies and objectives can be found on pgs.145-146 of the guidelines

³⁸ Meath County Development Plan 2007-2013, Chapter 8, p322

The Development Plan for County Wexford addresses tourism, recreation and leisure as a single chapter with particular reference to sustainable tourism. The plan addresses the need to promote tourism whilst protecting the built environment. Objective TRL1 of the plan states the need to ‘protect and conserve those natural, built and cultural features that form the resources on which the County’s tourist industry is built.’³⁹

6 Comparison with other jurisdictions

6.1 Scotland

Scotland, unlike Northern Ireland, has a single Planning Policy Statement covering a wide range of areas. Tourism is dealt with in a similar way as the current situation in Northern Ireland, in that there is not an individual section on tourism but rather it is mentioned throughout in relation to other subjects. For example, under Economic Development it is stated that the tourism industry is one of Scotland’s largest business sectors and planning authorities should support high quality tourism-related development, including the provision of appropriate facilities in key locations across urban and rural Scotland.⁴⁰ Similarly, tourism is mentioned again under the Rural Development section, where it is stated that development should be linked to diversification through tourism in small towns and rural areas.⁴¹

6.2 Wales

Wales is different to Northern Ireland and Scotland in that it has a separate section for tourism in its Planning Policy.⁴² Under the chapter Tourism, Sport and Recreation, it is stated that tourism is vital to economic prosperity and job creation in many parts of Wales, and that tourism is a significant and growing source of employment. It also notes that tourism can be a catalyst for environmental protection, regeneration and improvement in both rural and urban areas. The policy also states the Welsh Assembly Government’s objectives for tourism which are:

*...to encourage sustainable tourism in Wales, promoting local prosperity and supporting community well-being and involvement, while protecting and giving value to natural heritage and culture and to manage the tourism sector in ways which minimise environmental impact.*⁴³

The text of the policy gives detailed guidance on tourism and planning, for example stating that,

³⁹ Wexford County Development Plan 2007-2013, Section 8, p2

⁴⁰ Planning Policy Statement, The Scottish Government, p0

⁴¹ Planning Policy Statement, The Scottish Government, p19

⁴² Planning Policy Wales Edition 4, Chapter 11 Tourism, Sport and Recreation

⁴³ Planning Policy Wales Edition 4, Chapter 11 Tourism, Sport and Recreation, p155

...development for tourism, sport and leisure uses should, where appropriate, be located on previously developed land. The sensitive refurbishment and reuse of historic buildings presents particular opportunities for tourism and leisure facilities.⁴⁴

While in other jurisdictions tourism is only mentioned within the context of other issues, in Wales, tourism is dealt with in much more detail.

6.3 England

The government is currently attempting to streamline national planning policy into a consolidated set of priorities to consider when planning for and deciding on new development.⁴⁵ The aim of the new draft National Planning Policy Framework is to streamline national policy from over 1,000 pages to 52 pages.⁴⁶ The draft National Planning Policy Framework was published on 25 July 2011 for consultation, which closed on 17 October 2011.⁴⁷ This draft makes two references to tourism under the heading of 'Support the rural economy', stating that planning strategies should maintain a prosperous rural economy including policies to support sustainable rural tourism and leisure developments that benefit rural businesses, communities and visitors and which respect the character of the countryside. This should include supporting the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres.⁴⁸

Currently tourism is mentioned throughout other policies but has no Planning Policy Statement of its own. There is, however, a Good Practice Guide on Planning for Tourism which covers many areas from choosing the best location to design and sustainability.⁴⁹

⁴⁴ Planning Policy Wales Edition 4, Chapter 11 Tourism, Sport and Recreation, p156

⁴⁵ Communities and Local Government, Media summary - Draft National Planning Policy Framework

⁴⁶ Communities and Local Government, National Planning Policy Framework, <http://www.planningportal.gov.uk/planning/planningpolicyandlegislation/reform/nppf>

⁴⁷ Communities and Local Government, National Planning Policy Framework

⁴⁸ Communities and Local Government, Draft National Planning Policy Framework, p20

⁴⁹ Communities and Local Government, Good Practice Guide on Planning for Tourism

Planning policies and tourism: Annex 1

Policy CTY 1: Development in the Countryside (section of PPS 21 to be superseded by PPS 16)

There are a range of types of development which in principle are considered to be acceptable in the countryside and that will contribute to the aims of sustainable development. Details of these are set out below.

Other types of development will only be permitted where there are overriding reasons why that development is essential and could not be located in a settlement, or it is otherwise allocated for development in a development plan.

All proposals for development in the countryside must be sited and designed to integrate sympathetically with their surroundings and to meet other planning and environmental considerations including those for drainage, access and road safety. Access arrangements must be in accordance with the Department's published guidance.

Where a Special Countryside Area (SCA) is designated in a development plan, no development will be permitted unless it complies with the specific policy provisions of the relevant plan.

(a) Housing Development

Planning permission will be granted for an individual dwelling house in the countryside in the following cases:

- A dwelling sited within an existing cluster of buildings in accordance with Policy CTY 2a;
 - A replacement dwelling in accordance with Policy CTY 3;
 - A dwelling based on special personal or domestic circumstances in accordance with Policy CTY 6;
 - A dwelling to meet the essential needs of a non-agricultural business enterprise in accordance with Policy CTY 7;
 - The development of a small gap site within an otherwise substantial and continuously built up frontage in accordance with Policy CTY 8; or
 - A dwelling on a farm in accordance with Policy CTY 10.
- Planning permission will also be granted in the countryside for:
- A small group of houses in a designated Dispersed Rural Community in accordance with Policy CTY 2;
 - The conversion of a non-residential building to a dwelling(s) in accordance with Policy CTY 4;
 - The provision of social and affordable housing in accordance with Policy CTY 5;

- A residential caravan or mobile home in accordance with Policy CTY 9;
- The conversion of a listed building to residential accommodation in accordance with the policies of PPS 6;
- An extension to a dwelling house where this is in accordance with the Addendum to PPS 7; or
- Travellers Accommodation where this is in accordance with Policy HS 3 of PPS 12.

(b) Non-Residential Development

Planning permission will be granted for non-residential development in the countryside in the following cases:

- Farm diversification proposals in accordance with Policy CTY 11;
- Agricultural and forestry development in accordance with Policy CTY 12;
- The reuse of an existing building in accordance with Policy CTY 4;
- Tourism development in accordance with the TOU Policies of PSRNI;
- Industry and business uses in accordance with PPS 4 (currently under Review);
- Minerals development in accordance with the MIN Policies of PSRNI;
- Outdoor sport and recreational uses in accordance with PPS 8;
- Renewable energy projects in accordance with PPS 18; or
- A necessary community facility to serve the local rural population.

There are a range of other types of non-residential development that may be acceptable in principle in the countryside, e.g. certain utilities or telecommunications development. Proposals for such development will continue to be considered in accordance with existing published planning policies.