Mynyddoedd Cambrian Mountains: Dyfodol Cambrian Futures

Statws Tirwedd i Fynyddoedd Cambrian- astudieth ddichonoldeb
Landscape Status for the Cambrian Mountains- a feasibility study

Technical Report

ar gyfer/for

Menter Mynyddoedd Cambrian
Cambrian Mountains Initiative

Medi/September 2019

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MYNYDDOEDD CAMBRIAN MOUNTAINS

PRIFYSGOL ABERYSTWYTH UNIVERSITY

arwain

Ymddiriedolaeth Cwm Elan
Elan Valley Trust

Llywodraeth Cymru Welsh Government

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Crynodeb

Y Briff

Y bwriad yw codi proffil Mynyddoedd Cambrian fel safon genedlaethol ar gyfer menter ac arloesedd gwledig a chynaliadwy. Mae cyflawni hyn yn gofyn ymagwedd reoledig tuag at y ffordd y mae 'cyfoeth naturiol' y rhanbarth yn cael ei drin. Golyga hyn gydlynu camau gweithredu ar draws ffiniau gweinyddol sydd eisoes yn bodoli.

Allbynnau

Ceir dau adroddiad:

- **Adroddiad Technegol** sy'n cyflwyno disgrifiad manwl o'r prosesau a ddilynwyd, y data a gasglwyd, eu ffynhonnell a'r dadansoddiad ohonynt. Bwriad yr adroddiad hwn yw bod yn sail i drafodaeth drwy ddarparu adolygiad cynhwysfawr.
- **Cynnig i'w Drafod** sy'n cyflwyno model ar gyfer cydlynu a datblygu adfywio a rheoli cynaliadwyedd yn yr ardal. Diben y ddogfen hon yw ysgogi trafodaeth ar sail yr Adroddiad Technegol.

Ardal yr astudiaeth

Mae ardal yr astudiaeth yn ymestyn dros 1,968km2 sy'n cynnwys tri awdurdod lleol (Powys, Ceredigion a Sir Gaerfyrddin) a 54 o gynghorau cymuned (Ffigwr 1). Mae'n gartref i dros 30,000 o bobl. Mae'r adroddiad yn cynnwys disgrifiad a dadansoddiad o adnoddau naturiol, wedi'u gweithgynhyrchu, ariannol, dynol a chymdeithasol yr ardal.

Rhaglenni a mentrau sy'n bodoli eisoes

Ceir amrywiaeth eang o fentrau a reolir gan y gymuned neu gyrff anllywodraethol yn gweithio yn a thros yr ardal. Mae'r adroddiad yn cynnwys cyflwyniad i ddeg menter. Ar reoli adnoddau naturiol, treftadaeth neu adfywio y mae eu ffocws yn bennaf.

Dadansoddiad Risg

Gall pedwar maes risg effeithio ar lwyddiant unrhyw fenter newydd:

- Newid yn yr hinsawdd
- Brexit
- Materion cenedlaethol
- Materion lleol

Mae'r adroddiad yn ystyried pob un mewn cryn fanylder gyda materion penodol i fynd i'r afael â nhw.

Ystod o ddewisiadau

Mae'r adroddiad yn cynnwys dadansoddiad o naw model a strwythur rheoli a ddefnyddir yn y DU ac Ewrop:

- Parciau Naturiol Rhanbarthol Ffrainc
- Parciau Rhanbarthol yr Alban
- Parciau Rhanbarthol Lloegr
- Parciau Rhanbarthol Cymru (cynnig sy'n ceisio cefnogaeth gan Lywodraeth Cymru)
- Parc Cenedlaethol
- Ardal o Harddwch Naturiol Eithriadol
- Ardal o Harddwch Cenedlaethol (Yr Alban)
- Gwarchodfa Fiosffer
- Geoparc

Ar gyfer pob model, ceir disgrifiad ynghyd â rhestr o briodweddau. Mae deddfwriaeth sylfaenol

neu gytuniad rhyngwladol yn diffinio rhai; mae eraill yn defnyddio dull pwrpasol o greu.

Nodir ychydig strwythurau llywodraethu yn yr adroddiad. Ceir sawl ffactor i'w ystyried er mwyn penderfynu ar y strwythur cywir megis:

- A fydd y corff yn y sector cyhoeddus, preifat neu wirfoddol?
- Sut bydd y sefydliad yn derbyn cyllid?
- A fydd aelodau â phleidlais yn rheoli'r sefydliad?
- A fydd y sefydliad yn ceisio cael ei ymgorffori?
- A fydd y sefydliad yn elusennol?

Ymgysylltu â rhanddeiliaid

Fel rhan o'r astudiaeth hon, cawsom ymateb o 80% yn sgil cysylltu â 135 o unigolion a chynrychiolwyr. Bu'r cyfweliadau'n un i un gan ddefnyddio cwestiynau wedi'u strwythuro.

Ochr yn ochr â hyn, cynhaliwyd arolwg gan MMC fel rhan o gyfres o sesiynau 'galw heibio' wedi'u targedu ar y sector twristiaeth a chymunedol. Mynychwyd y sesiynau gan gyfanswm o 157 o bobl a chafwyd ymateb o tua 70%.

Adroddiad am y canfyddiadau

Nid yw dynodiad parc cenedlaethol yn ddewis dichonadwy am sawl rheswm gan gynnwys agwedd elyniaethus tuag at y dynodiad hwnnw, dim ewyllys gwleidyddol a chost uchel ganfyddedig.

Mae AHNE yn dal i fod yn ddewis ond heb fawr o gefnogaeth i'w gweld gan dirfeddianwyr. Beth bynnag, mae'r cyrff dynodi i'w gweld yn betrusgar wrth symud i'r cyfeiriad yma.

Cafwyd cefnogaeth, gan gynnwys gan ffermwyr, i ardal ddiffiniedig o dan reolaeth yr awdurdodau lleol. Mae costau a gwrthwynebiad i or-reoleiddio'n awgrymu'r angen i'r awdurdodau presennol gadw pwerau cynllunio a chadw unrhyw gostau staff i'r isafswm angenrheidiol ar gyfer rheoli effeithiol.

Ceir cytundeb cryf mai ardal neilltuol yw Mynyddoedd Cambrian ac iddi gymeriad unigryw. Daw pedair thema i'r fei fel rhai sy'n gofyn cael eu hintegreiddio a'u cydgysylltu'n fwy:

mynediad/hamdden;
cydnerthedd cymunedol;
cynllunio datblygu ; a
chymorth i reoli tir.

Materion i ymdrin â nhw

Mae'n bosibl canfod wyth thema a all fod yn gynsail i'r math o sefydliad y mae pobl yn gofyn amdano. Y rhain yn nhrefn yr wyddor yw:

Themâu sy'n dod i'r fei yn sgil yr ymgysylltu
Biwrocratiaeth – ceir rhai sy'n teimlo bod gormod o reoleiddio'n mygu mentergarwch lleol. Ond mae angen cymorth allanol ar yr economi leol. Sut mae grymuso pobl leol i gyflawni'r uchelgais cenedlaethol?
Cydlynu – yn gysylltiedig yn agos â chyfathrebu, ceir rhywfaint o bryder bod y fframwaith polisi ar draws Mynyddoedd Cambrian yn anghyson o ran ei gynllun a'i weithredu; bod prosiectau'n mynd a dod heb etifeddu na gwybodaeth nac adnoddau a bod ymdrech yn cael ei dyblygu a chyfleoedd eu colli. Beth yw'r ffordd orau o gyflwyno ymagwedd integredig ar draws yr ardal?
Cyfathrebu – mae dryswch am bwy sy'n gwneud beth a pham ym Mynyddoedd Cambrian. Teimlai rhai pobl nad yw eu llais yn cael ei glywed. Beth yw'r ffordd orau o goladu a lledaenu gwybodaeth?
Cynrychiolaeth – ceir rhai sy'n teimlo dan fygythiad pan fydd 'pobl ddŵad' neu 'arbenigwyr' yn credu mai nhw sy'n gwybod orau ('trefedigaethu amgylcheddol'). Pwy sy'n siarad dros Fynyddoedd Cambrian a chyda pha awdurdod? Sut gallwch greu corff cynhwysol sy'n effeithlon ac yn effeithiol?
Diffiniad – cytunir bod Mynyddoedd Cambrian yn endid ond mae ansicrwydd am ei hyd a'i led.

Lle dylai'r ffiniau fod?
Dynodiad – mae amheuaeth sylweddol ynglŷn â dynodiadau ffurfiol, yn enwedig 'Parc Cenedlaethol', yn llai felly o ran 'Ardal o Harddwch Naturiol Eithriadol'. A oes modd i ddynodiadau alluogi, bod yn ysgafn eu cyffyrddiad a chynnig gwerth am arian?
Hunaniaeth – ceir cytundeb bod gan Fynyddoedd Cambrian dirwedd amaeth o werth ynghyd â diffeithwch helaeth a thawel. Sut gallwch godi proffil yr ardal heb ddiraddio ei phriodweddau arbennig?
Ac ymhlyg â'r trafodaethau:
Hyblygrwydd. A yw'r llywodraethu a'r dulliau gwaith yn sefydlog neu a ellir eu haddasu i ddiwallu anghenion lleol?

Mae pedwar pwnc penodol yn dod i'r fei fel rhai sydd angen mwy o gysoni gweinyddol, sef:

Pynciau sy'n dod i'r fei yn sgil yr ymgysylltu
Cydnerthedd cymunedol, yn enwedig gwella iechyd a llesiant poblogaeth yr ardal. Ceir anawsterau gyda mynediad, lefelau isel o ddarpariaeth gwasanaethau, arwahanrwydd, costau uwch a diffyg dewis neu ansawdd.
Cynllunio datblygu, yn enwedig wrth sicrhau rheoleiddio cyson ar draws yr ardal
Mynediad a hawliau tramwy, yn enwedig wrth sicrhau cysondeb o ran arwyddion, gwaith ar lwybrau troed, rheoli erydu a gorfodi;
Rheoli tir, yn enwedig o ran cymorth i ffermwyr drwy daliadau amaeth-amgylcheddol a thaliadau am wasanaethau ecosystemau.

Dadansoddiad o'r dewisiadau

Cymhariaeth syml o bob model yw'r asesiad cyntaf mewn cysylltiad â'r themâu a'r pynciau.

- Y paru cryfaf i ymdrin â'r materion dan sylw yw'r **Ardal o Harddwch Naturiol Eithriadol (AHNE)** a ddilynir yn agos gan **Barc Naturiol Rhanbarthol Ffrainc** a **Pharc Rhanbarthol Cymoedd Cymru**. Mae'r sgôr uchel i Barciau Rhanbarthol Lloegr yn adlewyrchu budd deddfwriaeth bwrpasol sy'n cynnig sicrwydd a hyblygrwydd. Mae sgôr isel i Ardal o Harddwch Cenedlaethol, yn bennaf oherwydd y diffyg rheoli ym model yr Alban.
- Y paru cryfaf i ymdrin â'r pynciau dan sylw yw **Parc Naturiol Rhanbarthol Ffrainc**, a ddilynir yn agos gan y **Parc Cenedlaethol**. Mae hyn oherwydd bod gan y cyrff hyn awdurdod a roddir iddynt drwy statud a chontract. Mae **Ardal o Harddwch Naturiol Eithriadol (AHNE)** a **Pharc Rhanbarthol Cymoedd Cymru** hefyd yn gweddu'n dda i'r pynciau, hyd yn oed heb bwerau statudol. Naill ai nid oes gan y modelau eraill swyddogaeth effeithiol o fewn y pynciau neu ddim pwerau. text

Mae'r asesiad yma'n rhoi trosolwg defnyddiol ar allu pob dewis i ymdrin â'r materion. Ar ôl dadansoddi pellach, daw dau fodel rheoli i'r blaen i'w hystyried ymhellach:

- Model pwrpasol
- Ardal o Harddwch Naturiol Eithriadol

Model pwrpasol

Ceir cyfle i greu model sy'n gallu darparu cymorth i Fynyddoedd Cambrian yn y tymor byr heb angen deddfwriaeth newydd neu ddynodiad. Yn wir, gallai creu model gwirfoddol, gyda'r dewis i optio i mewn/optio allan fel a geir yn Ffrainc, fod yn ddeniadol iawn. Ni ddylai'r model ddyblygu na lleihau prosiectau a rhaglenni sydd eisoes yn bodoli ond rhaid iddo ychwanegu gwerth at ymdrechion lleol. Rhaid iddo fod â dibenion a swyddogaethau clir sydd o werth i gymunedau lleol.

Er mwyn sicrhau hyn, mae angen hyrwyddwr lleol cydnabyddedig sy'n gallu ennyn a llywio cefnogaeth sylweddol ar hyd a lled yr ardal.

Ardal o Harddwch Naturiol Eithriadol

Mae'r diffiniad a'r ffordd o greu AHNE yn glir. Fe'i nodir mewn deddfwriaeth sydd eisoes yn bodoli. Fe ddichon fod rhai rhannau o ardal yr astudiaeth yn bodloni meini prawf 'harddwch naturiol' ond nid pob un ohonynt. Mae rhywfaint o hyblygrwydd gyda'r strwythur llywodraethu ond mae'n debyg mai'r tri chyngor sir fyddai'r cyrff pennaf. Byddai'r model yn denu cyllid cyhoeddus ar gyfer ei gostau craidd, ond gall rhai ddadlau bod y fiwrocratiaeth yn ychwanegu baich diangen. Fodd bynnag, ceir llawer o enghreifftiau o arferion da i ddangos y gall y model fod yn eithaf hyblyg a dod â buddion sylweddol i ardal i orbwyso costau'r gwasanaeth. Mae'r problemau'n cynnwys ennill cefnogaeth wleidyddol a'r adnoddau (cyllid ac amser) i redeg proses weinyddol y creu. Penderfynir hynny gan reoleiddio; byddai'n rhaid cael asesiad tirwedd ffurfiol ac ymchwiliad cyhoeddus llawn. Gallai gymryd rhai blynyddoedd i'w gyflawni.

Mae Cymdeithas Mynyddoedd Cambrian yn gweithio'n galed i sicrhau gwell cydnabyddiaeth ar gyfer Mynyddoedd Cambrian. Mae'n credu y gall AHNE ddod â buddion mawr a pharhaol i'r ardal. Nid oes angen dyblygu eu hymdrech ond dylid cydlynu camau gweithredu.

Y Cynnig

Rydym yn cynnig bod y cymunedau lleol yn creu diffiniad gwirfoddol a all esblygu ochr yn ochr â Pharc Rhanbarthol Cymoedd Cymru. Mae enw'r diffiniad hwn yn agored i'w drafod ond fel teitl dros dro, rydym yn defnyddio 'Mynyddoedd Cambrian, ardal o bwysigrwydd cenedlaethol'.

Summary

The brief

The intent is to raise the profile of the Cambrian Mountains as a national standard for sustainable rural enterprise and innovation. To achieve this requires a managed approach to the treatment of the 'natural wealth' of the region. This means the matching of actions across existing administrative boundaries.

Outputs

There are two reports:

- A **Technical Report** that presents a detailed description of the processes followed, the data collected its analysis and source. The intent of this report is to inform debate by providing a comprehensive review.
- A **Proposal for Discussion** that introduces a model for the co-ordination and development of regeneration and sustainability management in the area. The purpose of this document is to stimulate debate, based on the Technical Report.

The study area

The study area covers 1,968km2 spanning three local authorities (Powys, Ceredigion and Carmarthenshire) and 54 community councils (Figure 1). It is home to over 30,000 people. The report includes a description and analysis of the natural, manufactured, financial, human and social resources of the area.

Existing programmes and initiatives

There is a wide variety of community or NGO run initiatives operating in and for the area. The report contains an introduction to ten initiatives. Their focus is primarily on natural resource management, heritage or regeneration.

Risk analysis

Four areas of risk may affect the success of any new initiative:

- Climate change
- Brexit
- National issues
- Local issues

The report considers each in some detail with specific issues to address.

Range of options

The report contains an analysis of nine management models and structures in use in the UK and Europe:

- French Regional Natural Parks
- Scottish Regional Parks
- English Regional Parks
- Welsh Regional Parks (a proposal seeking support from the Welsh Government)
- National Park
- Area of Outstanding Natural Beauty
- National Scenic Area (Scotland)
- Biosphere Reserve
- Geopark

For each model, there is a description complete with a list of characteristics. Primary legislation or international treaty defines some; others use a bespoke means of creation.

A few governance structures are set out in the report. There are several factors to consider to determine the right structure, such as:

- Will the body be in the public, private or voluntary sector?
- How will the organisation get funds?

- Will voting members control the organisation?
- Will the organisation seek incorporation?
- Will the organisation be charitable?

Engagement with stakeholders

As a part of this study, an approach to 135 individuals and representatives gave an 80% return. Interviews were one-to-one, using structured questions.

In parallel, CMI carried out a survey, as part of a broader set of 'drop in' sessions targeted at the tourism and community sector. In total, 157 people attended the sessions and there was around a 70% return.

Report on findings

National park designation is not a feasible option for several reasons including antipathy towards that designation, no political will and a perceived high cost.

AONB remains an option but with apparently little support from landowners. In any case, the designating bodies appear hesitant in moving in this direction.

There was support, including from farmers, for a defined area within the sphere of local authority management. Costs and resistance to over-regulation suggest the need for the existing authorities to retain planning powers and to keep any staff costs down to the minimum necessary for effective management.

There is strong agreement that the Cambrian Mountains is a distinctive area with a discrete character. Four themes emerged as requiring more integration and co-ordination:

1. access/recreation;
2. community resilience;
3. development planning; and
4. land management support.

Issues to address

It is possible to find eight themes that can form the type of organisation people are asking for. Listing in alphabetical order, they are:

Themes emerging from engagement
Bureaucratic – there are some who feel that excessive regulation stifles local enterprise. But the local economy does need external support. How do you empower local people to deliver the national ambition?
Communication – there is confusion about who is doing what and why in the Cambrian Mountains. Some people felt that their voice is not heard. What is the best way to collate and broadcast information?
Co-ordination – closely linked to communication, there is some concern that the policy framework across the Cambrian Mountains is inconsistent in design and application; that projects come and go with no inherited knowledge or resources; and that there is duplication of effort and lost opportunities. What is the best way deliver an integrated approach across the area?
Definition – there is agreement that the Cambrian Mountains is an entity but there is uncertainty about its extent. Where should the boundary lie?
Designation – there is wide spread distrust of formal designations, particularly 'National Park', less so for 'Area of Outstanding Natural Beauty'. Can designations be light-touch, enabling and value for money?
Identity – there is agreement that the Cambrian Mountains has a valued farmed landscape with extensive quiet wilderness. How can you raise the profile of the area without degrading its special qualities?

Representation – there are some who feel threatened when 'outsiders' or 'experts' believe that they know best ('environmental colonialism'). Who speaks for the Cambrian Mountains and with what authority? How can you create an inclusive body that is efficient and effective?

And implicit within the discussions:

Flexibility. Are the governance and means of working fixed or can they be adapted to meet local needs?

Four specific topics emerge as requiring more administrative harmonisation. They are:

Topics emerging from engagement

Access and rights of way, especially in applying a consistency to signage, footpath work, erosion management and enforcement;

Community resilience, especially improving the health and well-being of the area's population. There are difficulties with access, low levels of service provision, isolation, higher costs and lack of choice or quality.

Development planning, especially in applying consistent regulation across the area

Land management, especially in the sphere of farmer support through agri-environment payments and payments for ecosystem services.

Options analysis

The first assessment is a simple comparison of each model in relation to the themes and topics:

- The strongest match for coping with the issues is the **Area of Outstanding Natural Beauty** (AONB), closely followed by both the **French Regional Natural Park** and **Welsh Valleys Regional Park**. The high score of the English Regional Parks reflects the benefit of the bespoke legislation giving both certainty and flexibility. National Scenic Area has a low score, primarily because of the lack of management within the Scottish model.
- The strongest match for coping with the topics is the **French Regional Natural Park**, closely followed by the **National Park**. This is because these bodies have authority given to them by statute and contract. **Area of Outstanding Natural Beauty** and **Welsh Valleys Regional Park** also show a strong fit to the topics, even without statutory powers. The other models either have no effective function within the topics, or no powers.

This assessment gives a useful overview of an options ability to address the issues. After further analysis, two management models come forward for further consideration:

- A bespoke model
- An Area of Outstanding Natural Beauty

Bespoke Model

There is an opportunity to create a model that can deliver support to the Cambrian Mountains in the short-term, without the need for new legislation or a designation. Indeed, creating a voluntary model, with the opt in/opt out approach of the French, might be very attractive. The model should not duplicate or diminish existing projects and programmes but must add value to local endeavour. It must have clear purposes and functions of value to local communities. To achieve this, there is a need for a recognised local champion who can collect and steer considerable and widespread local support.

Area of Outstanding Natural Beauty

The definition and means of creation of an AONB is clear. It is set out in existing legislation. Parts of the study area may well meet the 'natural beauty' criteria but not all. There is some

flexibility with the structure of governance but the three county councils would likely be the dominant bodies. The model would attract public funding for its core costs but some may argue that the bureaucracy adds an unnecessary burden. However, there are many examples of good practice to show that the model can have some flexibility and bring significant benefits to an area to out-weigh the costs of service. The problems include winning political support and the resources (funds and time) to run the administrative process of creation. That is determined by regulation; there would have to be a formal landscape assessment and a full public inquiry. It could take some years to achieve.

The Cambrian Mountains Society is working hard to secure greater recognition for the Cambrian Mountains. It believes that an AONB can bring great and lasting benefits to the area. There is no need to duplicate their effort but there should be a coordination of actions.

The Proposal

We propose that the local communities create a voluntary definition capable of evolving alongside the Welsh Valleys Regional Park initiative. The name of this definition is open to debate but as a working title, we use ‘Cambrian Mountains, an area of national significance’.

1 Introduction

1. Introduction

The Brief

1.1. Cambrian Mountains Initiative (CMI) appointed White Consultants, in conjunction with Craggatak Consulting, Charlie Falzon and RSK ADAS Ltd in October 2018 to undertake a feasibility study exploring the landscape status of the Cambrian Mountains. CMI is wishing to raise the profile of the Cambrian Mountains as an exemplar for rural enterprise and innovation by enabling a coordinated approach to the development of the 'natural wealth' of the region across established administrative boundaries. The CMI believes that it is possible to do this by adapting the French Regional Park model into a non-statutory 'definition' for the area, agreed locally, that can reinforce the work of the Initiative by strengthening its focus and reach (Cambrian Mountains Destination Partnership, Action Plan 2014-2017).

1.2. The brief states that the project aims are to:

- Record a detailed analysis of the Cambrian Mountains;
- Agree a vision for the future;
- Set out a proposal for future development; and
- Present an action plan or roadmap of next steps.

1.3. The focus is to be on:

- A comprehensive analysis of the Cambrian Mountains today and a detailed risk analysis of the future when framed against economic prosperity, population changes, ecological diversity, landscape quality, land use change and the sustainable management of natural resources (SMNR).
- An analysis of the different designation options either statutory or non-statutory and an assessment of the attributes and suitability in a Cambrian Mountains context (paying particular attention to European models and, in particular, the French Parc Naturels Régionaux).
- Identifying the opportunities that a designation (either statutory or non-statutory) could provide, framed against economic prosperity, tourism, population, ecological diversity, landscape value, land use change and SMNR.
- Developing a draft community charter for illustrative purposes, considering any previous findings of the previous three outputs based on the needs and characteristics of the Cambrian Mountains.
- Making recommendation for future implementation, showing a roadmap of activities and expected timescales
- An analysis of the funding opportunities for implementation

The process we followed

1.4. The steps we took are summarised as:

1. Research and literature review
2. Meeting with CMI steering group and project officer
3. Engagement with stakeholders
4. Further research and meetings with other organisations
5. Draft paper with options
6. Meeting with CMI steering group and project officer
7. Preparation of summary document and proposal
8. Meeting with CMI steering group and project officer
9. Final Report

Outputs

1.5. There are two reports:

- A **Technical Report** (this document) that presents a detailed description of the processes followed, the data collected and its analysis. The intent of this report is to inform debate by providing a comprehensive review.
- A **Proposal for Discussion** that introduces a model for the co-ordination and development of regeneration and sustainability management in the area. The purpose of this document is to stimulate debate, based on the Technical Report.

Confirming the core area

1.6. This study has looked at the area covered by community councils within and abutting the Cambrian Mountains as defined by the Area of Interest provided by CMI (**Figure 1)**. We are aware that any proposals for the future management of the area may require a different boundary. Finding that boundary may be a large task and it is not one that the current commission can cover. This has implications for our search for data. CMI should consider confirming the boundary of any new definition of the area when it is clear what mechanism will be in place to secure the long-term management of the area.

1.7. For this commission, we have described and analysed the area of the National Landscape Character Area (NLCA) 21 Cambrian Mountains (**Figure 2**). Our analysis has found that this national character area is a reasonable delineation of the core of the Cambrian Mountains although there are variations in character and value derived from an analysis of LANDMAP. The area could be refined by following the LANDMAP visual and sensory boundaries in some locations and including important valley and fringes in others.

1.8. Additional areas could include:

- The Wye valley sides between Llangurig and Rhayader.
- The lower Elan valley and associated slopes west of Rhayader.
- Trannon valley west of Trefeglwys

1.9. Areas excluded could include:

- The Dyfi valley floor

1.10. Our data has limitations. We have collected material that is freely available. It is possible to describe in detail every aspect of every element within the study area but the sources of that data are not consistent. Where aggregation may undermine the validity of the data, we have instead used a simple narrative. Once a boundary is certain, it would be possible to secure reliable data for each element. But that is a separate task.

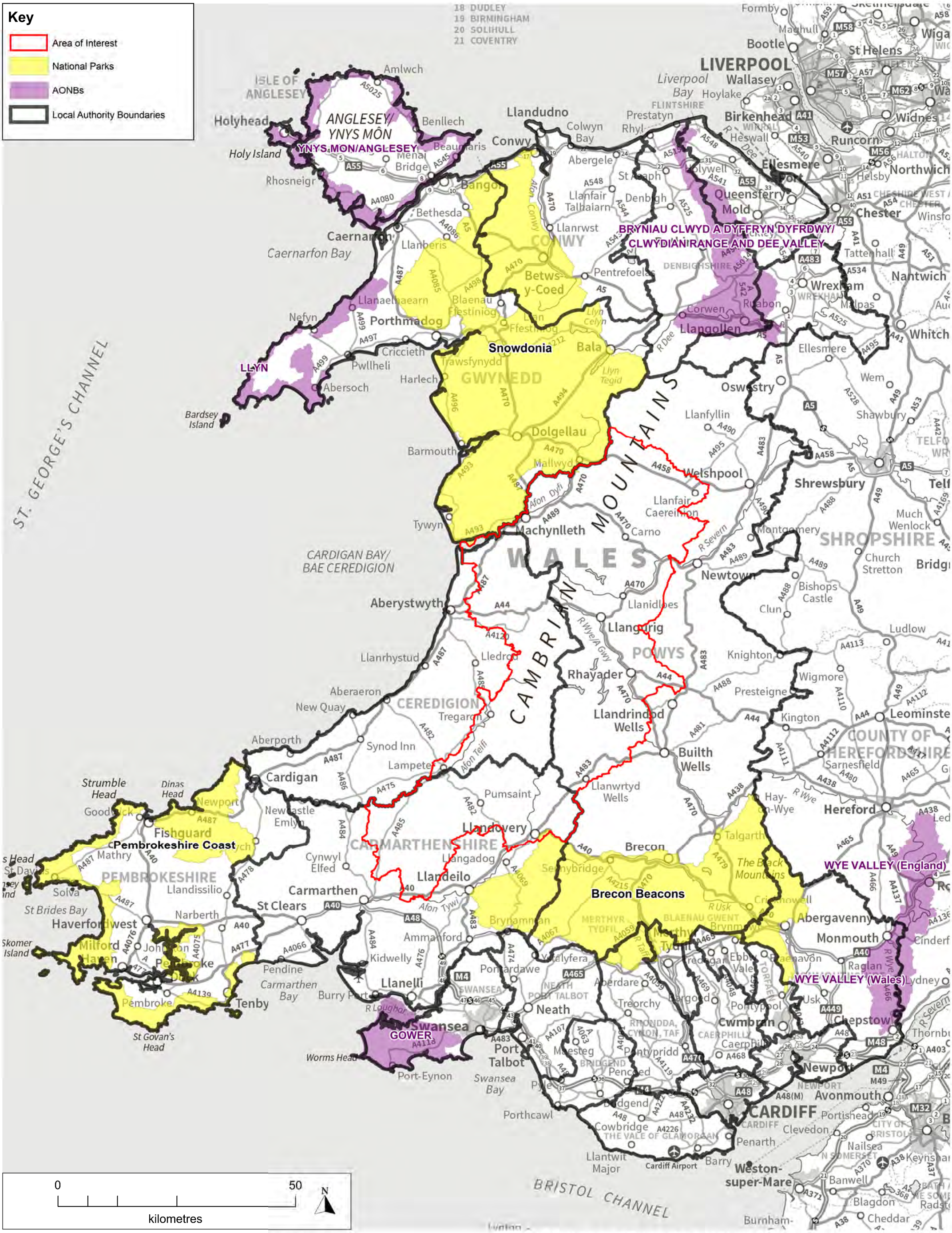

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Figure 1 - Cambrian Mountains location

Key

- Area of Interest
- Cambrian Mountains National Landscape Character Area
- National Landscape Character Areas

ID	NAME
1	Arfordir Môn/Anglesey Coast
2	Canolbarth Môn/Central Anglesey
3	Arfon
4	Llyn
5	Bae Tremadog/Tremadoc Bay
6	Eryri/Snowdonia
7	Dyffryn Conwy/Conway Valley
8	Arfordir Colwyn a?r Gogledd/Colwyn and Northern Coastline
9	Bryniau Rhos/Rhos Hills
10	Mynydd Hiraethog/Denbigh Moors
11	Dyffryn Clwyd/Vale of Clwyd
12	Bryniau Clwyd/Clwydian Range
13	Glannau Dyfrdwy a Wrecsam/Deeside and Wrexham
14	Maelor Saesneg/Maelor
15	Dyffryn Dyfrdwy a Llangollen/Llangollen and the Vale of Dee
16	Y Berwyn/Berwyn
17	Bryniau a Dyffrynnoedd Trefaldwyn/Montgomeryshire Hills and Vales
18	Bryniau Sir Amwythig (rhan)/Shropshire Hills (part)
19	Dyffryn Hafren/Severn Valley
20	Bryniau Maesyfed/Radnorshire Hills
21	Uwchdiroedd Cymru/Cambrian Mountains
22	Glannau Aberdyfi/Aberdovey Coast
23	Dyffrynnoedd a Bryniau Rheidol ac Ystwyth/Rheidol and Ystwyth Hills and Valleys
24	Arfordir Ceredigion/Ceredigion Coast
25	Ceredigion
26	Pen Uchaf Dyffryn Gwy/Upper Wye Valley
27	Ffynhonnau Durol Canolbarth Cymru/The Spas and Wells of Central Wales
28	Lwyfandir a Dyffrynnoedd Epynt/Epynt Plateau and Valleys
29	Dyffrynnoedd Gwy a Gwysg/Wye and Usk Vales
30	Bannau Brycheiniog a?r Mynyddoedd Du/Brecon Beacons and the Black Mountains
31	Canolbarth Mynwy/Central Monmouthshire
32	Dyffryn Gwy a Choed Gwent/Wye Valley and Wentwood
33	Dyffrynnoedd Gwendraeth/Gwendraeth Vales
34	Gwastadeddau Gwent/Gwent Levels
35	Casnewydd, Caerdydd a?r Barri/Newport, Cardiff and Barry
36	Bro Morgannwg/Vale of Glamorgan
37	Dyffrynnoedd y De/South Wales Valleys
38	Bae Abertawe/Swansea Bay
39	Gwyr/Gower
40	Dyffryn Tefi/Teifi Valley
41	Dyffryn Tywi/Tywi Valley
42	Troedfryniau Penfro a Chaerfyrddin/Pembroke and Carmarthen Foothills
43	Arfordir Gorllewin a Gogledd Sir Benfro/West and North Pembrokeshire Coast
44	Dyffrynnoedd Taf a?r Cleddau/Taf and Cleddau Vales
45	Aber Afonydd Taf, Tywi a Gwendraeth/Taf, Tywi and Gwendraeth Estuaries
46	Bryniau Preseli/Preseli Hills
47	Arfordir De Sir Benfro/South Pembrokeshire Coast
48	Hafan Milffwrdd/Milford Haven

0 50 kilometres

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Figure 2 - National landscape character

2 Context- the Cambrian Mountains today

2. Context - the Cambrian Mountains today

Preamble

2.1. The Cambrian Mountains area spans three local authority areas (Powys, Ceredigion and Carmarthenshire), 54 community councils and includes 30,000 people in the wider area with 7,000 in the core (estimated) covering a total area of 1,968km^2.

2.2. The area has many opportunities based upon an attractive landscape and wealth of nature, considerable provision of ecosystem services and unique cultural and wellbeing characteristics. A web-search for 'the Cambrian Mountains' reveals a range of (sometimes competing) interests, making it difficult for the casual researcher, resident or visitor to grasp any sense that the area has a definitive, integrated and co-ordinated management approach.

2.3. The brief calls for a comprehensive analysis of the Cambrian Mountains today. This is to ensure that decisions about the future management of the area build on a sound footing. Any organisation will use five types of capital to deliver its products or services; these are:

- Natural capital
- Manufactured capital
- Financial capital
- Human capital
- Social capital

2.4. A sustainable organisation will maintain and where possible enhance the stock of capital assets, rather than deplete or degrade them. A 'Five Capitals Model' can be a framework for sustainability. The Five Capitals Model can help develop a vision of what sustainability looks like. By considering what needs to be done to maximise the value of each capital, it is possible to develop a vision for future management. This requires the consideration of the impact of activities on each of the capitals in an integrated way to avoid 'trade-offs'. Using the model in this way can lead to more sustainable outcomes. (after Porritt J 2007 and Forum for the Future)

2.5. The analysis below follows the Five Capital model as far as the data available allows. However, there are significant gaps in our knowledge.

Natural Capital Analysis

- *Natural capital refers to the natural resources (energy and matter) and processes needed by organisations to produce their products and deliver their services.*

Natural capital asset register

2.6. The concept of natural capital lies at the heart of the Sustainable Management of Natural Resources. Natural capital is playing an increasingly influential role in how public policy develops in Wales. Many organisations use asset registers to keep track of what they own or manage. Preparing a natural capital assets register is the first stage in preparing natural capital accounts that value the benefits they provide. The register shows the quantity and quality of natural capital assets (Provins et al 2015).

2.7. We have set out a framework for an asset register in **Appendix 7a and 7b**. This covers the main land cover types with highlighted examples showing associated attributes and ecosystem services. We recommend that this is expanded into a detailed asset register as information becomes available to set out what various parts of the Cambrian Mountains offer. It is important to note that the final structure of the asset register should fit in with a Welsh Government / Natural Resources Wales (NRW) Area Statements framework. At present, the structure of information required and its application is not available.

Overview

2.8. The Cambrian Mountains form a significant part of the upland spine of Wales running

south from Snowdonia to just north of Mynydd Eppynt and the Brecon Beacons. It is characterised by extensive upland plateau cut by incised deep valleys running east and west, some forming the headwaters of Wales's major rivers. NRW defines this as a national landscape character area (NLCA 21 Cambrian Mountains) covering 1,968 km^2 (**Figure 2**)[1].

2.9. The following paragraphs describe the various elements of natural capital and, where appropriate, consider forces for change and ecosystem services.

Geology

2.10. The underpinning geology is a band of resistant Silurian grits. The mid-Ordovician to mid-Silurian sedimentary rocks form sequences of mudstone, siltstone and sandstone in three major folds from the south-east to the north-west (**Figure A1**). The highest areas around Pumlumon Fawr and the Elenydd comprise these rocks. The central core, which runs all the way to the south-western tip including lower plateaux such as Mynydd Llanllwni, consists of interbedded sandstone and conglomerate. The oldest rocks in the area are basaltic Felsic lavas which form a small outcrop of rugged terrain just north of Llanwrtyd Wells. Most upland valley floors are filled with morainic drift deposits left by glaciation including till, clays, sands and gravel.

2.11. The rocks have yielded minerals such as lead, silver and zinc that have been exploited in the past (mostly 19thC) leaving a legacy of abandoned workings including spoil tips, shafts and structures. The toxicity is such in some areas that they still do not support plant life. Examples lie at Dylife, Van, Cwmystwyth, Pont-Rhyd-y-Groes and Nantymwyn.

Topography and natural drainage

2.12. The Cambrian Mountains are essentially an undulating plateau of fairly consistent height with only a few raised peaks and knobs, notably around Pumlumon and Llyn Teifi. The area reaches a maximum height of 752m AOD[2] on the summit ridge of Pumlumon Fawr. The second highest area lies at 641m AOD at Drygarn Fawr in the Elenydd and much of the intervening high ground is over 500m AOD. The almost continuous upland core from the south west of the area to the north-east is over 300m AOD (**Figure A3**). The landform is highly influenced by glaciation which has created cwms around the Pumlumon massif and U-shaped valleys emanating from the watershed. A particularly spectacular example of glacial action is the 50m waterfall at Frwd Fawr at the head of the Twymyn valley, east of Dylife. The slopes of the Dulas Scarp to the north west, overlooking the Dyfi valley and Snowdonia beyond afford both a dramatic backcloth and views. Bwlch Nant-yr-Arian offers similar commanding views. There are also many small distinctive water bodies scattered across the plateau such as Glaslyn, the Teifi Pools, Llyn y Tarw and Llyn Berwyn.

2.13. The valleys have been modified to create V-shaped valleys by the rivers flowing through them, some of them of national significance. To the north, the sources of the major rivers of the Severn and Wye flow east from Pumlumon, only 4km apart. To the south east, the Tywi flows south from Llyn Brianne reservoir. To the west, the Teifi flows from the plateau top environs of Llyn Teifi to then clearly define the edge of the Cambrian Mountains to the south west. The Teifi's source is just 1km from the headwaters of the Claerwen which flows east to feed the network of reservoirs. The Dyfi is fed by many watercourses flowing north west cutting into the Dulas scarp. Perhaps one of the most spectacular valleys is the Rheidol gorge system at Devil's Bridge. Other rivers emanating from the Cambrian Mountains include the River Cothi and Irfon to the south and the Twymyn, Banwy and Ystwyth to the north and west respectively.

[1] NLCAs are defined at a broad landscape scale throughout Wales. The descriptive profiles for the 48 individual character areas highlight what distinguishes one landscape from another, with reference to their regionally distinct natural, cultural and perceptual characteristics. See also Natural Resources Wales (2014): NLCA 21 Cambrian Mountains

[2] In this report, AOD stands for 'above ordnance datum'. In Great Britain, ordnance datum is mean sea level calculated from observation taken at Newlyn, Cornwall. It is the official basis for height calculation on British maps.

Climate

2.14. An indicative climate as measured at the Cwmystwyth Met Office weather station (1981-2010), at 301m AOD, is:

- 1,187 hours of sunshine per annum.
- 1,856mm rainfall per annum
- 191 days of rainfall above 1mm per annum
- A maximum average temperature of 18.2 0C in July and a minimum of 0.70C in February.
- 58 days of air frost

2.15. This indicates that the Cambrian Mountains are a cool temperate area with high rainfall and low sunshine hours consistent with its nature as an upland area influenced by Atlantic weather systems on the western fringes of Britain.

2.16. Forces for change include climate change.

Adverse effects such as:

- Warmer drier summers reducing river flows and water availability and increasing the risk of fire
- An increase in severe weather events increasing the potential for flooding
- Impacts on habitats with declining native species, changes in migration patterns and increases in alien invasive species
- Greater risks of pests and diseases affecting agriculture and forestry

Beneficial effects such as:

- Increases in grass yields allowing for potential increase in livestock production
- Increases in tourist numbers and a longer tourist season

We consider climate change in more detail at the end of this chapter.

2.17. Ecosystems services provided include the basic resources of sunlight and precipitation underpinning plant growth and water supply.

Soils

2.18. The ground types/soils deriving from the rocks and natural processes range from blanket peat on the core upland areas, peaty podzols on the lower plateau tops and impoverished brown spoils in the upland valleys and upland fringes. Gleyed, wetland and alluvial soils lie in lower valleys (**Figure A2**). A large proportion of soils are poor with patches of moderate quality land in some valleys (**Figure 9**).

2.19. Forces for change include:

- Potential reduction in rainfall reducing the function and integrity of peatlands and increasing the risk of fire damage
- An increase in severe weather events increasing the potential for erosion and flooding
- Forest management practices including clear fell potentially leading to localised erosion and sedimentation of watercourses.
- Replacement of coniferous forest with broadleaves in places will reduce acidification.
- Wind farm foundations and access tracks can disrupt drainage in peat soils.
- Increasing use by visitors for walking and cycling causing localised erosion.

2.20. Ecosystems services provided include:

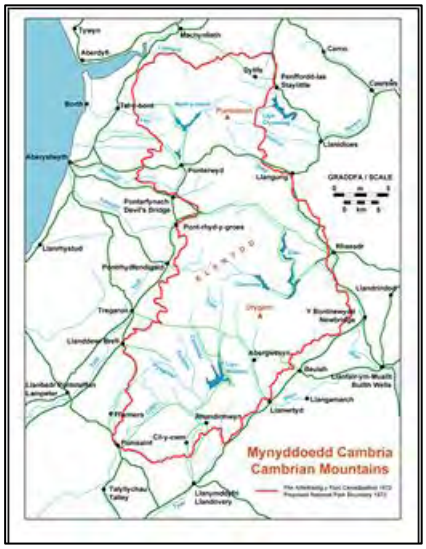
- Food production
- Water supply (peatlands)

- Flood regulation(peatlands)
- Carbon storage and sequestration in peat soils

Landscape - protected landscapes

2.21. The area abuts the Snowdonia National Park to the north partly across the Dyfi valley. The Brecon Beacons National Park lies to the south beyond the Tywi valley (**Figure 1**). Linking these two statutory landscape designations there are a series of virtually uninterrupted local landscape designations, Special Landscape Areas (SLAs), in Ceredigion and Carmarthenshire. The SLAs in Ceredigion are SLA 7 Teifi Valley, SLA 12 Northern Uplands and SLA 13 Southern Uplands. The SLAs in Carmarthenshire are the Tywi Valley, the Cothi Valley, North Eastern Uplands, Mynydd Mallaen and Llanllwni Mountain (**Figure 3**). Powys County Council has not designated any SLAs for policy reasons. It is worth noting that the SLAs in the neighbouring authorities abut most of the upland boundary with Powys and the characteristics of the landscape continue across the boundary.

2.22. The Countryside Commission made a National Park (Designation) Order for the Cambrian Mountains in 1972 but the Secretary of State for Wales did not confirm this after consideration of objections. The area proposed was more limited than the current NLCA, running from Dylife in the north to Pumsaint in the south and focusing on the uplands of Pumlumon and Elenydd.



Cambrian Mountains Proposed National Park Boundary, 1972

2.23. Forces for change include:

- Wind energy reducing scenic quality in the medium term.
- Forest clear felling/management which has an adverse landscape effect.
- Positive management by the Hafod Trust and other bodies.

2.24. Ecosystems services provided include:

- Scenic beauty

Landscape - LANDMAP assessment, tranquillity and dark skies

2.25. LANDMAP describes the landscape of Wales in a consistent manner currently based on five separately assessed and recorded aspects:

- Geological Landscapes
- Landscape Habitats
- Visual and Sensory
- Historic Landscapes

- Cultural Landscapes

Each aspect assessment divides the landscape into aspect areas and each of these is described and evaluated against a series of criteria (see **Figures A5-A11**).

2.26. The SLAs in Ceredigion and Carmarthenshire mentioned above are defined by the method set out by NRW in 2017[3]. This involves using selected evaluations from the five LANDMAP aspects as a baseline assessment to establish broad search areas. For consistency, this exercise has been carried out for the whole area of interest, including Powys (**Figure 4**). We have used the same criteria as used in the SLA review for Gwynedd and Anglesey as this assessment is an example in NRW's guidance and abuts the study area (see **Figure 4a**). **Table 1** shows the 11 evaluation criteria used are:

Table 1: LANDMAP evaluation criteria

Aspects	Evaluation criteria
Visual and Sensory:	1. scenic quality 2. integrity 3. character 4. rarity
Geological Landscape:	5. classic example
Landscape Habitats:	6. priority habitats 7. significance
Historic Landscape:	8. Integrity 9. condition
Cultural Landscape:	10. recognition/transparency 11. rarity

We have added together the number of evaluation criteria that score either outstanding or high for a given area. This gives the highest possible score as 11 and the lowest possible score as none.

2.27. The analysis reveals a varied pattern of value covering the full range of possible scores. The highest value areas are the Rheidol and lower Dyfi valleys outside the Cambrian Mountains NCA to the west. Higher value areas within the NCA on and around the uplands of the Teifi Pools, Pumlumon, the Elenydd, Pen Rhiwclochdy and Llanllwni, and the valleys of the Elan, Claerwen, Cwmystwyth, Tywi and Cothi rivers. The lowest value areas are almost exclusively coniferous forest plantations e.g. Carnedd Wen and Esgair Ychion, though some of these plantations have a higher value, particularly Brechfa Forest. It is worth noting that over time this evaluation may change as forest management reduces clear felling and increases broadleaf planting. The largest concentration of lower value areas within the NCA is to the north east including the fringes of Trannon Moors, Carno, Mynydd Clogau, Mynydd Waun Fawr, Esgair Priciau and Carnedd Wen, although there are patches of higher value within this.

2.28. For comparison, we show the assessment for Gwynnedd and Anglesey as Figure 4a. This includes Snowdonia National Park and Llŷn and Anglesey AONBs. In Snowdonia National Park there are large areas of very high value associated with the mountains but between these there are areas of relatively low value, which are likely to relate to either lowlands or afforested areas. In the Llŷn and Anglesey AONB areas there is substantially lower intensity of value but also a variation from very high in a very small proportion of the area through to lower values. These levels of value are more like the Cambrian Mountains. The boundaries of the designations generally coincide with the higher value

[3] Natural Resources Wales (2017): LANDMAP Guidance Note 1 - LANDMAP and Special Landscape Areas.

areas, though not always. Sometimes there are high-value areas outside the designation e.g. north west Snowdonia (Conwy valley) and on Anglesey[4].

2.29. Overall, the analysis shows that consistently high value is not necessarily a prerequisite for giving an area a specific landscape status, although it is a contributory factor. Areas and elements of different character and qualities can contribute to the whole and/or are important in linking areas of higher value.

2.30. The LANDMAP Visual and Sensory aspect reflects most closely the perception of landscape, combining topography with land cover and settlement patterns. The topography is defined at Level 11 of the classification and this is shown on **Figure 5.** This illustrates the key character of the Cambrian Mountains with the exposed upland/plateau forming the dominant landform fringed by lower plateau and incised by upland valleys with occasional lowland valleys to the north and south. The areas ascribed outstanding value in this aspect are the uplands of Pumlumon massif, Teifi Pools environs and Mynydd Mallaen; the valleys of Cwm Einion, Cwm Ceulan, Ystwyth, Rheidol, upper Irfon, Cothi and Tywi; and the reservoirs of Llyn Brianne and the Elan and Claerwen valleys (**Figure A9**). These reflect and underpin many of the higher value areas in the overall LANDMAP analysis.

2.31. The very sparse population of the Cambrian Mountains means that the upland area exhibits limited evidence of built form or apparent human intervention, there are very few people and very little noise. Wind farms seen across the plateau landscape modify this, as does the visual disruption of blocks of conifers. However, the area still has a very high level of tranquillity and feeling of wildness. There is also an associated prevalence of dark skies with concentrations of lighting limited to the necklace of fringe settlements with the nearest urban area of Aberystwyth to the west (**Figure A12**).

2.32. Forces for change include:

- Climate change impacts on habitats changing the character of the upland and valley landscapes
- Modern farming management practices can reduce diversity and visual interest.
- Expansion of Molinia grasslands across a large proportion of the uplands creates a monochrome layer- green in the summer and fawn in the winter.
- Wind farms have a visual impact and reduce tranquillity and dark skies.
- Positive management by the Elan Valley Trust and other bodies improving landscape character.

2.33. Ecosystems services provided include:

- Scenic quality
- Access, tourism and recreation on land and water

Land cover

2.34. The cores of the uplands of the Elenydd and Pumlumon are covered with blanket bog/mire or mosaics including acid grassland, purple moor grass, dry acid heath and marshy grassland. Dry dwarf shrub heath occurs in a block on Mynydd Llanllwni and in smaller patches elsewhere, such as Glaslyn. Mynydd Mallaen is a notable area of common land rough grazing. Improved grassland lies on the fringes of the mosaics covering extensive areas of both hills and valleys with occasional patches of unimproved grassland. Many of the upland valleys are defined by broadleaf woodland on the valley sides and bottoms. The most uniform and some of the largest blocks of vegetation are coniferous plantations such as the Hafren, Tywi and Brechfa Forests. The land cover pattern derived

[4] Note that there are no 'zero' value areas in Gwynedd/Anglesey compared to the adjacent Powys and Ceredigion assessments; and values appear to change quite significantly across the boundaries. This could be a result of the different sets of assessors deciding that different elements have higher value e.g. coniferous forests are not of low value in the Gwynedd study.

from a simplified Phase 1 vegetation survey is set out in **Figure A4**.

Nature conservation interest

2.35. The key nature conservation interest is shown in **Figure 6**. There are national nature reserves at Claerwen (in the Elenydd), Glaslyn, Nant Irfon and Allt Rhyd y Groes, forming part of the valley sides of a tributary of the Tywi. Local nature reserves include Vicarage meadows and Cae Pwll y Bo in the Irfon valley and Nant Melin woodland in the Cothi valley run by the Wildlife Trust of South and West Wales.

2.36. There are Special Areas of Conservation (SACs) on the Elenydd (in two parts), Cwm Doethie-Mynydd Mallaen, River Teifi and the Elan Valley Woodlands. These best represent the range and variety of protected habitats and non-bird species within the EU. The Elenydd is the largest tract of blanket mire within the central Wales uplands. Considerable areas of the habitat display signs of modification, with impoverished vegetation dominated by grasses and with reduced amounts of dwarf shrubs and widespread bog-mosses. Areas of good quality mire are typically fragmented by species-poor vegetation dominated by purple moor-grass (*Molinia spp)*. However, there are extensive stands of cross leaved heath- bog moss mire that contain locally abundant bog-rosemary as well as areas of mire in which heather and hare's-tail cottongrass are dominant (JNCC website). Cwm Doethie-Mynydd Mallaen contains a large area of old sessile oak wood along a series of inter-connected valleys. The site is one of several examples representing this habitat in the core of its Welsh range. Sessile oak woodland predominates, with a typical acidic ground flora and rich lower plant component. The site is also notable for its upland heathland and common land grassland communities. The Elan Valley Woodlands is one of several sites representing old sessile oak wood in central Wales. The site is extensive, and comprises a series of woodland blocks with varying topography and underlying geology, and a wide range of structural types from dense closed canopy to open wood pasture with ancient trees, which support a rich invertebrate fauna. Sessile oak predominates, with a typical upland acidic flora and rich lower plant assemblages including bryophytes and lichens. They are all Special Protection Areas, and support breeding red kites.

2.37. There are larger Special Protection Areas (SPAs) covering Elenydd (in two parts) and Mallaen. This designation complements the SACs but relates to bird species. The Elenydd/Mallaen area is described as including heath and blanket mire-dominated uplands intersected by valleys containing woodlands and grasslands. It is one of the most important areas of hill land for nature conservation in Wales. Crags are frequent throughout the site. The site is especially important for a number of breeding raptors, such as merlin and red kite, some of which are resident throughout the year. The diversity and quality of upland habitats provide an abundance of suitable feeding and nesting sites.

2.38. Sites of Special Scientific Interest (SSSIs) cover the areas above but also extend across much of the Elenydd (bridging the Mountains from east to west), Mallaen, the Elan and Claerwen valleys, Pumlumon including Glaslyn, and various smaller patches such as Bryn Bras and Pencreigau'r Llan to the north west. Pumlumon is of particular importance due to extensive areas of blanket bog, dry heath and high-altitude grassland and the exceptional variety of upland breeding birds. The Elan Valley grasslands are twelve SSSIs particularly noted for their upland fringe hay meadow habitats, supporting some of the richest examples of neutral grassland in Wales along with species-rich acid grassland. Interest is therefore mainly focused on the uplands.

2.39. There are RSPB reserves at Carngafallt in the Elan Valley woodlands (red kites and other species) and Gwerffrwd Dinas in the Tywi valley for its red kites, pied flycatchers, redstarts and dippers.

2.40. The Dyfi Biosphere transition area overlaps the edge of the Cambrian Mountains to the north west.

2.41. Forces for change include:

- Climate change impacts on habitats at the edge of their climate range, declining native species, changes in migration patterns and increases in alien invasive species.
- Modern farming management practices which do not encourage multiple habitats.

- Changes in agri-environment regime offers threats and opportunities.
- Expansion of Molinia grasslands across a large proportion of the peat uplands reduces biodiversity of herb layer and reduces suitability for bird and other species.
- Pollution especially nitrogen in rain favours Molinia spp.
- Positive management by the Elan Valley Trust and other bodies.

2.42. Ecosystems services provided include:

- Genetic diversity as habitat
- Flood regulation of healthy peat systems and broadleaf tree cover
- Education/knowledge of natural systems and species.

Key

- Area of Interest
- Cambrian Mountains National Landscape Character Area
- Local Authority Boundaries
- National Parks
- AONBs
- Ceredigion Special Landscape Areas
- Carmarthenshire Special Landscape Areas

Snowdonia

Powys

Ceredigion

Carmarthenshire

Brecon Beacons

0 25 kilometres

N

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Figure 3 - Protected Landscapes

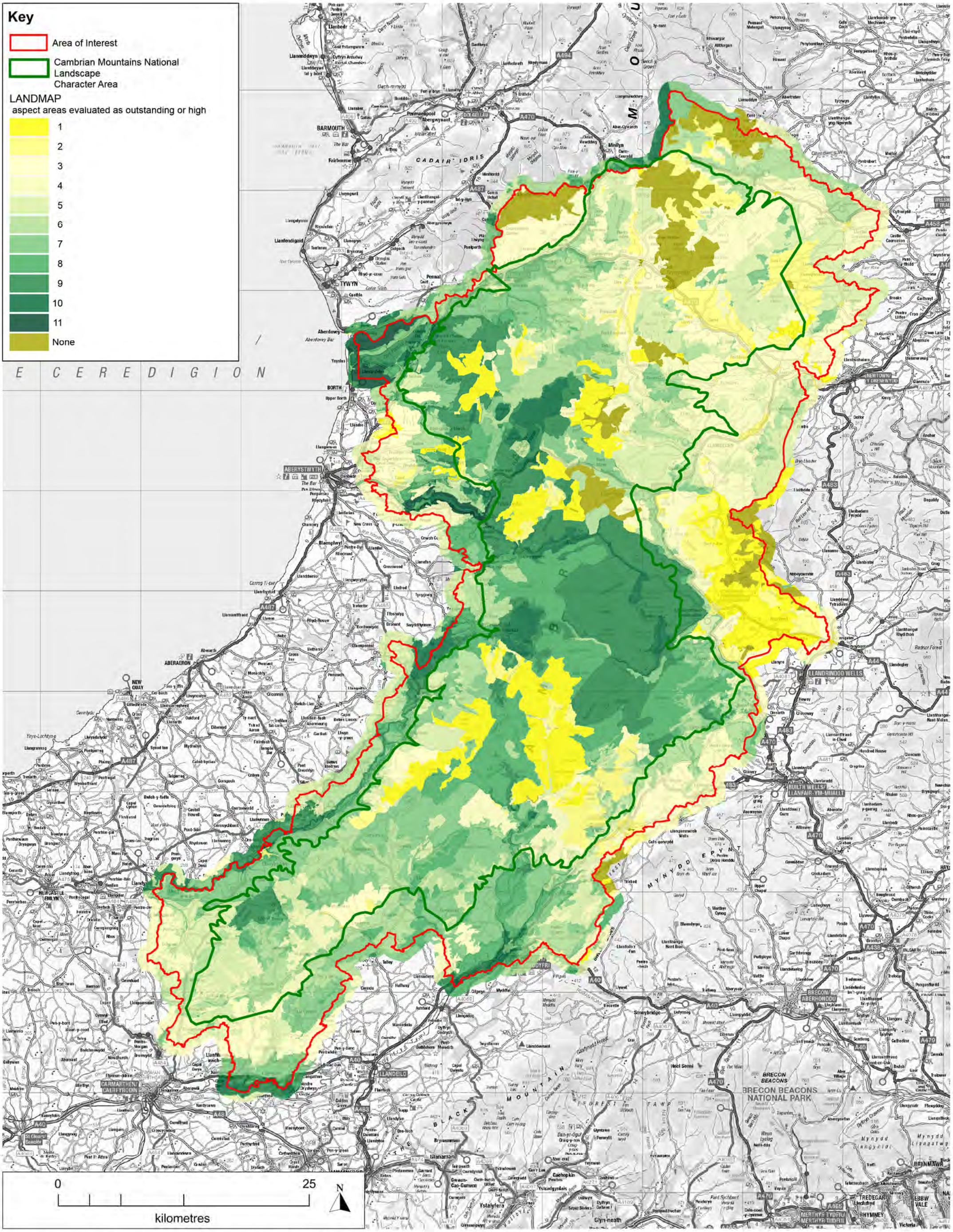

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Figure 4 - LANDMAP
aspect areas evaluated as outstanding or high

Key

LANDMAP
visual and sensory Level II classification

- Exposed Upland/Plateau
- Hills, Lower Plateau & Scarp Slopes
- Upland Valleys
- Lowland Valleys
- Rolling Lowland
- Flat Lowland/Levels
- Inland Water (Including Associated Edge)
- Coastal
- Coastal Waters
- Built Land
- Cambrian Mountains National Landscape Character Area
- Area of Interest
- A Roads
- B Roads
- Towns

0 25 kilometres N

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Figure 5 - LANDMAP- Visual and sensory Level 2 classification

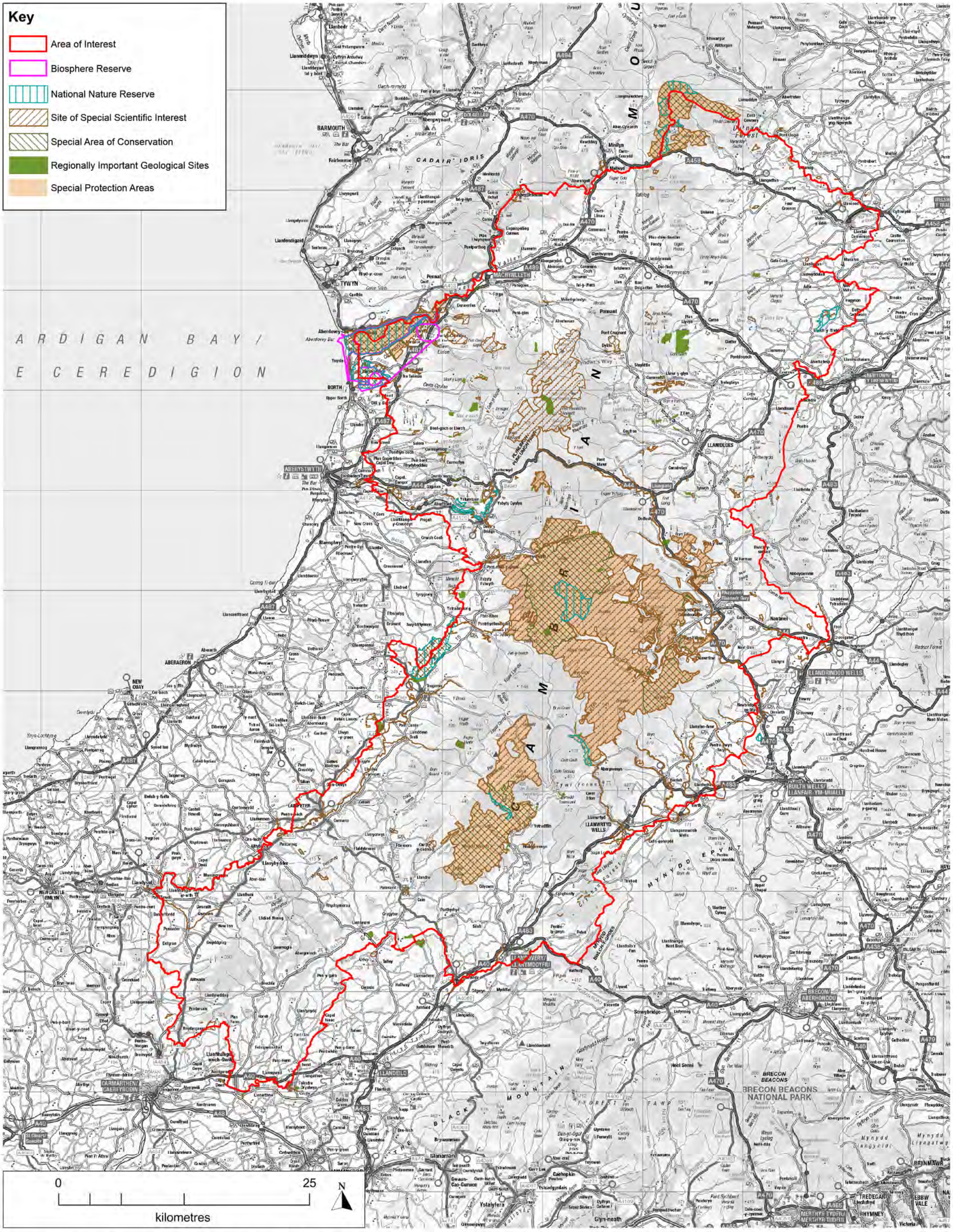

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Figure 6 - Nature conservation interest

Manufactured Capital Analysis

- *Manufactured capital is the material goods and infrastructure that contribute to production or service provision, but do not become part of its output. The main components include buildings, infrastructure and technologies.*

Historic interest

2.43. There are a substantial number of features of historic and cultural interest throughout the Cambrian Mountains. This is indicative of a greater amount of human activity on both the uplands and the upland valleys than the very sparse settlement of the present day. Evidence of the Mesolithic period indicates mixed woodland was widespread but this was cleared through burning; and extensive peat bog formation occurred around 3,000 BC. On the unenclosed uplands there are a significant number of scheduled prehistoric, funerary and ritual monuments including cairns, stone rows and stone circles and standing stones from the Bronze Age. One of the best known of these monuments on the Ceredigion side is Bedd Taliesin, a 2m long burial cist. The churchyard at Ysbyty Cynfyn is built on the pattern of a stone circle, a number of whose stones remain. There are hillforts such as Pen y Castell, Pen Dinas Camp (Bronze/Iron Age), Castell Bwa-Drain and Castell Rhyfel (Iron Age).

2.44. The presence of the Romans is indicated at Cae Gaer, Dolaucothi gold mines and Dylife lead mines. A Roman marching camp is located at Esgair Perfedd, above the Elan Valley. The medieval period saw the rise of the monasteries and their control of land. The Cistercian monastery of Ystrad Fflur/Strata Florida controlled extensive upland seasonal sheep walks as part of its grange. Current archaeology continues to unravel an extensive precinct of some 45 hectares.

2.45. The pattern of rural settlement reflects the seasonal cycle of transhumance - the lowland winter pasture and high summer pasture - with place names of upland settlements such as *'hafod'* and *'lluest'* and lowland settlements *'hendre'*. Rural depopulation has occurred since the 1800s with many upland areas left with no occupied farms. There remains an abundance of abandoned farm buildings, enclosures, and shelters. Deserted settlements include Nant Gwyddel, Hafod Frith and Hafod Eidos. There is a concentration of settlement and therefore listed buildings in the valleys, such as chapels, farmsteads and other structures. The patterns of these are clear compared to the scheduled monuments indicating earlier features lying primarily on the uplands in Figure 7.

2.46. One of the most celebrated chapels in the area is Soar y Mynydd, reckoned to be the most remote chapel in Wales.

2.47. Historic routes across the uplands include Roman marching routes over the Elenydd, the Monks Trod which relates to Cistercian use of the land and various drovers' routes such as across Mynydd Mallaen. There are a few roads crossing the uplands and linking the valleys but only one mainline railway - between Shrewsbury and the west Wales coast including Aberystwyth. The narrow-gauge Rheidol valley railway was designed to serve the lead mines at Cwmystwyth but instead was used to carry tourists to the scenic attractions at Devil's Bridge.

2.48. Mineral extraction dates back to the Bronze Age but reached a peak in the 19th and early 20th centuries. The remains of lead, zinc, silver and copper ore workings are still very apparent in the landscape particularly at Cwmystwyth but also at Dylife, Van (once the largest lead mine in the world), Pont-Rhyd-y-Groes and Nantymwyn. The gold mine at Dolaucothi originated in Roman times and possibly continued into the 17th, 19th and early 20th Centuries.

2.49. The area has a long association with the woollen industry, and several spinning and weaving mills were established where water was abundant, especially in the upper Severn. Llanidloes grew significantly as a result. Its market Hall is the oldest timber framed market hall in Wales. Its upper floor was at one time a wool and flannel market. By the mid 1800's the industry was in decline, although small mills around Rhayader and the Teifi Valley continued into the early 20th century.

2.50. The Birmingham Corporation Water Department built the Elan valley reservoirs with their fine, distinctive structures and architecture at the turn of the 19th Century to supply

water to the city. The first stage of this work was considered to be amongst the greatest 19th Century civil engineering achievements in the whole of Britain, once reported as being the 'eighth wonder of the world'. The Elan Valley Estate is a charitable trust now charged with preserving the area's unique heritage and continuing its sympathetic management. A further dam at Claerwen was constructed in the early 1950's and other dams have been constructed to control the headwaters of the Severn (Llyn Clywedog) and Tywi rivers (Llyn Brianne).

2.51. The Hafod estate was established by Thomas Johnes (1748-1816) as gothic mansion set in a landscape based on 'picturesque' principles. He planted over 3 million trees to enhance the setting of his estate. The house was painted by Turner and visited by Handel. Dismantled in 1956, the house is now a pile of rubble, although the estate buildings survive. One of the more important of these is the estate church.

2.52. Associated with the Hafod estate is the Hafod Arms at Devil's Bridge, built on the site of an 18th Century hunting lodge by the then owner of the estate, the Duke of Newcastle. Also of note at Devil's Bridge is the old AA box, one of only 19 surviving of the original 862 boxes. This attests to the long history of travel and tourism associated with this area.

2.53. Some areas are recognised to be of particular historic interest by their inclusion in the register of landscapes of historic interest in Wales (**Figure 7**). Those considered to be outstanding are Upland Ceredigion, which highlights the relationship of the uplands with the adjoining lowlands to the west, the Tywi and Dolaucothi valleys. Special landscapes include the Elan valley, based primarily on the reservoirs, and Clywedog valleys and environs, based on a combination of the mineral workings and associated farming landscape supporting Llanidloes to the east as well as the reservoir.

2.54. Forces for change include:

- Pressures on the rural economy leading to rural depopulation leaving buildings and other structures to deteriorate.
- Increasing use by visitors/walkers putting localised pressure on historic features e.g. cairns
- Positive management by the Elan Valley Trust and other bodies.

2.55. Ecosystems services provided include:

- Historic interest
- Access and recreation- tourism
- Education/knowledge of history

Access and Transport

2.56. **Figure 8** (Access and Transport) shows the access networks across the Cambrian Mountains. The area is very rural and there are very few links.

2.57. The key north – south road route in the region is the A470 linking Cardiff and south Wales north through mid-Wales to Trawsfynydd and north Wales. The key east/west road routes are the A44, A470 and A489 linking to the A49.

2.58. Public transport services are limited. Rail services link Aberystwyth and Shrewsbury across the north of the region to the West Midlands and Birmingham Airport and through the centre of the region, linking Swansea and Shrewsbury. There is a tourist rail route from Aberystwyth to the Devil's Bridge Falls.

2.59. Three National Cycle Network Routes pass through the area: 8, 81 and 82. There is a network of minor roads but few of these cross the area.

2.60. There is improving accessibility to ICT across the region as programmes to roll-out fibre broadband is being progressed. Many employment sites have direct access to these high-speed services but there remain areas where planned coverage is yet to be programmed.

2.61. Although much of the region has some mobile telephony available, this is often at 2G and there are many areas and villages without access to 4G and some without any access. (Growing Mid Wales Partnership 2016)

Agriculture

2.62. Agriculture, practiced mainly as sheep and beef farming, underpins many of the communities and the culture of the Cambrian Mountains; and has shaped the landscape. There are many remnant orchards found within the lowland periphery of the area, and some good traditional orchards such as at Glan y Nant (Llanidloes) and above Forge (Machynlleth)[5]. Much of the area is of moderate to low quality agricultural land (**Figure 9**). There is a very small area of good quality agricultural land found in the valley bottoms near to Newtown.

2.63. An analysis of the 2017 agricultural small areas statistics[6] suggests that there are around 2,700 active farms in the study area with some 2,000,000 sheep and 26,000 beef cattle. Most of the lambs and calves reared in the Cambrian Mountains are either produced as breeding animals or sold as 'stores' for lowland farmers to fatten before slaughter. Rough grazing land covers about 59,000 ha with 15,000 ha of farm woodland.

2.64. Agricultural costs are high and many farms would be operating at a loss were it not for agricultural support payments. A clear objective of the agri-environment schemes in the Cambrian Mountains is to prescribe a grazing level on the semi-natural areas of farms to maintain these habitats in good ecological condition, with additional options available for reverting agriculturally improved areas to semi-natural habitats.

2.65. While farmers can benefit from these schemes to the extent that payments are based on a calculation of income foregone by undertaking the variety of actions available under each scheme, public benefit comes from safeguarding and improving semi-natural habitats, landscape and a variety of other ecosystem services. This will become more important if the policy of public money only for public goods become official policy. (Joyce/FUW 2013: p11)

2.66. Forces for change:

- Low profitability and uncertainty about the future
- An economy disproportionately affected by declining agricultural incomes and changing agricultural policies
- An aging farm population with many leaving the industry - as more young people leave the ability, drive and enthusiasm to deliver new projects also declines
- Loss of traditional skills
- Potential arrival of new pathogens and diseases

2.67. Ecosystems services provided include:

- Food production
- Fibre production
- Soil formation
- Nutrient cycling
- Water cycling
- Regulating climate and carbon storage
- Regulating soil erosion
- Regulating soil quality
- Regulating water flow and flooding

[5] http://lle.gov.wales/map#m=-3.47559,52.49064,12&b=europa&l=213;
[6] There are 25 small areas wholly or mainly in our study area, which provide the statistics for our numbers - see https://gov.wales/sites/default/files/statistics-and-research/2019-05/agricultural-small-area-statistics-2002-to-2018-335.pdf

Woodland and Forestry

2.68. Broadleaf woodland occurs mainly in the valleys, combining with areas of scrub on the upland edges. The blocks of woodland tend to be relatively small and often linear along valley sides and narrow valley bottoms. This is illustrated in **Figure 10** which shows the pattern of ancient woodlands, and in **Figure A4,** which shows woodlands and scrub excluding coniferous plantation. Some woodlands are of significant nature conservation value e.g. Elan Valley woodlands SAC. This is described in the Nature Conservation section and includes old sessile oak woodland. These woodlands are very important to the landscape character of the valleys providing a strong contrast with the open exposed uplands.

2.69. Commercial forest plantations have established throughout the Cambrian Mountains since the mid-20th century. They cover very large blocks of land, primarily upland, but also covering large parts of some valleys such as the upper Dyfi and Severn valley (Hafren Forest). Spruce predominates but there are also other species such as Douglas Fir and Larch. The mainly mono-cultural plantations cloak the landform and form abrupt straight edges in places. Until recently, harvesting has been entirely through clear fell which has resulted in further large-scale change in landscape character. However, new practices are coming into play in some areas such as the Dyfi Forest (low impact silvicultural systems). NRW own and manage a large proportion of the forests including Brechfa, Dyfi, Hafren, Nant-y-Moch and Hafod. Privately owned commercial forests lie to the north including Carnedd Wen, in the Wye valley and in various other patches throughout.

2.70. Pests and diseases are appearing in Wales that may have a serious impact on woodland structure. Phytophthora ramorum is a fungus that infects and kills larch trees but also affects many other trees, shrubs and plants, such as Douglas fir and Sitka spruce. Chalara ash dieback is affecting trees outside of woods (in parklands, gardens, hedgerows, along roads etc). Acute Oak Decline is a bacterial disease that affects mature English and sessile oak trees, usually of at least 50 years but occasionally in younger trees. This disease is slowly moving into eastern Wales.

2.71. Many broadleaf and coniferous woodlands are now under Woodland Grant schemes (see **Figure 10**). Also, many NRW managed forests provide significant recreational facilities including hiking and cycle trails e.g. Hafren Forest.

2.72. Forces for change include:

- Potential reduction in rainfall and increased drought periods due to climate change could put pressure on the health of woodland habitat.
- Extreme weather events may adversely affect tree cover increasing the likelihood wind throw.
- Tree pests and diseases may kill or damage existing trees so causing negative economic, social and environmental impacts.
- Positive management such the introduction of broadleaves and the application of low impact silvicultural systems could transform the appearance of forests and beneficial use for recreation.
- Increasing use by visitors for walking and cycling with associated facilities.
- Wind farms in forests can result in clear or ‘keyhole’ felling.

2.73. Ecosystems services provided include:

- Production of timber- hardwood and softwood
- Carbon storage and sequestration
- Flood regulation
- Genetic diversity in broadleaf woodland with some support from coniferous woodland
- Scenic beauty, particularly of broadleaf woodland
- Access and recreation such as walking and cycling

- Education/knowledge of history, geography and natural systems

Access for recreation

2.74. There is a recognised lack of awareness of the recreational opportunities and tourism potential offered by the Cambrian Mountains and its setting. There are many historic links (such as the writings of George Borrow, the iconic ruins of Strata Florida and the mining heritage of the 19th century); a very high-quality natural landscape; and a wildlife-rich place to explore. The area provides a highly attractive setting for a visit or stay.

2.75. There is a relative lack of recreational infrastructure but there are extensive tracts of open access in the highest areas in the northern part of the area (**Figure 11**). A few long-distance cycling and walking routes cross the Cambrian Mountains, including the Glyndwr's Way national trail, the Monks Trod Trail and the unofficial Cambrian Way. The Wye Valley Walk and Severn Way Trail start on the slopes of Pumlumon. Three National Cycle Network Routes pass through the area (8, 81 and 82). More locally, there are a range of forest trails and recreation areas. There is less provision in the southern part of the study area. (Miller Research 2017)

2.76. Ecosystems services provided include:

- Access and recreation such as walking and cycling
- Education/knowledge of history, geography and natural systems
- Health and well-being
- Sense of history
- Sense of place and inspiration
- Tranquillity

Reservoirs

2.77. The combination of high rainfall, vast upland catchment and steep sided valleys has led to the creation of a series of reservoirs (**Figure A3**). The best known are the series of reservoirs in the Elan and Claerwen valleys just west of Rhayader. The Birmingham Corporation Water Department built the Elan valley reservoirs with their distinctive structures and architecture at the turn of the 19c and the more utilitarian Claerwen in the early 1950's to supply water to the city. The reservoirs are now owned and managed by Dwr Cymru Welsh Water to preserve water purity. No access to the water for recreation is allowed and the surrounding landscape, managed by the Elan Valley Trust, has avoided large-scale forestry and upland agricultural improvements.

2.78. Llyn Clywedog reservoir to the north east was completed in 1967 to regulate the flow of the River Severn by storing water during the wet winter months and releasing water during dry summer months. It also provides drinking water for consumers from Llanidloes to Bristol. It is the highest mass concrete dam in the UK, at 72m, and is operated by Severn Trent Water. It is popular for sailing and fishing. Llyn Brianne to the south was completed in the 1970s to regulate the flow in the Tywi to supply water to a large area of South Wales including Swansea, Neath and west of Cardiff. It is operated by Dwr Cymru and non-motorised craft can use the water body. Nant y Moch reservoir to the north west was built in 1964 and forms part of the Cwm Rheidol hydroelectric scheme.

2.79. Forces for change include:

- Potential reduction in rainfall reducing the capacity of reservoirs to deliver the appropriate quantities of water or energy.
- Increasing use by visitors for walking, sailing and fishing with associated facilities.
- Positive management by the Elan Valley Trust and other bodies.

2.80. Ecosystems services provided include:

- Water supply

- Energy supply - hydroelectric power
- Genetic diversity as habitat
- Flood regulation
- Scenic beauty
- Historic interest
- Access and recreation – sailing, fishing, walking, sightseeing.
- Education/knowledge of history, geography and natural systems

Wind energy

2.81. Wind energy development has become a prominent feature of parts of the Cambrian Mountains. This is partly due to the policy of concentration of development in Strategic Search Areas (SSAs) as part of the Welsh Government's Technical Advice Note 8 (TAN 8). This identified three SSAs in the area (**Figure 12**):

- SSA B Carno: This area has a projected capacity for 200 megawatts (MW). It hosts Carno 1, Carno 2 and Mynydd Clogau windfarms.
- SSA E Nant y Moch: This area has a projected capacity of 100MW. A windfarm was considered by a developer within forest plantation but an option agreement with NRW was terminated.
- SSA G Brechfa Forest: This area has a projected capacity of 150MW. Brechfa Forest West windfarm is operational and Brechfa Forest East windfarm have been given consent. Both are within NRW land.

2.82. Operational windfarms outside the SSAs include:

- Cemmaes, overlooking the Dyfi valley
- Rheidol
- Cefn Croes, south of Pumlumon
- Alltwallis, south west of Llanllwni Common
- Bryn Blaen, north of Llangurig

2.83. A decision by the UK government is still awaited on a major wind farm at Llanbrynmair and Carnedd Wen.

2.84. Several proposed major windfarms have not been consented. These include Mynydd y Gwynt (east of Pumlumon). Others have been withdrawn pending progress with connection to the electricity grid to the east, which has raised more local objections than the windfarms themselves.

2.85. Much of the southern central Cambrian Mountains including the Elenydd have been insulated from proposals due to Ministry of Defence (MOD) constraints related to training flights between RAF Valley and Mynydd Eppynt revealed in the TAN 8 consultation process.

2.86. Forces for change include:

- Wales national policy encouraging wind energy both within and outside SSAs.
- Local opposition, including against proposed grid connections to the east.

2.87. Ecosystems services provided include:

- Energy supply
- Genetic diversity potentially if habitat improvements undertaken

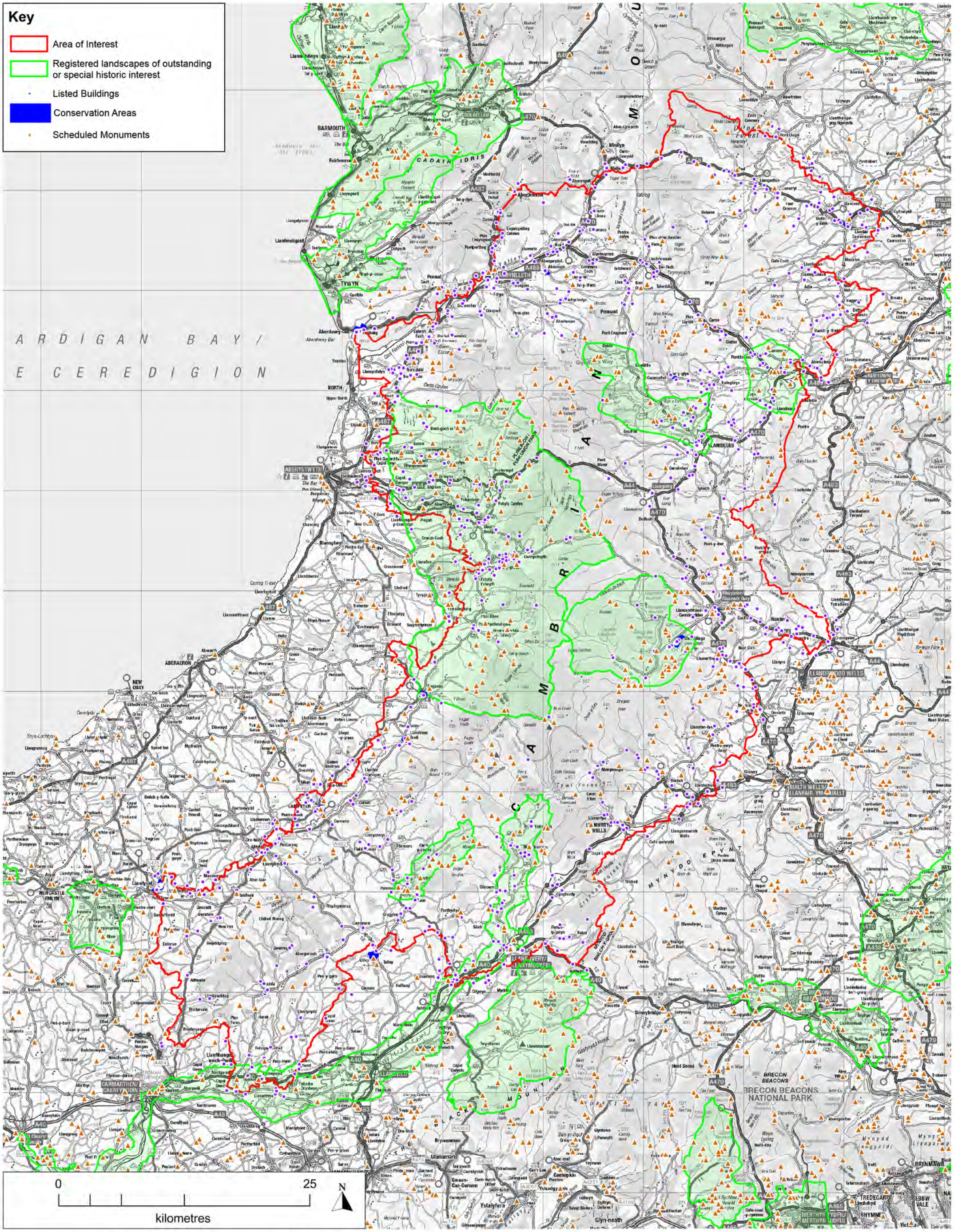

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Figure 7 - Historic interest

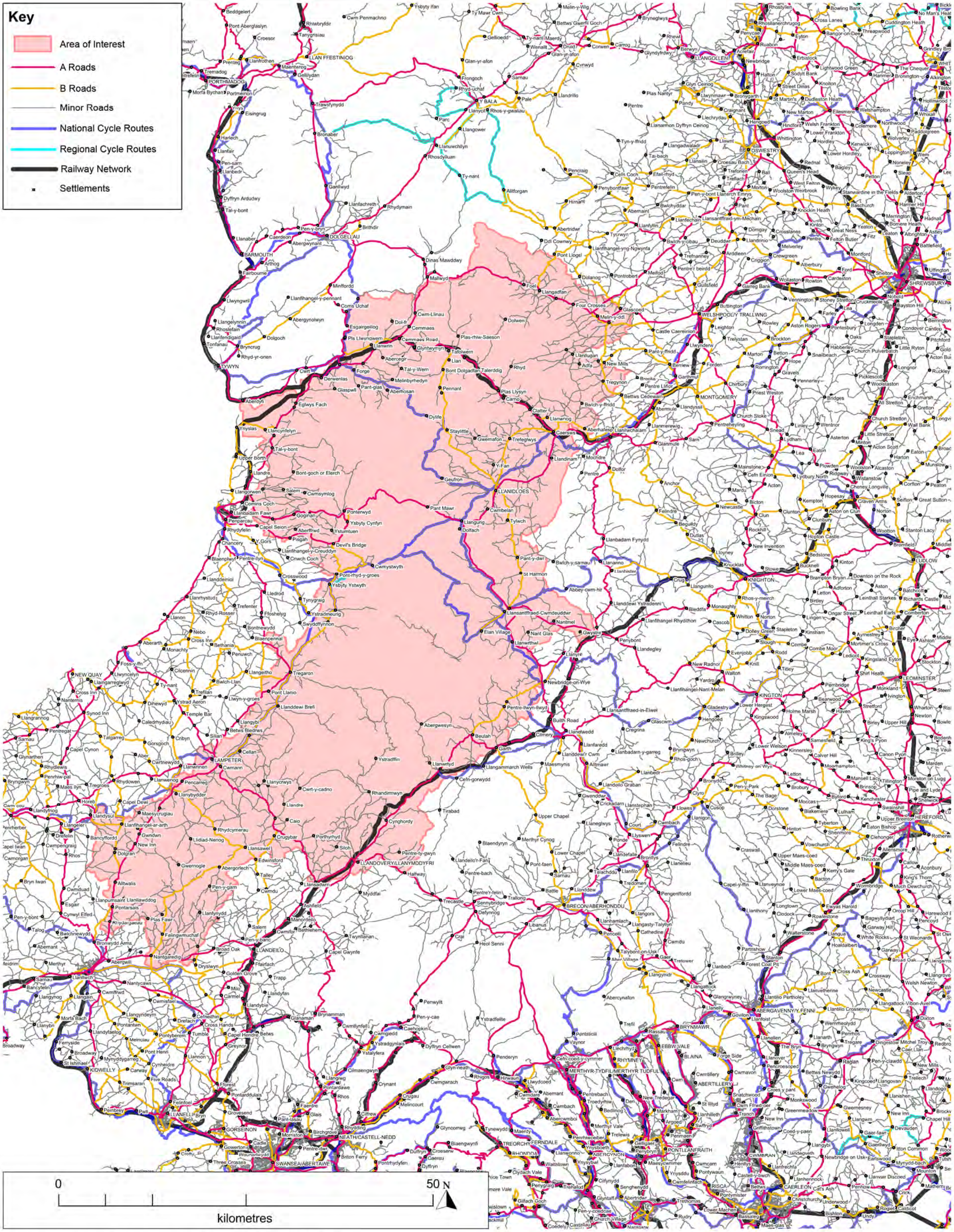

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Figure 8 - Access and Transport

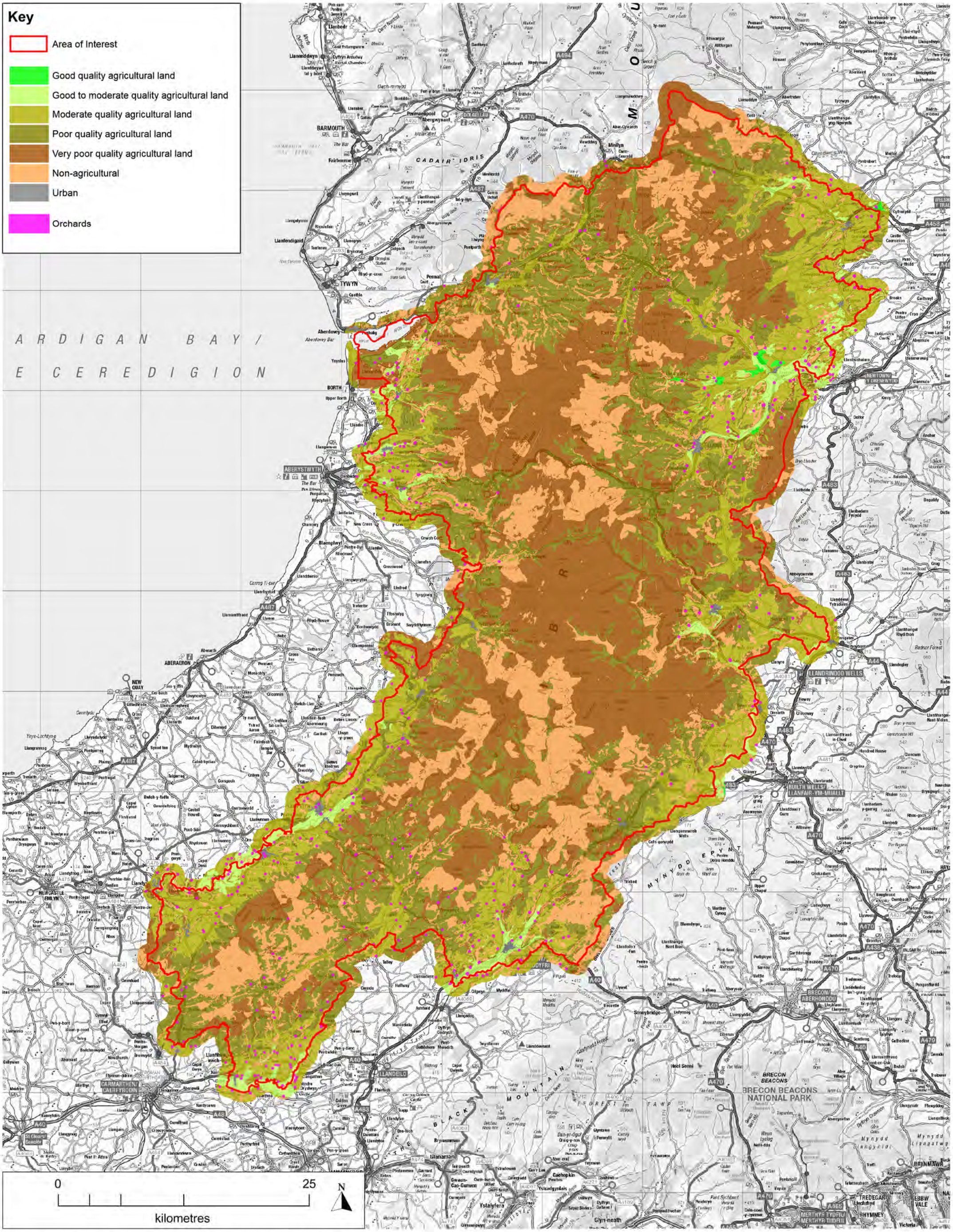

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Figure 9 - Agriculture

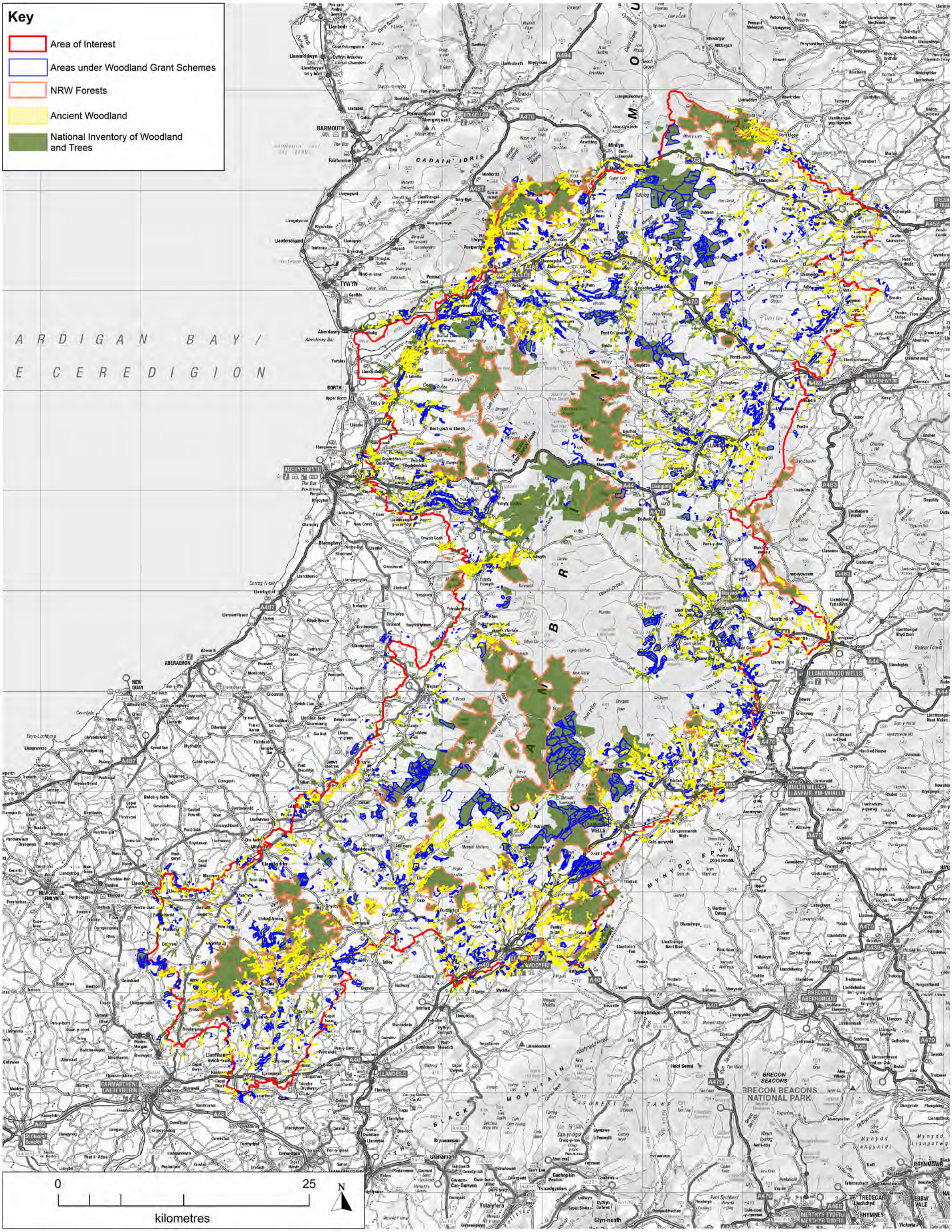

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Figure 10 - Forestry and Woodland

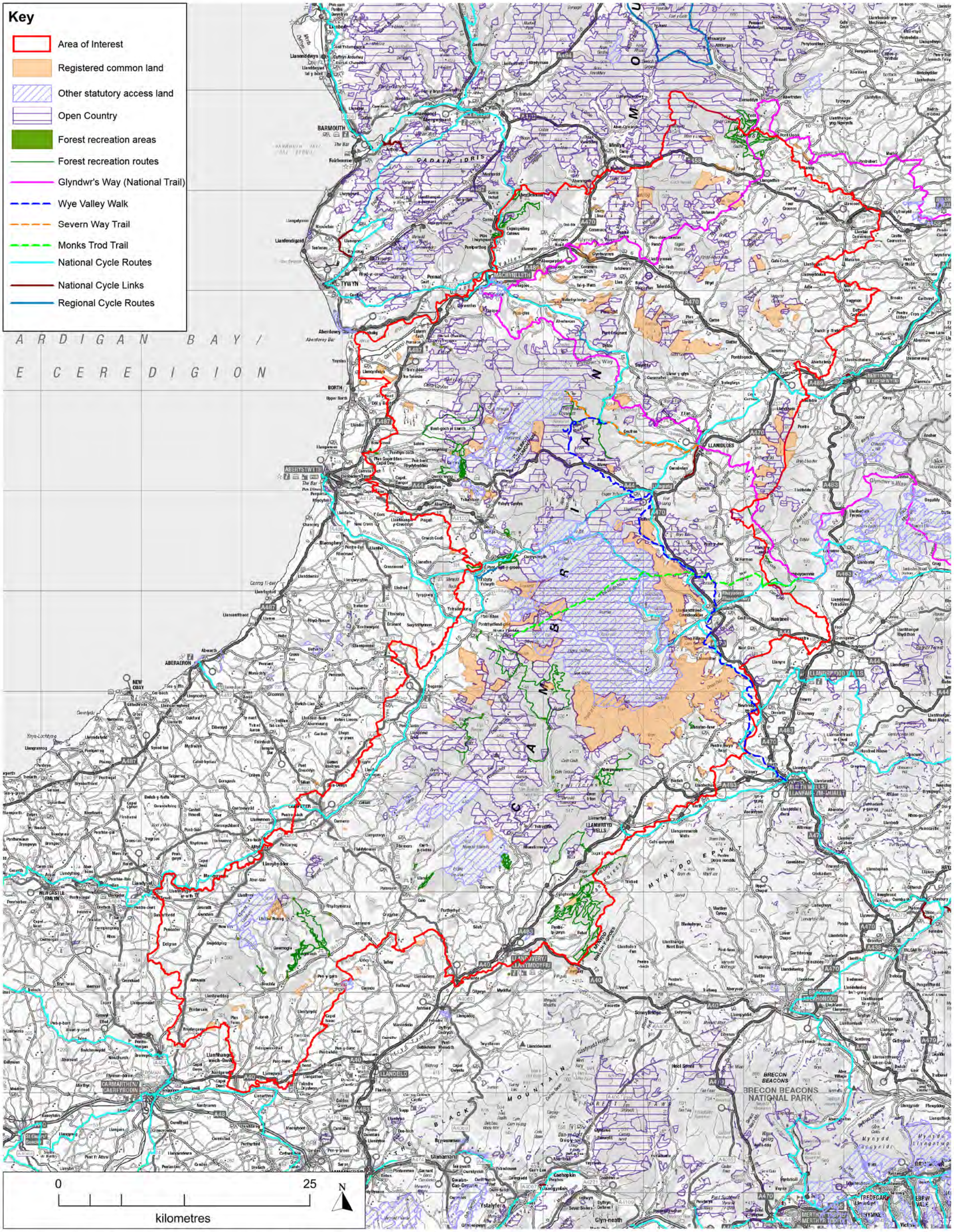

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Figure 11 - Access for Recreation

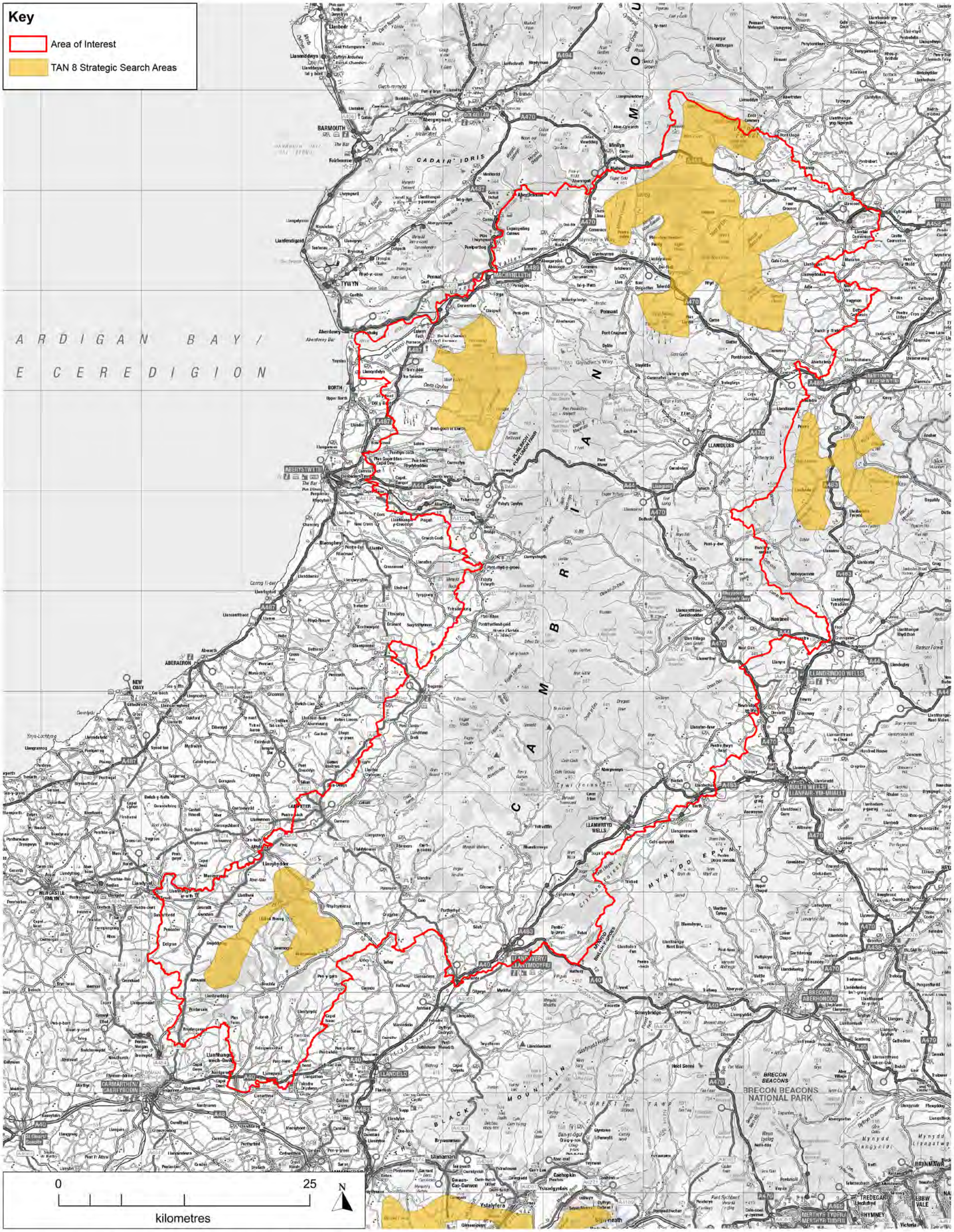

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Figure 12 - Wind Energy Strategic Search Areas

Financial Capital Analysis

- *Financial capital are those assets that exist in a form of currency that can be owned or traded.*

2.88. There has been the investment of significant sums of money in the area in recent years, as the current range of projects and programmes described below shows. However, there is generally a narrow focus for these funds; and they are time-limited. Sources range from the public purse (EU, national and local), the national lottery, charitable endowments and commercial enterprise.

2.89. It is not possible to assess the extent of financial input into the Cambrian Mountains via EU funding programmes such as RDP/ERDF. The area lies partly within the West Wales and Valleys region, and partly within East Wales, for which the funding priorities differ. Evaluations of the EU programmes tend to be Wales wide. However, it is possible to deduce the kind of projects that were likely to have been funded under the 2007-2013 programme.[7] For example:

- Axis 1 of that programme supported Farming Connect and Catchment Sensitive Farming projects.
- Axis 2 supported the development of Tir Mynydd, Tir Gofal and Tir Cynnal and their successor Glastir.
- Axis 3 offered funding for farm diversification, microbusinesses, tourism development, village renewal and rural heritage amongst other project support, and
- Axis 4 provided the funding for Leader.

2.90. What is not known is the amount of uptake of EU funding over this period, and how much of it covered the area in question. What is known is that about £275,416,000.00 went into agri-environment payments across the whole of Wales over the 2007-13 funding period. Farming Connect is likely to have been influential in developing skills and efficiencies in farming, whilst the RDP in general is likely to have created about 1,500 new sustainable jobs across Wales.

Distribution of Defra agricultural small areas

2.91. A broad calculation of payments based on postcodes in Defra's 2017 Common Agricultural Policy (CAP) data and on the agricultural small areas assessments suggests that landowners in the Cambrian Mountains benefit to the tune of about £35,000,000.00 per annum in direct and other payments. According to Roberts, livestock farming in the upland areas of Wales is not currently viable without some subsidy (Roberts K 2014). CAP support plays a significant role in the financial viability of many farms. Beef and sheep farm incomes are heavily reliant on funding from the Basic Payment Scheme and Glastir. It has enabled many upland farms to continue operating. However, total payments are a

[7] See https://gweddill.gov.wales/docs/wefo/publications/evaluation/171205-ex-post-evalaution%20of-2007-13-rdp-national-report-en.pdf

relatively small share of farm turnover. Commercial income is the major component of turnover but significant costs mean it makes only a small (or negative) contribution to net income. (Welsh Government 2018)

2.92. In 2006, the estimated total income in the Cambrian Mountains from tourism was £32,600,000.00 (Manley 2009). Assuming a conservative annual growth of 3% per annum, this may now be in the region of £40,000,000. There is a range of financial investment is available through Business Wales.[8] Much of this funding is based on the EU RDP. As well as individual tourism enterprises that have benefitted in the past, the following is a summary of some Cambrian Mountain linked beneficiaries of specific funding schemes:

- The Economy Futures Fund – Tourism Investment Support Scheme (EFF-TISS)
- 2012 - Silver Mine Attraction Ponterwyd £50,000.00
- 2013 – Tiercel Developments Rhayader £25,000.00
- 2015 – Rhiannon Cyf. Tregaron £100,000.00
- Regional Tourism Engagement Fund (RTEF)
- 2015 – Ceredigion Tourism Destination Partnership £50,000.00; Cambrian Mountains Tourism Network £20,000.00; Dyfi Biosphere £10,000.00; Mid and North Powys Destination Network £15,000.00
- 2016 – Cerdigion Council Legendary Landscapes of the West; Mid Wales Tourism
- 2018 – Powys Council Three Sisters digital discoveries in Mid Wales
- Tourism Product Innovation Fund (TPIF)
- 2017 Dyfi Biosphere Legends
- 2018 Blas Cambrian Taste Guides
- Tourism Amenity Investment Support (TAIS)
- Bwlch Nant yr Arian – NRW - £128,000.00
- Trails and Signage – Elan Valley Trust - £128,000.00
- Branded Highway signs – Dyfi Eco Valley Partnership - £23,968.00
- Devil's Bridge Car Park – Vale of Rheidol Railway - £128,000.00
- Visitor Discoveries Along the Cambrian Way – Powys Council - £128,000.00
- Discovering Elan's Dark Skies – Elan Valley Trust - £67,384.00

Rural Development Plan

2.93. The Rural Development Plan aims to improve competitiveness in the agriculture and forestry sector; safeguard and enhance the rural environment; and foster competitive and sustainable rural businesses and thriving rural communities. It is a seven-year European Union and Welsh Government-sponsored programme. The Wales RDP 2014-2020 presents a range of interventions that address the framework prescribed by Europe and achieve the aims and objectives of the Welsh Government, as set out in 'Programme for Government'.

[8] See https://businesswales.gov.wales/tourism/finance#guides-tabs—2

Table 2: RDP Programmes available
Headings now open
• Woodland and Restoration • Small Grants (landscape and pollinators) • Micro Small Business Fund Programme • Food Business Investment Scheme • Sustainable Management Scheme
Leader
EU programme focus areas: • Fostering knowledge transfer and innovation in agriculture, forestry, and rural areas • Enhancing competitiveness of all types of agriculture and enhancing farm viability • Promoting food chain organisation and risk management in agriculture • Restoring, preserving and enhancing ecosystems dependent on agriculture and forestry • Promoting resource efficiency and supporting the shift towards a low carbon and climate resilient economy in agriculture, food and forestry sectors • Promoting social inclusion poverty reduction and economic development in rural areas • Activities under LEADER must also be linked to one of the five LEADER themes for Wales: • Adding value to local identity and natural and cultural resources • Facilitating pre-commercial development, business partnerships and short supply chains • Exploring new ways of providing non-statutory local services • Renewable energy at community level • Exploitation of digital technology

Lottery Funding

2.94. Following a review, there have been changes to lottery funding streams. The two most appropriate streams are the National Lottery Community Fund (formerly the Bid lottery Fund) and the National Lottery Heritage Fund (formerly the Heritage Lottery Fund (HLF)).

The National Lottery Community Fund

2.95. The Fund's Rural Programme (round two) funds projects that create positive change for those living in poverty in rural Wales. It is suitable for voluntary or community organisations, social enterprises and statutory organisations. The maximum grant is £500,000 (revenue & capital) and the deadline is the 1st October 2019. This programme will fund partnerships that understand the connection between the causes and effects of poverty, and propose solutions and services which use a joined-up approach to tackle the problem at its core. Projects will focus on helping people who struggle to meet their basic needs or access services, who do not have reasonable living conditions or might be isolated from others.

2.96. National Lottery Awards for All offers funding from £300 to £10,000 to support what matters to people and communities. It has three funding priorities:

- bring people together and build strong relationships in and across communities
- improve the places and spaces that matter to communities

- enable more people to fulfil their potential by working to address issues at the earliest possible stage.

The National Lottery Heritage Fund

2.97. National Lottery Grants for Heritage fund projects that connect people and communities to national, regional and local heritage. The grants range from £3,000 to £5 million. Smaller sums are for short projects and an application can be at any time; larger bids must follow a published timetable.

Human Capital Analysis

- *Human capital incorporates the health, knowledge, skills, intellectual outputs, motivation and capacity for relationships of the individual. Human Capital is also about joy, passion, empathy and spirituality.*

Overview

2.98. The three counties comprise 39% of the land area of Wales. The population is just over 200,000, less than 7% of the population of Wales. The population density is amongst the lowest in Wales (and England) at 0.3 people per hectare (Wales average is 1.49 people per hectare), giving challenges in terms of accessing services and service delivery. Within the study area, the population is around 37,000. There is migration of younger adults out of region and of older working age and retired adults into the area.

Multiple Deprivation

2.99. In Wales, the measurement of deprivation is usually by the Welsh Index of Multiple Deprivation (or WIMD). This is the Welsh Government's official measure of relative deprivation for small areas in Wales. The Index provides a way of identifying areas in the order of least to most deprived. It does not provide a measure of the level of deprivation in an area, but rather whether an area is more or less deprived relative to all other areas in Wales. We can identify which areas are more (or less) deprived than others, but not by how much. However, in rural areas, deprived people tend to be more geographically dispersed than in urban areas, making the WIMD unable to identify 'high concentrations' of deprivation.

2.100. The census data is set out in **Figure 13**. This shows that that the Cambrian Mountain Communities are not in the 30% most deprived parts of Wales. The northern and southern council areas fall close to the Welsh average with the central areas slightly less deprived than the rest of Wales.

2.101. There is a need to source other relevant sources of data to establish a definitive picture. But there are undoubtedly discrete pockets of severe deprivation within the area in question. The Welsh Index of Multiple Deprivation builds on several sub-headings that hold more detail. Analysis for the emerging Mid-Wales Regional Regeneration Plan[9] suggests that household incomes are some of the lowest in Wales.

2.102. There is a poor network of infrastructure and difficult access to market and services. The low population density leads to higher costs of living and services. Reflecting the isolation of the Cambrian Mountains, the area has a high level of 'self-containment' in meeting the employment needs from people living in the area. Around 73% of the people who work in the Cambrian Mountains also live there; and nearly half of the people in employment and living in the Cambrian Mountains also work there. There is underemployment rather than unemployment with low productivity. Smaller businesses predominate throughout Wales but there is a greater proportion of sole traders in the area than the Welsh average (see **Table 3**). The workforce is not highly qualified and it is ageing.

[9] https://powys.moderngov.co.uk/documents/s28443/Appendix%203%20-%20Regional%20Regeneration%20Plan%20draft.pdf

Table 3: Business structure by size-band and measure										
Size of business	Micro				Small		Medium		Large	
No of employees	0-1		0-9		10-49		50-249		250+	
	nº	%	nº	%	nº	%	nº	%	nº	%
All Wales	198655	76.6	246005	94.9	9365	3.6	2155	0.8	1675	0.6
Ceredigion	6165	74.6	7755	93.8	295	3.6	50	0.6	165	2
Powys	15560	78.6	18900	95.5	545	2.7	130	0.7	215	1.1
Carmarthenshire	14980	78	18150	94.5	595	3.1	160	0.8	300	1.6
Source: Inter-Departmental Business Register – Office for National Statistics 2018										

2.103. The quality of life is high and there are only low levels of recorded crime. There is a high-quality environment with extensive recreational and tourism opportunities; and rich cultural traditions. (Growing Mid Wales Partnership 2016)

Prosperity and Economic Performance

2.104. Gross Domestic Product (GDP) data is not readily available for the area. However, the West Wales and Valleys Region is one of the poorer in Europe, with GDP less than 75% of the European average (triggering European Funding). In contrast, East Wales (including Powys) is more prosperous, with its GDP being at least 90% of EU average.

2.105. Gross value added (GVA) is available down to local authority areas, but not community council areas. Because of the structure of data collection by the Office for National Statistics, we use Powys to indicate the likely situation in the Cambrian Mountains.

2.106. GVA is a measure of the increase in the value of the economy due to the production of goods and services. GVA per head is a useful way of comparing regions of different sizes. It is not, however, a measure of regional productivity. Gross disposable household income (GDHI) is the amount of money that all the individuals in the household sector have available for spending or saving after taxes (etc) have taken effect. GDHI reflects the 'material welfare' of the household sector.

2.107. The supporting material available for the emerging Mid-Wales Regional Regeneration Plan states that Powys had total GVA of £2.3 billion in 2015. This translates as £16,972 per head or 66.9% of the UK average, compared to 71% for Wales. This difference is mostly down to job structure, with Powys having a lower GVA per job than the Welsh average, but is also due to net commuting out from the region and higher proportion of elderly residents.

2.108. Average full-time weekly earnings are lower than the Wales average in 2016. Relative to the UK, earnings in Mid Wales were 85.4% of the UK average – well below the Wales average of 91.4%. However, the region also has the highest GDHI amongst the economic regions, at 90.7% of the UK average. (Growing Mid Wales Partnership 2016)

Employment

2.109. Jobs in the Mid Wales region are in a limited range of sectors, often linked to self-employment and micro-businesses but dominated by the public sector, education and the health sector. Within the Cambrian Mountains it is different; the continuing dependence of the local economy on agriculture and tourism reflects the deeply rural nature of the area. **Figures 14a** and **14b** show the spread of employment in agriculture/forestry (see 14a) and accommodation/food (see 14b) across the community councils. Just over 13% of the resident population are employed in agriculture and forestry; the figure is 6% for accommodation and food.

2.110. The high and low levels of each sector are different for each council area. This may affect how each council responds to regeneration initiatives.

2.111. Forces for change:

- Global economic slow-down and competition (Brexit)
- Lack of investment in Infrastructure
- Disconnect between skills and business needs
- Out-migration
- Lack of affordable housing
- Withdrawal and centralisation of services including shrinking public sector
- Competition from adjacent economic regions

(Growing Mid Wales Partnership 2016)

Welsh language

2.112. Mae'r iaith Gymraeg yn un o drysorau Cymru / *The Welsh language is one of the treasures of Wales*. One of the goals set out in the Well-being of Future Generations (Wales) Act 2015 is to see 'a Wales of vibrant culture and thriving Welsh language'. The Welsh Government wants to see the number of people able to enjoy speaking and using Welsh reach a million by 2050. (Welsh Government 2017).

2.113. The 2011 Census results presents an opportunity to evaluate the future for the language There is a clear west/east split in the use of Welsh through the study area, as **Figure 15** illustrates. There is a strong use of Welsh in those community council areas to the north and west of the area, with a weaker use of the language to the east, primarily in Powys. Sadly, the census shows that there is a slow decrease in the proportion of people able to speak Welsh throughout most of the study area. In parts, this decline was by 5% or more between 2001 and 2011. There is no increase in Welsh speakers shown, except in a small part of Powys (around Llanwrthwl, Llanafanfawr and Treflys). Here, the increase in the proportion of Welsh speakers was around 2% for the same period. (Welsh Government 2017 page 9). The Welsh language and culture is strong in the study area but there is a need to maintain support to arrest the slow decline.

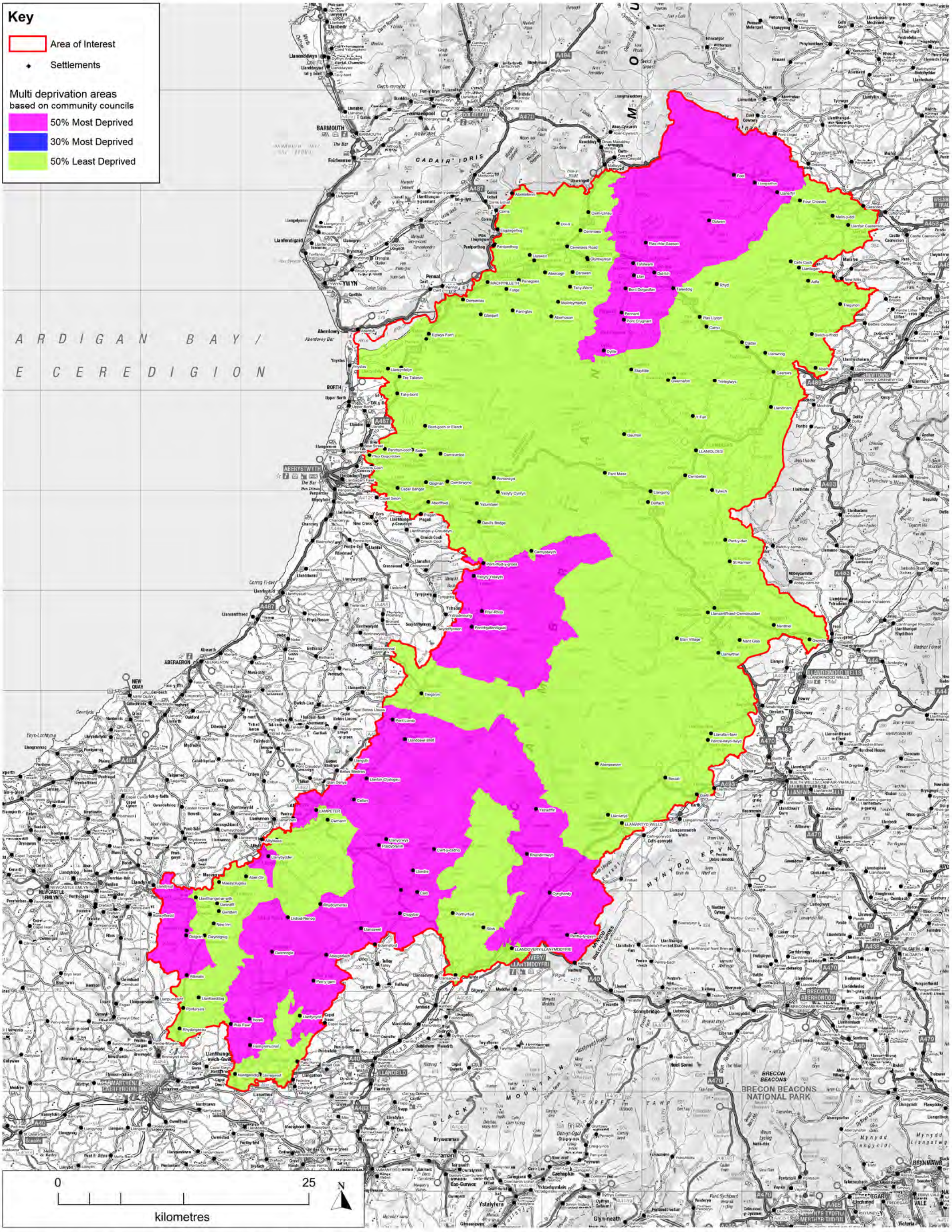

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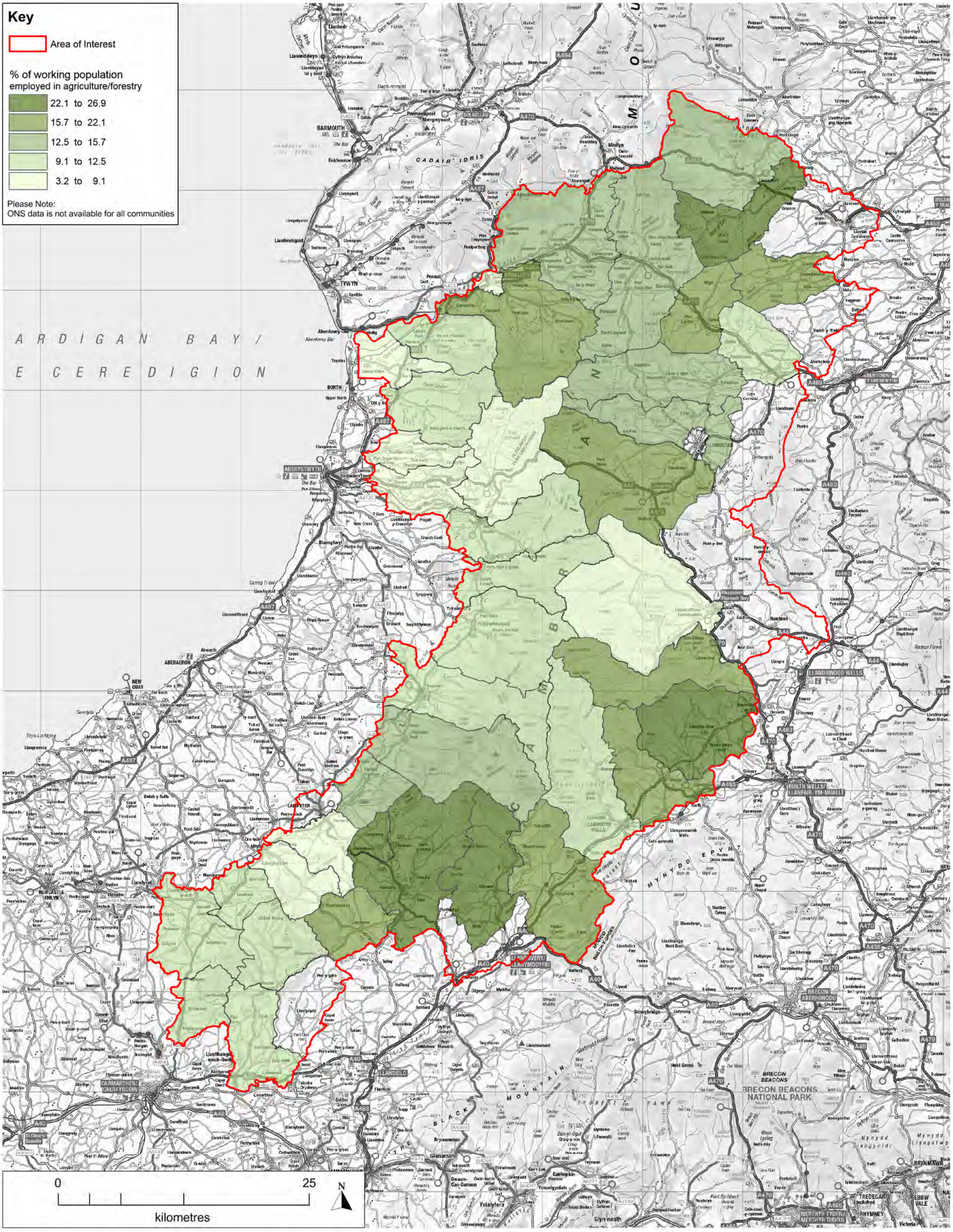
Figure 13 - Multi-deprivation areas



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14a Working population in Agriculture/ Forestry

white CONSULTANTS
www.whiteconsultants.co.uk

Project: Landscape Status for the Cambrian Mountains - a feasibility study
Client: Cambrian Mountains Initiative
Date: April 2019
Status: Final

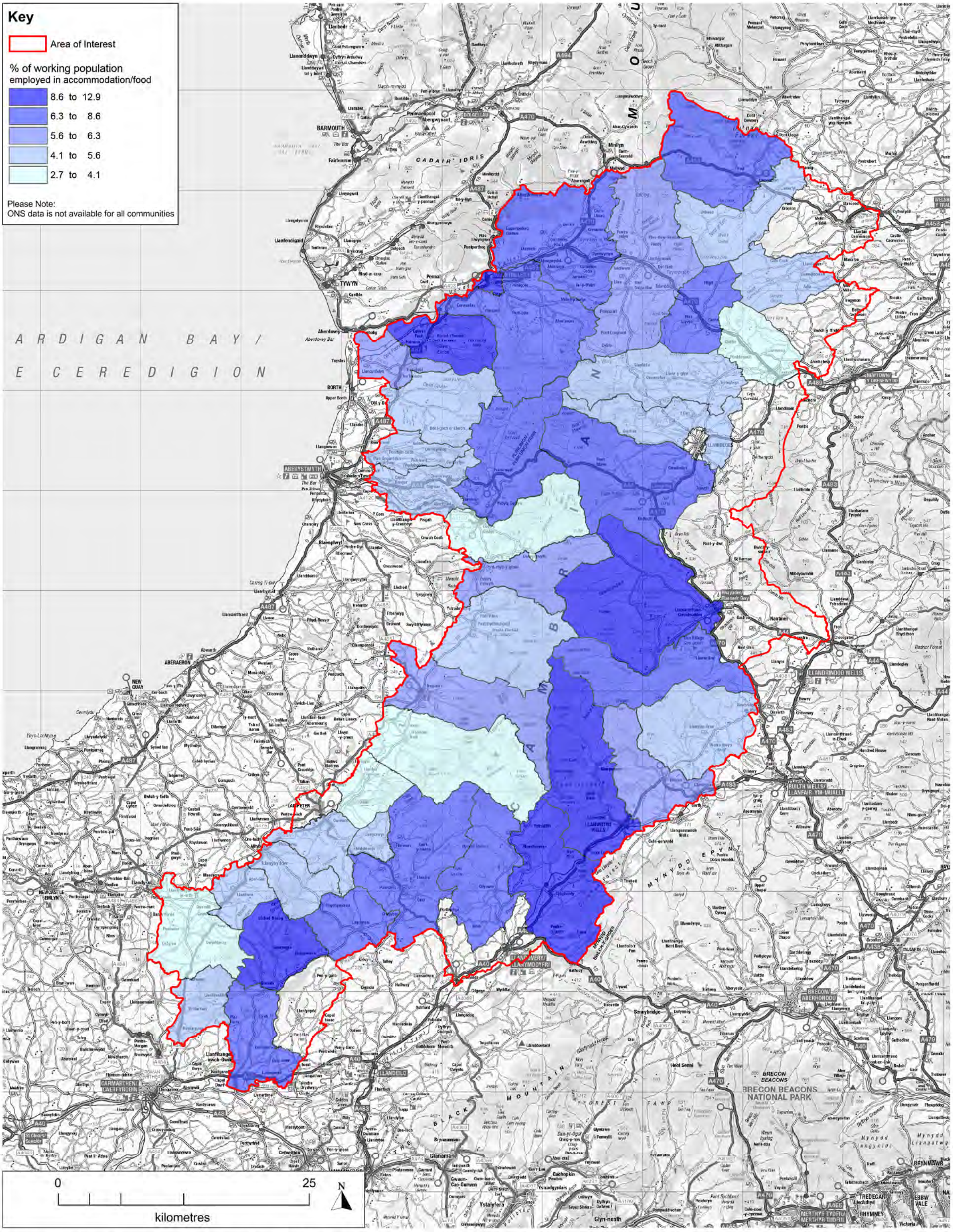

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Figure 14b Working population in Accommodation/ Food

white CONSULTANTS
www.whiteconsultants.co.uk

Project: Landscape Status for the Cambrian Mountains - a feasibility study
Client: Cambrian Mountains Initiative
Date: April 2019
Status: Final

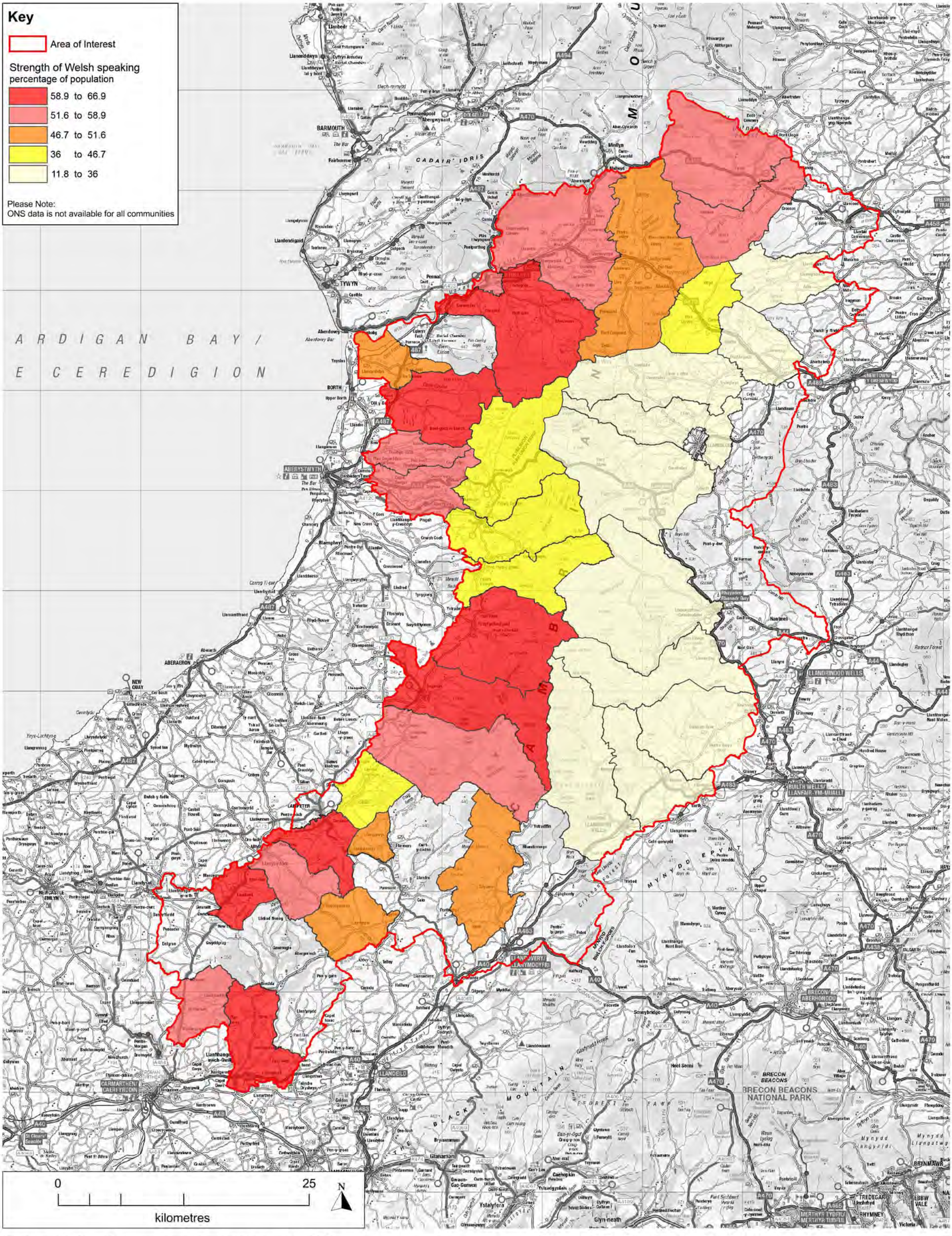

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Figure 15 Strength of Welsh speaking

Socio-political Analysis

- *Social capital is any value added to the activities and economic outputs by human relationships, partnerships and co-operation.*

2.114. The Cambrian Mountains area spans two NRW Area Statement Boundaries (Mid Wales and South West Wales) and many National Landscape Character Areas (though only one is dominant). There are three local authority areas (Powys, Ceredigion and Carmarthenshire and some 54 Community Councils. It is likely that not all the Community Councils would associate with the Cambrian Mountains. (**Figure 16** – Administrative Boundaries) The study area falls within two tourism areas, Mid and South-West Wales.

Legislation for sustainable development to secure the long-term well-being of Wales

2.115. The Welsh Government has set in place three ground-breaking and enabling pieces of legislation that encourage an innovative approach to sustainable development:

- The Wellbeing of Future Generations (Wales) Act 2015
- Planning (Wales) Act 2015
- Environment (Wales) Act 2016

The Wellbeing of Future Generations (Wales) Act 2015

2.116. This Act is about improving the social, economic, environmental and cultural well-being of Wales. The intent is to make public bodies think more about the long-term, work better with people, communities and each other, look to prevent problems and take a more joined-up approach. To achieve this, the Act puts in place seven well-being goals. **Chart 1** shows the Wellbeing goals.

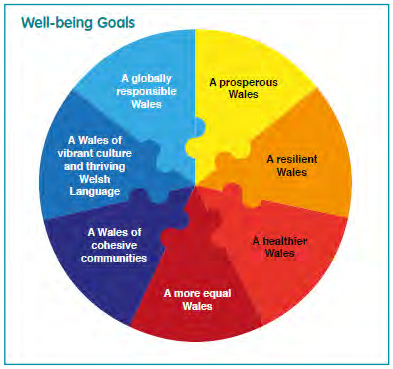

Chart 1: The Well-being Goals

Together they provide a vision for the public bodies to work towards.

Planning (Wales) Act 2015

2.117. Its intent is to improve the existing planning process to ensure the right development is in the right place. To achieve the Wellbeing Goals there is a need to plan the use of land. Strategic Development Plans will focus planning for areas with matters of greater than local significance. The key is to focus on areas where development is of a strategic nature. The National Development Framework will set out the Welsh Government's land use priorities.

Environment (Wales) Act 2016

2.118. The Act seeks to plan and manage natural resources in a more proactive, sustainable and joined-up way. It sets out the principles of that sustainable management; places a duty on all public authorities to maintain and enhance biodiversity and, in so doing, promote the resilience of ecosystems; requires Ministers to publish a national natural resources policy; and requires NRW to prepare and publish State of Natural Resources Reports (SoNaRR) and Area Statements to facilitate the implementation of the national natural resources policy.

2.119. NRW is developing the Area Statements. They will identify local needs, opportunities and challenges within the context of both natural resource management and local well-being

plans. This will help to coordinate the work of public bodies and others, to build the resilience of the ecosystems and enhance the benefits they provide. They will ensure a better understanding of the state and trends of natural resources in an area, the pressures on them and their benefits. The intent is to prioritise actions that have multiple benefits, will deliver across the wellbeing goals, build resilience of ecosystems and stocks of natural resources, and identify ways of using natural resources that are more efficient. The Mid Wales Area Statement is not yet available but it can be tracked using the NRW website[10].

Policy documents

Valued and Resilient July 2018

2.120. Valued and Resilient brings the review of designated landscapes in Wales that started in 2013 to an end; and sets out the Welsh Government's priorities for Areas of Outstanding Natural Beauty (AONBs) and National Parks. The statement includes ten cross-cutting priority themes that provide a consistent framework for all designated landscapes and for national stakeholders whose policies and decisions influence designated landscape management. And the Welsh Government sets out four goals:

- To be Valued Places that reach out beyond traditional audiences and engage a more diverse cross section of Welsh society to feel they have a stake in these national landscapes;
- To contain Resilient Environments where the value of nature is enhanced and the decline in biodiversity is reversed;
- To support Resilient Communities. More needs to be done to develop and refine understanding of local economic resilience and economic opportunities, and for designation to actively support and create opportunities for employment.
- To adopt Resilient Ways of Working, where there are closer operational arrangements between existing designated areas as well as between the designated landscapes and areas without a statutory designation.

Local Development Plans

2.121. The three county councils (Carmarthen, Ceredigion and Powys) are the planning authorities for the area and each produces a Local Development Plan that sets out the Council's strategy for the sustainable development of the area. Together with national planning policy, they will guide decisions on planning applications on all future development and land use planning within the area.

- Camarthen's plan was adopted in 2014 but the Council has just started to prepare a revised plan. This should be ready in a few years. There will shortly be opportunities to influence its development through a consultation programme.
- Ceredigion's plan was adopted in 2013.
- Powy's plan was adopted in 2018.

2.122. Each plan has policies that seek to conserve either natural resources or landscape; and each plan seeks to protect the tourism and visitor economy. Powys also has a policy on farm diversification.

Mid Wales (draft) Regional Regeneration Plan

2.123. The Mid Wales region consists of the counties of Powys and Ceredigion. Economic regeneration in the area has been co-ordinated through the Growing Mid Wales Partnership, which is one of the four regional partnerships covering Wales. This Partnership compiled a Framework for Action in respect of regeneration activity in 2016 and that is now informing the development of the Regional Regeneration Plan. The

[10] https://naturalresources.wales/about-us/area-statements/mid-wales-area-statement/?lang=en

Framework defines five key priorities:

1. Diversifying the economic base
2. Supporting and strengthening existing businesses
3. Creating new quality job opportunities
4. Developing workforce skills
5. Improving communications, accessibility and infrastructure

2.124. There is an exploration of an approach for targeting investment within the draft regeneration plan that focuses on creating thriving and sustainable market towns. The emerging priorities are:

a) PLACE - Redeveloping and refurbishing buildings, sites and premises
b) COMMUNITY - Community services and service integration
c) ECONOMY - Rural entrepreneurship

2.125. In the framework, the Growing Mid Wales Partnership identifies a range of sector-based opportunities in the region that lie across a range of key areas in the local economy. Relevant to the Cambrian Mountains are:

- Energy and Environment - The region has the potential to become an important player in the production of renewable energy. This could also provide opportunities for developing low carbon industries alongside renewable energy.
- Food and Farming - Through Food Centre Wales, development of short supply chains, adding value to products, encouraging product innovation, ensuring focus on quality, as well as exploiting links with tourism.
- Tourism – Seeking to increase the volume and value of tourism. The destination management approach provides a way of achieving closer collaboration and fostering larger more strategic developments.

2.126. As a part of its desire to strengthen the tourism identity, the Growing Mid-Wales Partnership is exploring:

- An area designation for the Cambrian Mountains; and
- a major indoor tourism attraction in the Cambrian Mountains.

National Tourism Strategy

2.127. 'Partnership for Growth' is the Welsh Government's tourism strategy to run until 2020. It seeks to drive higher tourism earnings to deliver maximum value for the Welsh economy and to support the delivery of the following priorities for tourism defined in the Welsh Government's Programme for Government:

- Develop tourism activity and specialist markets and secure maximum benefit from major events in our high-profile venues.
- Promote Wales as a destination by making a high-quality tourism offer.
- Work to extend the tourism season and associated benefits.
- Identify funding opportunities to improve the visitor infrastructure and product in Wales.
- Support investment in staff training and management to support a high-quality tourism industry.

2.128. The vision for tourism is that:

- Wales will provide the warmest of welcomes, outstanding quality, excellent value for money and memorable, authentic experiences to every visitor.

2.129. The goal is for:

- Tourism to grow in a sustainable way and to make an increasing contribution to the economic, social and environmental well-being of Wales.

(Welsh Government 2013)

Destination Management

2.130. Destination Management is an approach to managing and developing the visitor economy that embraces the total visitor experience. It is about managing the public realm and creating and maintaining a sense of place as well as communicating clearly and delivering good service and customer care.

2.131. Led by Visit Wales, the adoption of the Destination Management approach is Wales-wide. Regional Fora were established in 2014 to drive the delivery of the tourism strategy in each region. There is a forum in each region to review tourism developments and bring together key stakeholders. The forum aims to strengthen links between the destination management partnerships within its region.

2.132. There is a destination management partnership for the Cambrian Mountains, led by the Cambrian Mountains Initiative (CMI). It has published the Destination Action Plan for the Cambrian Mountains. This sets out a programme of activity for developing tourism in the region. It draws on an original Destination Framework document developed in 2011 and amended in the light of ongoing consultation with tourism businesses. The Destination Plan continues to evolve during the period envisaged for its operation, as new business development and marketing opportunities arise.

2.133. The objectives for the Destination Plan correlate well with the priority focus areas identified by Visit Wales in its current Partnership for Growth tourism strategy, particularly in raising the quality of provision, working to extend the season and the development of activity in specialist markets. The objectives are:

- to increase the benefits to be derived from tourism in the Cambrian Mountains in a sustainable manner
- to raise the quality of public and private sector provision in all areas
- to increase the opportunities for enjoyment of the natural and cultural resources of the area for visitor and residents alike
- to strengthen the identity of the Cambrian Mountains

2.134. As a part of this initiative, CMI have promoted the development of a Regional Nature Park model as a locally agreed, voluntary definition of the area to reinforce its work. It calls for a charter to define the roles, responsibilities and ways of working. (Cambrian Mountains Initiative 2014)

Key

- Area of Interest
- Local Authority boundaries
- NRW Area Statement boundaries
- Community council boundaries

North West Wales
Gwynedd
Ceredigion
Powys
Mid Wales
South West Wales
Carmarthenshire
Banwy
Llanerfyl
Llanfair Caereinion
Glantwymyn
Llanbrynmair
Dwyriw
Machynlleth
Carno
Tregynon
Cadfarch
Ysgubor-y-Coed
Caersws
Aberhafesp
Llangynfelyn
Trefeglwys
Ceulanamaesmawr
Llanidloes Without
Llanidloes
Llandinam
Trefeurig
Blaenrheidol
Llangurig
Melindwr
Pontarfynach
St. Harmon
Ysbyty Ystwyth
Rhayader
Nantmel
Ystrad Fflur
Llanwrthwl
Tregaron
Llanafanfawr
Llanwrtyd Wells
Llanddewi Brefi
Treflys
Llanfair Clydogau
Lampeter
Llanycrwys
Pencarreg
Cynwyl Gaeo
Llanybydder
Cilycwm
Llanfair-ar-y-Bryn
Llanllwni
Llansawel
Llandovery
Llanwrda
Llanfihangel-ar-Arth
Llanfihangel Rhos-y-Corn
Llanllawddog
Llanfynydd
Llanegwad
ARDIGAN BAY / E CEREDIGION
CADAIR IDRIS
MYNYDD EPYNT
BRECON BEACONS NATIONAL PARK
0
25
kilometres
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Figure 16 - Administrative Boundaries

Existing programmes and initiatives

2.135. There is a bewildering number of websites highlighting the importance of the Cambrian Mountains. They cover a wide range of themes and activities, especially tourism, nature, farming, food, natural ecosystem management, a source for renewable energy and wild beauty. This reflects the consensus that the Cambrian Mountains are held in high regard, but also indicates a lack of consensus on how to define and manage the area. There is a lack of integration and co-ordination. It appears that much of what is happening in the area is reliant on external funding, which tends to be short term by its very nature.

2.136. There is a wide variety of community or NGO run initiatives operating in and for the area. Their focus is primarily on natural resource management, heritage or regeneration. The following list is not exhaustive:

Cambrian Mountains Initiative/Dyfodol Cambrian Futures

2.137. The launch of the Cambrian Mountains Initiative (CMI) was in June 2008 as a broad partnership to deliver Integrated (Sustainable) Rural Development for the landscape area of the Cambrian Mountains and its surrounding communities. The Initiative is the inspiration of his Royal Highness, The Prince of Wales, who wishes to sustain traditional upland farms, rural communities and the natural environment. The initial intent was to support the marketing and branding of Cambrian Mountains beef, lamb and wool. This has expanded through the Dyfodol Cambrian Futures (DCF) project[11] into raising the profile of the area, on supporting initiatives that promote sustainable development. It does this by engaging directly with a wide range of interests including tourism operators, and by providing a searchable map of participating operators with links to them. It has also produced a list of 11 walks around the area, and promotes the Dark Skies project. It on researching opportunities that official status might offer. Much of this work is supported by all three constituent authorities via the Leader programme.

Cambrian Mountains Society

2.138. The Cambrian Mountains Society is a campaigning body set up in 2005 to promote measures to sustain or enhance the landscape, natural beauty, biodiversity, archaeology, scientific interest and cultural heritage of the Cambrian Mountains, and to raise awareness about these qualities. It is currently associated with campaigning for the designation of an AONB for the area, and is prominent in protesting against the development of 'industrial-scale' windfarms.

Pumlumon Project

2.139. Co-ordinated by Montgomeryshire Wildlife Trust, its core is the 5,000ha Pumlumon SSSI. However, there are five catchments within the project area, including the nationally important Severn, Wye and Usk rivers. Prior to the project, food production was the dominant public good. However, land management interventions including ditch blocking, hardwood tree planting, and changes in grazing management now also support a range of additional ecosystem services. This includes the carbon storage in upland peat soils, carbon sequestration from more rapid growth of restored bogs and tree planting, reductions in flood risk through increased water storage, improved water quality through erosion control, enhanced ecosystem function and biodiversity through more appropriate management, production of conservation-grade food, improved access and interpretation for visitors and residents and the creation of a new wildlife-based visitor attraction, increasing spend in the local area.

[11] The Dyfodol Cambrian Futures project is an RDP-funded project delivered by the Cambrian Mountains Initiative and part-funded by the European Agricultural Fund for Rural Development, Ceredigion County Council, Powys County Council and Carmarthenshire County Council. The project also receives support from the Cefn Croes Windfarm Community Trust, Aberystwyth University and the Elan Valley Trust.

Pentir Pumlumon Upland Tourism Project

2.140. Pentir Pumlumon operates from Devil's Bridge to Tregaron. It is a voluntary organisation, and a company limited by guarantee, set up by local businesses to promote this area of the north Ceredigion uplands. Its capacity is defined by its income from project management and from support by its members, since it receives no core funding. Pentir Pumlumon currently employs two part-time development officers. Its role is to liaise with various groups including community councils, and to advise on grant opportunities to tourism and other interests in the area. It also manages a website that provides information to visitors on accommodation, food, activities and attractions. Pentir Pumlumon recently commissioned an upland regeneration study (Miller, 2017) which considered challenges and opportunities for tourism and to develop action plans to support regeneration.

Elan Valley Dark Sky Park

2.141. In 2015, the Elan Valley Estate achieved International Dark Sky Park (IDSP) status and became the first privately owned but publicly accessible park in the world to do so[12]. An IDSP is a land possessing an exceptional or distinguished quality of starry nights and a nocturnal environment with protection for its scientific, natural, educational, cultural heritage, and/or public enjoyment. This status means that the entire 45,000 acres of the Elan Valley are protected, at least theoretically, against light pollution. The Elan Valley has five years from approval to reach 90% dark sky compliance; it is currently at 88.95%. Efforts continue to ensure that light pollution is minimised by maximising lighting standards on and around the estate.

Elan Links: People, Nature and Water

2.142. The Elan Links: People, Nature & Water Scheme is a National Heritage Lottery funded Landscape Partnership scheme delivering £3.3 million to secure the heritage of the valley and to boost opportunities for the future. There are twenty-six projects running up to 2023 under four themes:

- Celebrating heritage - Protecting and restoring historic sites and archiving people's histories and stories;
- Enjoying Elan - Increasing access, recreation and learning opportunities for visitors;
- Experience and education - Providing opportunities to experience the Elan Valley through volunteering, as well as education and training;
- Enhancing nature and wildlife - Restoring and enhancing natural environments.

Uplands Arboretum

2.143. This project aims to bring together organisations from across the woodland and environmental sector in Ceredigion to promote, develop and revitalise the land around the Hafod Arch near Devils Bridge, out towards Cwmystwyth and Pwllpeiran Upland Research Centre, with the aim of making positive change to the social, economic and environmental resilience of the area, linking environmental and social agendas in the uplands. This project has not yet gone beyond a feasibility stage.

Coed y Bont

2.144. Coed y Bont is a community woodland situated on the edge of the village of Pontrhydfendigaid in Ceredigion. It is made up of two adjoining woods, Coed Dolgoed and Coed Cnwch. A Community Woodland Association helps to look after the woodlands in partnership with Natural Resources Wales, within the terms of a management agreement. The project helps to ensure that the woodland continues to be a great place for people to enjoy wildlife, stay healthy and become more educated with regard to wildlife and

[12] The Elan Valley Trust was granted the silver-tier status by the International Dark Sky Association (IDA) based in Arizona, USA.

conservation.

Strata Florida Project

2.145. Based on the site of a former Cistercian monastery near Tregaron in Ceredigion and on the western edge of the Cambrian Mountains in mid Wales, the Strata Florida Research Project aims to increase knowledge of the site's long-term history and of its place in the landscape. The wish is to restore and develop a set of listed historic buildings called Mynachlog Fawr. Overall, the project aims to preserve for the benefit of the people of Ceredigion and of the Nation, the historical, architectural and constructional heritage that may exist in and around the Great Abbey Farm of Strata Florida in buildings. The project also aims to advance education in connection with Strata Florida and its surrounding landscape and heritage.

Peaceful Places

2.146. Peaceful Places is a product of the North Ceredigion Churches Heritage Trail project, supported by Cadw, using investment from the European Regional Development Fund (ERDF). Peaceful Places is not a faith trail in the traditional sense. Its purpose is to celebrate the heritage of each church and chapel in ways that are relevant to everyone, irrespective of religious beliefs. It encourages visitors to experience churches and chapels from new perspectives - as places of inspiration and meditation; as opportunities to “do something different” and enjoy a change of pace; as destinations where “quality time” can be spent amidst the beauty and tranquillity of the landscape.

Summit to Sea / O'r Mynydd i'r Môr

2.147. This is a five-year initiative to restore ecosystems and a resilient local economy at a landscape scale. It will involve restoring natural processes that provide the ecological functions on which we all depend; bringing communities together to create a shared vision for the future; supporting the local economy to diversify and establish new nature-based enterprises. The intent is to provide more opportunities for communities and visitors to mid-Wales to reconnect with the rich natural and cultural heritage of the area.

2.148. It is based on a core/priority area around Cwm Einion, extending out beyond the Cambrian Coast to include the marine environment. A successful bid to the Endangered Landscapes Programme (managed by the Cambridge Conservation Initiative) secured £3.4 million of funding for Summit to Sea over five years. The aspiration is that local people will play an integral part in shaping and co-designing the project. A locally-led partnership is to co-manage the project with a legal entity that allows for revenue and other benefits to be shared.

Risk analysis

Climate change

2.149. **Impacts of the Health and Well-being of communities.** There may be increases in deaths and illness related to hot weather, especially for the elderly. Climate change could increase air pollution and related illnesses and the spread of diseases such as cryptosporidium. However, the risks due to cold weather in winter could decrease. Changing weather patterns and seasons could affect lifestyle choices and the activities that people choose to do. There could be more demand for outdoor recreation in longer, warmer summers. This could have positive benefits for health and fitness but lead to an increase in traffic and put pressure on the natural and historic environment.

2.150. **Changes to soil conditions, biodiversity and landscape due to warmer, drier summers**. Higher temperatures, changes in cloud cover and sunlight, drought, heavy rainfall and changes in the timing of the seasons are likely to have wide-ranging impacts on habitats and species. Soil moisture will be more variable, with more frequent dry or waterlogged conditions, leading to an increase in soil erosion. Drying and erosion of peat is a particular risk in upland areas. Climate change could also affect micro-organisms in the soil and alter the organic carbon content, affecting its ability to hold moisture and supply nutrients. There may be changes in animal species, including a decline in native species, changes in migration patterns and increases in alien and invasive species. Some species of

tree may not be viable in the long term because of climate change. Others, not currently grown in the area, could become more suitable, resulting in a change of woodland composition over time.

2.151. **Reductions in river flows and water availability during summer months, affecting water supplies and the natural environment**. Periods of low rainfall would lead to reduced flows in rivers and streams and potentially drought. Where dry spells coincide with periods of higher temperatures, increased evaporation would further reduce water levels and water temperatures would be higher. Concentrations of pollution in watercourses would also be higher. Dry spells will result in a higher demand for water, particularly for agriculture. This could further reduce the amount of water in rivers and streams. This would have a direct impact on the quality and quantity of water supplies.

2.152. **Increases in instances of flooding, affecting people, property and infrastructure.** More intense rainfall could result in deeper and faster flowing floodwaters, making the consequences more severe for areas affected. Heavier rainfall, particularly combined with long periods of dry weather, could also cause more soil erosion and increase the amount of sediment in rivers and streams. There may be an increase in landslips, an issue on the steep hillsides of the area. Flooding, heatwaves, landslips and subsidence could all cause more damage to buildings and increase disruption of transport networks and utilities infrastructure. There is also potential for an increase in storm damage due to high winds, although there is less certainty about this in the projections for the future. Property damage and disruption could also cause losses to local businesses. Costs could also increase, such as insurance premiums.

2.153. **Impacts on agriculture and forestry** (including changing yields, increased risks of pests and diseases and damage from flooding or drought). Longer growing seasons and higher average temperatures would increase grass yields, which could enable more intense grazing. However, heat stress could lead to reduced fertility, a potential decline in milk production and poorer animal health. Diseases, pests and drought could reduce tree productivity, timber yields and quality. Some species of tree may not be viable in the long term because of climate change. Others, not currently grown in the area, could become more suitable, resulting in a change of woodland composition over time. There may be a greater risk of wildfires, leading to loss of moorland habitat and woodland cover; and lead to the local extinction of some species. (ASC 2016)

Brexit

2.154. There is likely to be uncertainty for some time. The most immediate impacts on the Cambrian Mountains are likely to be issues associated with grant support (structural funds and CAP) and the ability to trade fairly and competitively. If the Prime Minister's deal becomes accepted Government policy, then the UK moves to the transition period until the end of 2020 and everything remains the same. During this period the UK Government will be negotiating its new relationship with the EU.

2.155. In the event of leaving the EU without a deal or transition period, there would be no change in the existing arrangements for beneficiaries of current EU-funded projects. This applies to all aspects of managing the projects including the submission and payment of claims, verification checks and, importantly, retention of relevant records.

2.156. However, with no deal the UK becomes a third country and will need to trade on WTO terms. The Government has published its proposals for trade tariffs for goods, including food, in this situation that have had a mixed reception! However, there is the possibility of different futures across the UK. In Wales (and Scotland) alignment with EU standards post-Brexit received strong political support, and steps have already been taken through domestic reforms to align planning with environmental outcome goals.

2.157. There is a strong support for future policy to be “public money for public goods” where schemes deliver multiple public goods in an integrated way. Upland farmers may benefit more because of the public goods in uplands. One implication is the potential reduction of grazing with some predicting a reduction in demand for lamb. The social, economic and cultural impacts could be considerable.

2.158. The Welsh Government provides regular updates on the 'Preparing Wales' web-pages[13].

National issues

2.159. Other areas in Wales are also seeking additional investment. Some may base their case on the need to conserve or enhance their special area. They may be proactive in developing a case for statutory status, as with the Valleys Regional Park. There is a possibility that such initiatives could emerge in the Clwydian Hills or on the Berwyn. In such a scenario there is a risk that the Cambrian Mountains could miss out on funding opportunities simply because there is no formal acknowledgement that the landscape is of value to the nation.

Local issues

2.160. Participatory programmes do not happen without a lead organisation. That organisation must enjoy wide support from local interests. It must be an honest broker and effective advocate. There are many organisations active in the Cambrian Mountains. However, it may prove difficult for one body to win the trust of all the others. Organisations find it very difficult to give up or share 'boundaries of interest'.

[13] https://gov.wales/preparing-wales

3 Range of Options

3. Range of options

Preamble

3.1. We consider the range of management models and structures in use in the UK and Europe. After a brief introduction to the management model we list its characteristics. There is a brief explanation of two additional models, from Australia and the USA. We consider structures separately as each of the management models can have alternative governance arrangements. Governance is set out under public sector or bespoke options. There is some explanation of the legal implications of the governance options.

What is integrated management?

3.2. Integrated management is about bringing organisations together to achieve common goals more effectively. There are many different models for integrated management and different types of governance that can make those models work. The models can include simple projects that galvanise communities and achieve specific targets, through to national parks that can tackle large-scale social, economic and environmental issues. The models below show how integrated management can work at different scales; and the type of governance available for them to be effective.

3.3. There is no 'one best fit' in terms of management model and governance structure. What matters is that whichever form of model is adopted, it is effective in addressing the needs of an area and its people at the time; and may change over time.

3.4. Engaging the greatest number of stakeholders and encouraging them to participate at every opportunity is essential when developing integrated management models. Different individuals and groups have different perspectives and can operate at different scales and timescales. The key question is to decide collectively what you want to achieve, who should be involved and who/what will benefit; and to select a model that will satisfy your requirements.

3.5. The models below are examples of how to bring communities and organisations together to help manage an area.

Models for integrated management

Regional Parks

French Regional Natural Parks

3.6. The French Regional Natural Parks are an internationally recognised designation (IUCN Category V). Their purpose is to protect and enhance inhabited rural areas. To secure designation as a regional natural park, the countryside, the wildlife habitats and the historic and cultural heritage must be of great value, but where the equilibrium between development and protection is fragile. The park must also contain many elements that are of national and international interest. The region is a zone with a homogenous identity and heritage (Köster, U. et al 2017). A park forms around a sustainable project that all the various parties have agreed to. This takes the form of a ‘Charter’. The Charter includes the following documents:

- A territorial survey, including a heritage inventory; a survey of its condition and of associated threats; a socio-cultural and economic survey; information on the state of inter-municipal cooperation. This includes:
- A vision statement
- Criteria for inclusion in the area, including a definition of the area’s special qualities
- A statement of the current condition of the resources
- A statement of the forces for change and associated issues
- A set of core strategies and operational guidelines

- A report that establishes preservation, enhancement and development guidelines for the duration of the classification status, and actions to be taken throughout the area (a management strategy). This includes:
- A set of policies and actions for a 20-year plan
- A funding plan
- A 3-year action plan / business plan – showing who does what; and the role of the Park Body in each action
- Monitoring and indicators
- A park map, including a graphic document defining the various zones where the guidelines and measures set forth in the report will apply. An appended note contains target maps, which specify the action zones corresponding to each theme;
- Appendices: list of municipalities, statutes of the park's management body, the logo, the charter's implementation agreement with the central government.

3.7. The Charter is the contract that formalizes the protection, enhancement and development plan for the park. It reflects the goals of and means defined by the regional and local authorities involved; the municipalities; and inter-municipal associations.

3.8. The Parcs' mission is based around five elements:

- The protection and management of the natural and cultural heritage
- The sustainable planning and development of the region
- Social and economic development that respects and improves the quality of life
- To welcome, educate and inform the public about the park and its environment
- The Park contributes towards a programme of research.

3.9. Part of the sustainable development and promotion of the park is orientated towards tourism and activities both sporting and cultural. Many of the parks help to promote sites and trails. (Guigner A and Prieur M 2010; Anon 2019)

3.10. Characteristics:

- Primary legislation defines the objectives of the designation
- There are specific aims agreed with community councils, local government and the state, in the form of a pledge[14]

[14] Example of the pledge from Armorica Regional Natural Park translated for CMI in 2019 (Anon 2019) – 'We, communes of the Park, gate towns of the Park, inter-municipalities and District Councils, General Council, Regional Council, by approving the charter, we consider ourselves responsible participants of the Armorica Regional Natural Park. Conscious of the particular richness and the fragility of the territory of the Armorica Regional Natural Park, we are committed to contribute, to the extent of the skills and the means of our communities, to the implementation of the mission contained in the charter for the next twelve years, designing and implementing our own projects in accordance with the objectives of this charter.

We pledge to developing a permanent dialogue with the Park's joint committee, by keeping it systematically informed, from the beginning of our projects, and by associating it with the discussions related the territory classified as park.

We recognize the Park's joint committee as the facilitator of the participative approach with the stakeholders in its territory, to which we bring our support and that of our technical departments.

We expect the Park to fully play its role of experimentation, in the implementation and evaluation of new tools in the service of shared goals "For the selected rural scenic areas of Armorica" and we pledge to contribute financially, in the context of negotiated participation (shareholding)'.

- There is a detailed and formal charter / contract with all levels of government and the community councils
- There is a formal review of the designation on a regular basis (currently up to a 20-year cycle); and this includes the option to de-designate
- Participation is voluntary, areas within the designated area can choose not to take part
- There is a wide understanding and appreciation of the brand

There is a formal Park Body:

- It represents both local and national interests
- It can employ a team (often between 20 and 50 people)
- It is not a planning authority but it has the power to trigger a judicial review if it believes that a decision is contrary to the agreed park plan
- It implements an integrated management approach with some secure medium-term funding from the public sector

UK Regional Natural Parks

3.11. Europarc lists Europe's nature, regional and landscape park designations. As well as the French Regional Natural Parks, it also identifies Areas of Outstanding Natural Beauty (AONBs) of Wales (and England) as European regional parks (Köster, U. et al 2017). However, the term is not in use in the UK and we discuss AONBs in a separate section below.

Scottish Regional Parks

3.12. The establishment of Scottish regional parks is under the 1967 Countryside (Scotland) Act at a time when there were no other protected landscape designations in Scotland. The act provided local authorities with the power to designate and manage locally important areas, following a public enquiry, with the support of central government through Scottish Natural Heritage. The parks lie close to large settlements and are popular for outdoor recreation. They have a narrow purpose and are not a model of integrated management. They provide active management to secure the integration of access and conservation efforts and to avoid conflict with other land uses.

3.13. Management of the regional parks is generally by a committee (sometimes joint) of voting councillors and non-voting members, and a consultative forum of land use, conservation and recreation interests that meets twice a year. Whilst the committee has no planning powers, the designation of a regional park is a material consideration. There are currently three regional parks:

- Pentland Hills Regional Park located to the south of Edinburgh
- Lomond Hills Regional Park located in Fife between Edinburgh and Perth (and managed by an independent charity)
- Clyde Muirshiel Regional Park located just 30 minutes west of Glasgow

A fourth park, the Loch Lomond Regional Park, became the Loch Lomond and the Trossachs National Park.

3.14. Characteristics:

- Primary legislation defines the objectives of the designation
- They have a narrow focus on the management of recreation and access
- Management lies with local government
- There is good understanding and appreciation of the brand

English Regional Parks

3.15. There are a few 'Regional Parks' in England, e.g. the Lee Valley and the Nene Valley

Regional Parks. The Lee Valley Regional Park Authority is an independent **statutory public body** established by the private 1966 Act of Parliament to run the 10,000 acres, 26-mile-long Lee Valley Regional Park that stretches from the River Thames, through inner London and Essex to Hertfordshire. The park includes the London 2012 Olympic legacy venues, heritage sites, places for cycling, walking, ice skating, horse riding, nature reserves, wide open spaces and riverside trails. The organisation is not a local authority and its governance is not by local authority legislation.

3.16. The Authority is community focused and commercially driven. It generates the majority of its income from commercial and investment activities. However, it can levy council tax payers in London, Essex and Hertfordshire, currently at 81p per person per year. The total amount it will raise by the levy for 2018/19 is £9.6 million.

3.17. The Authority has an appointed board of 28 Members made up of elected councillor members nominated by their own councils from across the regional constituency of London, Essex and Hertfordshire. It employs around 200 staff.

3.18. By contrast, the River Nene Regional Park is an independent Community Interest Company creating a green infrastructure network of environmental projects extending from Daventry to Peterborough linking the towns of Northampton, Towcester, Wellingborough, Kettering and Corby. This is an independent not for profit organisation that is able to hold assets on behalf of the community. It has to meet certain standards and produce an annual Community Report. Since the inception of the River Nene Regional Park in 2004, it has secured over £20 million pounds for ongoing investment in this area.

3.19. The board consists of 15 members, belonging to organisations from the private sector, regional and local government, national agencies, charity, community and landowner bodies. The board are responsible for making key financial decisions and prioritising the direction in which the River Nene Regional Park goes. It employs 6 people and is responsible for producing the River Nene Integrated Catchment Management Plan.

3.20. Characteristics:

- They need bespoke legislation to be a formal designation
- They can be an informal grouping of interests
- They have a narrow focus
- The founding documents define governance and management
- There is local understanding and appreciation of the brand

Welsh Regional Parks

3.21. Currently, there are none but there is a proposal to formally designate a Valleys Regional Park. The intention is to develop a distinct Welsh model for the Regional Park that builds on examples in the UK and Europe, is in keeping with recent reviews of designated landscapes in Wales and the opportunities afforded by new Welsh legislation, including the Well-being of Future Generations Act and Environment Act. This will bring partners together at a landscape scale to enable and deliver significant local and regional social, economic and environmental benefits, rather than imposing unnecessary constraints, including:

- helping safeguard and create jobs and training opportunities, supporting local businesses and inward investment
- providing accessible high-quality green space for improved health and wellbeing
- developing community resilience and local economic opportunities based on the landscape, making our towns and villages more liveable places
- supporting climate change adaptation by maximising the role of green infrastructure
- improving biodiversity and habitat connectivity
- changing perceptions of the Valleys, internally and externally

3.22. The intention is to seek formal designation of the Regional Park with a model suitable for other areas. The Valleys Regional Park has three interlinked delivery themes:

- Landscape, Culture and Identity
- Recreation and Wellbeing
- Communities and Enterprise

3.23. These are consistent with the principles underlying Europe's Nature, Regional, and Landscape Parks and recent thinking on designated landscapes - National Parks and Areas of Outstanding Natural Beauty - in Wales in the 21st century. The 2015 Marsden Report recommended three interconnected purposes for designated landscapes in Wales as new, dynamic and productive 'factories of wellbeing':

- to conserve and enhance an area's distinctive landscape qualities
- to promote well-being through the enjoyment and understanding of its landscapes
- to promote sustainable natural resource management and economic and community development that support its cultural heritage

(Valleys Regional Park Strategic Delivery Framework 2012 – 2020)

3.24. Characteristics:

- Unknown, seeking support from the Welsh Government

National Parks

3.25. National Parks are an internationally recognised designation (IUCN Category V). There are 13 national parks in England and Wales. Designation is under the 1949 National Parks and Access to Countryside Act. Their governance and purposes come from the 1995 Environment Act. This allows National Park Authorities to be set up and defines the purposes as:

- to conserve and enhance the natural beauty, wildlife and cultural heritage of such areas; and
- to promote opportunities for the understanding and enjoyment of the special qualities of these areas by the public.

3.26. There are 2 national parks in Scotland and their establishment is under the 2000 National Parks (Scotland) Act. (Their governance and purposes are different to those for England and Wales).

3.27. The National Park Authorities have full planning powers within the local authority planning system, which enables them to produce their own **park-wide development plan** and to determine development proposals. They also have a role in co-ordinating the various bodies with an interest in land within the area, through liaising with them and collaborating on the production of a **park-wide management plan**.

3.28. The National Park Management Plan includes the following:

- A vision statement
- A definition of the area's special qualities
- A statement of the current condition of the resources
- A statement of the forces for change and associated issues
- A set of core strategies and policies for a 5-year plan
- Monitoring and indicators

3.29. The management plan is supported by:

- A funding plan
- An action plan showing who does what

3.30. The powers are extensive. There are variations on this model. In the case of planning, the park authority may:

- produce a development plan and determine applications in full exercise of its powers e.g. Lake District NPA/Loch Lomond & Trossachs NPA
- produce a development plan and delegate back the development management functions to the constituent local planning authorities e.g. South Downs NPA (NB this is a 3-year interim arrangement)/Cairngorms NPA (for 'local' developments).
- Produce a development plan for a third party (Exmoor supports the Isles of Scilly in this way)

3.31. In the case of management:

- the park authority may by agreement take on delegated functions to manage and maintain rights of way on behalf of the relevant body e.g. Exmoor NPA manages the network in its area for Somerset County Council
- the authority might contribute/collaborate in various ways in regard to conservation and visitor management on privately and publicly owned land e.g. in the Derwent Valley, Peak District National Park (PDNP) wardens are funded jointly by Forestry Commission/Severn-Trent Water and PDNP

3.32. Management of a national park is by a body that reflects and balances local and national concerns, and to balance the purposes of designation. Snowdonia National Park Authority has 18 members, of which the representative local councils appoint 12 members and the Welsh Government appoint 6 (by virtue of their knowledge or experience in some key aspect of park management).

3.33. Throughout the UK, there is a general assumption in favour of development, subject to a few constraints, and the reality is that, even within UK National Parks, most proposals are approved. The Sandford Principle applies, so that where there is an irreconcilable conflict between Park objectives, the conservation objective takes priority.

3.34. Characteristics:

- Primary legislation defines the objectives of the designation
- There is secure long-term funding for the core work from the state
- There is a wide understanding and appreciation of the brand

There is a formal Park Body:

- Legislation defines its purpose and duties
- It represents both local and national interests
- It is a special purpose local authority accountable to the Government
- It is the planning authority
- It is the access authority
- It must produce formal policy plans to achieve the purposes of designation
- Its plans are the subject of public consultation
- It implements an integrated management approach
- It can employ a team (often between 20 and 200 people)

Areas of Outstanding Natural Beauty

3.35. Areas of Outstanding Natural Beauty (AONB) are an internationally recognised designation (IUCN Category V). There are currently 46 AONBs in the UK, of which 8 are in Northern Ireland (there are none in Scotland but National Scenic Areas are similar – see below). Designation of an AONB is under the 1949 National Parks and Access to Countryside Act. Its protection now comes from the 2000 Countryside and Rights of Way Act, which confirms the purpose of designation as:

- Conserving and enhancing the natural beauty of the area of outstanding natural beauty

3.36. The designation in England and Wales differs from that in Northern Ireland, and there are some practical differences between some of the English/Welsh AONBs. In England and Wales, overall responsibility lies with the local authority/authorities, whereas in Northern Ireland it remains with the NI Environment Agency within the Department of the Environment. (Charitable Trusts commonly manage the AONBs in Northern Ireland but they do get some funds from central government and the local authorities).

3.37. In England and Wales there is a statutory requirement for local authorities to prepare a management plan and there is a central government funding stream to support its production and implementation. The AONB Management Plan includes the following:

- A vision statement
- A definition of the area's special qualities
- A statement of the current condition of the resources
- A statement of the forces for change and associated issues
- A set of core strategies and policies for a 5-year plan
- Monitoring and indicators

3.38. The management plan is supported by:

- A funding plan
- An action plan showing who does what

3.39. There are three principal models of governance in use in England and Wales. Two are founded in local government:

- AONB Joint Advisory Committee or partnership – a body of local authority members and a wide range of stakeholders who advise the local authority committees on the management of the AONB (this is the common model).
- AONB Joint Committee – a formally constituted committee of all the relevant local authorities with a range of delegated powers and budgets to manage the AONB. Only a few exist (e.gs. Clwydian Range and Dee Valley, Cannock Chase and Surrey Hills), two have a partnership of stakeholder advisers; the other has taken special powers to enable some stakeholders to be full members of the Joint Committee.

3.40. And independent of local government:

- AONB Conservation Boards – statutory bodies similar in nature to national park authorities but without planning powers or the right to precept funds. There are two Conservation Boards; The Cotswolds and The Chilterns AONBs.

3.41. All English and Welsh AONBs have an officer (and in some cases dedicated staff) to co-ordinate management, and to prepare management plans as required by law (Countryside and Rights of Way (CROW) Act 2000). These are usually units within the relevant local authority though the Conservation Boards employ their own staff.

3.42. The following examples reflect how different AONBs approach the issue of governance:

- **Wye Valley AONB** has a **Joint Advisory Committee**, constituted in 1972. The committee consists of 12 councillors drawn from the three counties and one district, as well as the NFU and the Country Land and Business Association, and three local environmental/amenity groups. Up to 5 non-voting members can be co-opted. A technical officers' working group (made up of staff from the four councils plus a few government/agency representatives, drawn from both the Welsh and English sides of this trans-boundary AONB) supports the JAC. The AONB unit has a staff of five whose task is to co-ordinate implementation of the management plan; advise the JAC on key issues; forging partnerships; seeking funding sources; and raising awareness of AONB values.

  http://www.wyevalleyaonb.org.uk/index.php/about-us/

- **Clwydian Range and Dee Valley** is one of the few AONBs managed by a **Joint Committee. The committee has** 6 councillors (2 from each of the three authorities)

supported by a partnership (like a joint advisory committee) made up of 25 members (9 local authority members (3 from each local authority) plus private and voluntary sector members representing community, land management, wildlife, tourism and access). There is an AONB team that carries out central AONB roles and manages properties and assets for two of the local authorities (Flintshire and Denbighshire). It has 5 centrally funded core staff with 28 other staff funded through projects or businesses.

http://www.clwydianrangeanddeevalleyaonb.org.uk/

- Management of the **Cotswolds AONB** is by a Conservation Board, established in 2004 under s86 of the CROW Act 2000, by an Establishment Order. The board consists of 37 members, of which 12 are ministerial appointees. There is a staff of 12, whose main tasks entail providing advice and co-ordinating the activities of volunteers and other groups. There are approximately 350 voluntary wardens supporting the work of the AONB on the ground.

http://www.cotswoldsaonb.org.uk/?page=boardmembers

- Management of the **Cornwall AONB** is by a **Partnership** of funding bodies and interests. It meets three times a year to discuss issues and to monitor progress of the management plan. It has no powers as such, except as far as its constituent members (Cornwall CC) have planning powers, or (Heritage England, Natural England, Environment Agency) statutory powers, or are significant landowners (National Trust). The partnership is supported by a small team of 2 full-time and 4 part-time staff.

http://www.cornwall-aonb.gov.uk/partnership.html

- Management of the **Chichester Harbour AONB** is by a **Conservancy set up by the private 1971** Chichester Harbour Conservancy Act 1971. It is the statutory Harbour Authority and is responsible for the safety of navigation, the regulation of moorings, works and dredging, enforcement of harbour byelaws and the collection of dues and charges. The Conservancy also acts as the Joint Advisory Committee for the Chichester Harbour AONB. It manages the AONB on behalf of the four constituent local authorities. The Conservancy consists of 15 members appointed by the council and the Conservancy's Advisory Committee. The Advisory Committee includes representatives of Harbour and AONB users, such as sailing, fishing, nature conservation, residents, farmers and commercial interests.

https://www.conservancy.co.uk/looking-after

- **Mourne Heritage Trust** operates within the Mourne AONB (NI), which includes NI's highest mountain, Slieve Donard. Mourne Heritage Trust is an independent limited company and a registered charity established to meet an identified need for locally based, strategic management of the Mourne AONB. The model of a trust-based partnership was agreed in 1997 by Environment and Heritage Service (now Northern Ireland Environment Agency) and Northern Ireland Tourist Board, in conjunction with the Department of Agriculture and Rural Development and the three local councils of Banbridge, Down and Newry & Mourne respectively. It has 20 voluntary trustees and sub-committees/working groups. It also has 13 full/part time staff. The trust has attracted over £5 million in grants to date, and in 2010 was able to secure an HLF grant to develop a £2 million Landscape Partnership programme with local communities. The trust co-ordinated the AONBs first management plan on behalf of a MP steering group appointed by the Department of the Environment. The plan was launched in 2010, the steering group being reformed as an implementation group.

http://www.mournelive.com/

3.43. The Cambrian Mountains Society favours the AONB approach. It wants recognition for the landscape as being of outstanding value with protection through national, European and international designations. (CMS 2008)

3.44. Characteristics:

- Primary legislation defines the objectives of the designation

- Management lies with local government, which has a duty to produce formal policy plans to achieve the purposes of designation
- The management plan is the subject of public consultation
- There is some medium-term funding for the core work from the state
- There is some understanding and appreciation of the brand

There is often a formal advisory or management body:

- It generally represents both local and national interests
- It seeks an integrated management approach
- It can inform a team (often between 2 and 20 people)
- Local government can opt to create an independent Conservation Board

National Scenic Area (Scotland)

3.45. There is no recognition of National Scenic Areas (NSAs) by the IUCN because they have no formal governance. NSAs came about in 1980, following preparatory work by the then Countryside Commission for Scotland (CCS) (now Scottish Natural Heritage (SNH)) that identified 40 areas suitable for special protection for planning purposes. This effectively required local authorities to have policies in their development plans to protect NSAs, by restricting some permitted development rights, requiring consultation with the CCS and or the Secretary of State on certain defined developments.

3.46. In 2006, SNH stated that NSAs 'represent the very best of Scotland's scenery and are " natural heritage designations of the highest national standing, identifying the national interest in the scenic qualities of an area." Their aim is:

- '...to manage changes arising from development and other pressures on the special qualities of the NSA consistent with the underlying purpose, whilst recognising the social and economic needs of communities.'

3.47. Initially, designation of the NSAs was by virtue of their *scenic* as opposed to other qualities. Landscape Character Assessment did not exist at the time and therefore the criteria by which the 40 areas were identified (and their boundaries defined) were difficult to defend objectively. SNH acknowledges this in its advice on NSA management strategies, which states that they should refer to *'the physical, cultural and economic influence that shaped the landscape...'*

3.48. Scotland has not yet developed a management structure for its NSAs though it is running a few pilot studies. One, the study in the Dumfries and Galloway, East and South Ayrshire Council areas, illustrates some of the possibilities of a proactive approach to local and integrated management.

Dumfries and Galloway, East and South Ayrshire Council areas

3.49. Dumfries and Galloway was the first (and currently the only) region in Scotland whose (three) NSAs have active management strategies. SNH endorses these and the council has adopted them as supplementary guidance to the development plan. There are advisory groups in each of the NSAs to take the process forward, by helping to steer the implementation of each strategy. A project officer (the only NSA officer in Scotland) works to co-ordinate activities and provide support to the partners.

3.50. Each of the NSAs fell within the boundary of the Sulwath Connections Landscape Partnership, and benefitted from this three-year programme. The partnership won a total of £3.9 million from a range of funders including HLF, RSPB, the council and SNH to carry out some 20 conservation, restoration and access projects across the region. During its life, management of the programme was by a core team of three, while partner organisations provided the lead for projects that they had prioritised.

3.51. Galloway and the Ayrshire councils, with the support of the Southern Uplands LEADER+ initiative, have also established the Galloway/Southern Ayrshire Biosphere. Its management is in conjunction with the NSAs. The enthusiasm and commitment of key officers was a significant factor in bringing forward this proposal. In April 2011, two

Biosphere Development Officers work with communities in the area. A Biosphere Partnership Board provides strategic direction, which will sustain the Biosphere Charter. There is also a Biosphere Working Group of seconded officers from the public sector partners.

http://www.gallowayandsouthernayrshirebiosphere.org.uk/

3.52. Characteristics:

- Primary legislation defines the objectives of the designation
- The designation is a planning consideration
- There is little direct management (though experiments are in hand)
- There are few funding streams

Biosphere Reserve

3.53. There is a poor understanding of the concept of biosphere reserves. It is non-statutory and does not come with significant funding. Furthermore, it is not so much as designation, but rather an accreditation given by UNESCO at the request of the government. However, it offers possibilities of attracting funding for specific projects; and as a brand it offers opportunities for local enterprises such as food, tourism, culture and heritage, based on the idea that the core natural resources provide significant 'services' to the surrounding population, and that it has an interest in maintaining and enhancing them.

3.54. It is the intention for each biosphere reserve to fulfil **three basic functions** that are complementary and mutually reinforcing:

- a conservation function: to contribute to the conservation of landscapes, ecosystems, species and genetic variation;
- a development function: to foster economic and human development which is socio-culturally and ecologically sustainable; and,
- a logistic function: to provide support for research, monitoring, education and information exchange related to local, national and global issues of conservation and development.

3.55. All three functions are to occur to varying degrees across three interrelated zones: a legally protected core area (such as national nature reserve), surrounding buffer zones and outer transition (or human settlement) areas.

3.56. Biosphere reserves should be community-based and locally-driven. One of the most important challenges is their governance, since they have no formal authority and no legislative or regulatory power. This is both one of their greatest strengths (i.e., perceived as politically neutral, non-advocacy, open forums) and their greatest limitations (i.e., lacking legislative governance powers or regulatory authority to control development activities).

3.57. In the UK there are currently 6 biosphere reserves. They are Wester Ross (Scotland), Galloway and Southern Ayrshire (Scotland), the entirety of the Isle of Man, Biosffer Dyfi (Wales), North Devon (England) and Brighton and Lewes Downs (England).

3.58. Biosffer Dyfi is essentially the catchment of the River Dovey, which extends from the Aran Mountains to the estuary and coast of this mid-Wales region. It encompasses several statutory and non-statutory reserves. It is 75,900 Ha in size. First designated in 1976, Dyfi was seen to be too 'reserve focused' and largely irrelevant until it was reviewed under new rules, and re-registered in 2008/9. These rules require a review every ten years if the designation is to remain. Biosffer Dyfi's 2019 review is now complete.

3.59. Aberystwyth and the Dyfi river valley is a special place for its people, its bilingual culture and its environment. Its inspiring landscapes run from high peat moorland, to sand dunes and beaches and a wide estuary, taking in the wildlife of woodlands, farmland, saltmarsh and a large lowland peat bog.

3.60. It is based on a membership of individuals, supported by a partnership that includes the

constituent local authorities, Snowdonia National Park, Natural Resources Wales, Welsh Government, Farmers' Unions and others. The Biosphere Partnership is not a constituted body and does not employ staff or have a bank account. Ecodyfi, the local regeneration organisation for the area, services the partnership on a part-time basis. The funding arrangements are both limited and complicated. Currently three staff are employed on a part time or short-term basis, and whilst there is no doubt that all the partners are committed to the principle, there are undoubted difficulties in capacity.

3.61. The Periodic Review highlighted the many achievements of the Biosphere during the last ten years, particularly in terms of delivering education, tourism and art-based projects. The Biosphere has been less successful in developing and delivering land management schemes. Howver, there are several large initiatives within part of the Dyfi Biosphere but they do not acknowledge that they are contributing to its overall aims. This dilutes the impact of the Biosphere. The review suggests that if Biosffer Dyfi is to develop its work and increase its effectiveness, it must move from a cooperation model to one where the management of the Biosphere is the responsibility of a separate entity that works closely with a wider partnership (Natural Resources Wales 2019).

3.62. There is no requirement by UNESCO to use the term 'Biosphere Reserve', and in the case of Dyfi, the preference is 'Biosphere Area'. This promotes the notion that whilst the nationally/internationally designated reserves form the core, the linkage extends to the surrounding communities.

UNESCO Dyfi Biosphere Reserve Wales

3.63. Characteristics:

- International agreements define the objectives of the designation
- There is no formal authority and no legislative or regulatory power
- Flexible in management terms - governance reflects needs of the area
- Allows groups/communities to develop ideas & enterprises
- A strong brand globally but not well-known locally
- Can integrate planning and land-use management
- Bottom up - relies on creativity and drive of people

Geopark

3.64. Like biosphere reserves, there is a poor understanding of by the public of geoparks. These are areas of outstanding geological importance and the purpose of their designation is to promote their heritage for the benefit of local people. The UK is home to seven UNESCO Global Geoparks, stretching from the English Riviera in the South to Geopark Shetland in the North, and including two in Wales (Fforest Fawr and GeoMôn) and a cross-border Global Geopark shared by Northern Ireland and the Republic of Ireland.

3.65. Although their interest is primarily geological, and based on sites of international importance, this is not exclusive. They are as likely to be of important archaeological, ecological, cultural and aesthetic interest. These are often interrelated and are recognised as such.

3.66. A key aspect of their designation is therefore 'geotourism', i.e. the promotion of an area's key values to visitors, driven by the communities that live in that area. Another key driver is the opportunity that an area provides for education and research. The label does not of itself have implications for planning, but it is a material consideration.

3.67. Geoparks are essentially partnership organisations committed to the ideals of the geopark network. **Fforest Fawr,** in the Brecon Beacons National Park, has a partnership that includes the national park authority and the Brecon Beacons Society, the local authorities, archaeological societies, academic institutions, agencies, the farmers' unions and tourism associations. A geopark development officer, based in the national park, services the partnership.

3.68. Fforest Fawr aims to promote the wider understanding of the area's heritage – not just geological, but other aspects of its natural history and the wider cultural heritage – and

to encourage the development of sustainable tourism based upon that heritage for the benefit of both residents and visitors to the area.

https://www.fforestfawrgeopark.org.uk/

3.69. Characteristics:

- International agreements define the objectives of the designation
- A narrow focus, often on geotourism
- There is no formal authority and no legislative or regulatory power
- Flexible in management terms - governance reflects needs of the area
- Allows groups/communities to develop ideas & enterprises
- A strong brand globally but not well-known locally
- Can integrate planning and land-use management
- Bottom up - relies on creativity and drive of people

Other approaches to integrated resource management

3.70. Several other initiatives offer examples of integrated approaches to resource management. However, they are not easily adapted for use in Wales because of the legislative support they enjoy to enable them to act. The following two examples illustrate such initiatives:

National Recreation Areas (USA)

3.71. National Recreation Area (NRA) is a protected area designation in the United States. Establishment of the early NRAs was by memoranda of understanding and agreement between the US Bureau of Reclamation and the National Park Service but after 1963 designation was by statute, under an act of the US Congress[15]. Management of NRAs is by different federal agencies, most of which operate within the Department of the Interior (National Parks Service/Bureau of Land Management) or the Department of Agriculture (US Forest Service). In some cases, the state parks service is involved in management.

3.72. The intention of National Recreation Areas is to provide places primarily for outdoor recreation though many have wilderness areas that are important landscape and biodiversity resources. There are 41 designated NRAs representing a wide spectrum of recreation opportunities from urban to remote wilderness. Some provide recreation opportunities on reservoirs while others allow vehicle access to areas managed as wilderness. They have a high carrying capacity for visitor use, though the management of the areas has more of an effect of increasing quality of life of local people rather than of increasing visitor numbers.

https://www.recreation.gov/about-us

Landcare (Australia)

3.73. Landcare Australia is a not-for-profit organisation with a vision of all Australians actively caring for the land and water that sustain us. For almost 30 years, the organisation has worked collaboratively with federal, state and local governments, corporate partners, sponsors, and individuals to build capacity for the Landcare community to better manage Australia's crucial land and water assets. Landcare Australia delivers hundreds of projects annually through the volunteer efforts of local community groups, Indigenous groups, and the more than 5,400 Landcare and Coastcare groups that make up the Landcare movement. It started as a local group, then became a collection of local groups, and then became a national programme in July 1989 when the Australian Government, with

[15] Policy on the Establishment and Administration of Recreation Areas, Recreational Advisory Council - Circular No 1, March 1963

bipartisan support, announced its “Decade of Landcare Plan” and committed $320 million to fund the National Landcare Programme. It is a cascade of charitable trusts adopting similar (though not identical) constitutions and terms of reference.

https://landcareaustralia.org.au/

Governance Principles and Indicators[16]

3.74. There is no 'one best fit' in terms of management structure/governance. What matters is that whichever form of governance is adopted, it is effective in addressing the needs of an area and its people at the time, and may change over time.

3.75. Apart from direct government ownership and management, a wide range of networks, partnerships, associations and alliances are possible, some informal, others formal and statutory. There are wide variations in exclusive and inclusive approaches.

3.76. There are a number of important principles and indicators that guide the selection of a model:

- An individual or group of individuals that have a lot of drive, a strong vision, excellent communication skills, energy, ideas, patience, time, and personality - there must be leadership
- Keep as many people involved as possible - there must be good communication/information channels
- Early small measurable successes - ensure that these are celebrated
- Understanding and consensus about values, what needs to be done and why - people need to sing from the same song-sheet in harmony - not necessarily the same tune! People must recognise the benefit of working in a particular way and the disbenefit of not doing so
- Bottom up rather than top down - though there is a need to recognise that this needs a lot of investment and may not always be the most efficient way - delegation based on trust is critical
- A clear, distinctive geographical definition - promotes a sense of place, cohesion and community
- Power to make decisions and act on them - there must be confidence that action can be taken collectively, and people understand why decisions are taken
- Access to funds - either through a public funding stream or through legal powers to seek funds - action cannot be taken unless there are financial means to do so
- Recognition by the central authority that the area is special - political endorsement underpins confidence
- Limited bureaucracy - costs need to be targeted as far as possible towards social and human enterprise and to achieving goals, rather than for managing a heavy bureaucratic system - fast, cheap and open systems are what is needed
- Focus on the positive - what can be achieved - rather than on the negative - whilst substantive difficulties are always present, it is possible to move forward on areas that can be agreed on
- An adaptive framework for management - there is a need to be flexible, reflective and learning by experience - a framework that can deal with vulnerability, uncertainty and surprise - a fast, small management framework rather than a slow, large one
- A long-term focus - it can take decades to deliver substantive change for the better - it is important to look ahead and to keep reminding oneself what this is ultimately for

[16] adapted from Borrini Feyerabend: Governance of Protected Areas: Innovation in the Air (2004) http://www.earthlore.ca/clients/WPC/English/grfx/sessions/PDFs/session_1/Borrini_Feyerabend.pdf

- A clear understanding of social/ecological interactions - these are complex and dynamic, and require evidence and research in order to make appropriate and tough decisions
- Integrating different kinds of knowledge into decision making – a bottom-up approach requires good local knowledge but there is a role for economists, social scientists, private and public sector partners as well as natural scientists - a reference forum/links to academic institutions are valuable support mechanisms

Governance models

Public sector options

Joint Working Protocol

3.77. The Cambrian Mountains cross three county council boundaries; and there are a range of other public bodies with interests in the area, such as NRW, NHS and the water companies (Hafren Dyfrdwy or Dŵr Cymru). These organisations can choose to work together and often do. One way of securing local needs and desires is to agree formally a way of working with the others. This needs an agreement that sets out;

- what the bodies will expect to achieve from working together;
- how they will operate together and share information; and
- how they will evaluate the success of joint working.

3.78. One of the simplest agreements to achieve these wishes is through a Memorandum of Understanding (MoU). This is a statement of intent between organisations to work together and outlines what this aims to achieve. Very often, there is also a Joint Working Protocol that sets out the detailed working arrangements to support an MoU. This includes what they can expect from each other, how to manage work and commitments to consultation and involving others in the work. (Care Quality Commission)

3.79. A Cambrian Mountain Protocol can establish a code of procedure and rules to govern the way the public bodies interact with each other and how they work with third parties. The Protocol would be a document that the host authorities and partnerships adopt formally. Within the document there is a need to set out its purpose, what is being agreed, the principles to be applied and the parties to the agreement. For examples, see Devon County Council's highway management protocol with its protected landscapes[17] or visit the Care Quality Commission's website[18] (where there are many examples).

3.80. This is not a no-cost option. There is a need for advice and support in drawing up an effective Protocol but this should be a short one-off commission. A facilitated workshop and desk-top exercise would produce a viable document. It is possible that it needs two distinct parts:

- Part one to deal with how the public bodies relate to each other; and
- Part two to deal with how the public bodies relate to third parties.

3.81. The strength of this approach is that it removes doubts and uncertainties in joint working. Quite often, simple misunderstandings or day-to-day confusions lead to the loss of an opportunity. Third parties can find it difficult to relate to a group that does not have a common approach or even a common 'language'. The weakness of this approach is enforcement. A Protocol is a guide to action but there can be no sanctions if one or more parties decide to work differently.

[17] https://devoncc.sharepoint.com/sites/PublicDocs/Environment/Environment/Forms/AllItems.aspx?id=%2Fsites%2FPublicDocs%2FEnvironment%2FEnvironment%2FLandscape%2FProtectedLandscapesProtocolV1_1%2Epdf&parent=%2Fsites%2FPublicDocs%2FEnvironment%2FEnvironment%2FLandscape&p=true&slrid=6a0d9d9e-e020-7000-5f2b-37b859e60920

[18] https://www.cqc.org.uk/about-us/our-partnerships/joint-working-agreements

Local authority committee

3.82. This is a formal grouping with the creation of a committee using the powers of the Local Government Act 1972. Such committees do their business following all the rules set for a local authority committee, with a formal constitution and terms of reference. There are two options, a Joint Advisory Committee or a Joint Committee. These committees are in common use; there are examples of both steering the Areas of Outstanding Natural Beauty.

What is a Joint Advisory Committee?

3.83. Under Section 102 of the Local Government Act 1972, the Local Government Act 2000 and any amendments made by the National Assembly for Wales, a local authority may appoint a committee, and two or more local authorities may join in appointing a committee, to advise the appointing authority or authorities, on any matter relating to the discharge of their functions. Any such committee:

- may consist of such persons (whether members of the authorities or not) appointed for such term as may be determined by the appointing authority or authorities; and
- may appoint one or more sub-committees to advise the committee with respect to any such matter.

3.84. Legally, a Joint Advisory Committee (JAC) can only advise; it cannot manage. No-one can delegate anything to it. But it can invite anyone onto the committee. A JAC's success depends upon the two-way role of the representatives of each of the partners. It can be an effective tool where the task is simple co-ordination.

What is a Joint Committee?

3.85. Under Section 101 of the Local Government Act 1972, the Local Government Act 2000 and any amendments made by the National Assembly for Wales a Council (in respect of Council functions) and its Cabinet (in respect of executive functions) may enter arrangements:

- For another local authority to discharge functions on behalf of the Council or Cabinet;
- To discharge functions on behalf of another local authority;
- To discharge functions jointly with one or more other local authorities by means of a joint committee.

3.86. Legally, authorities delegate the powers and budgets to act to a Joint Committee (JC). There are two options. The JC can appoint one authority acting on behalf of all members to lead a JC (all powers and budgets pass to the lead authority). Or the JC uses the powers and budgets on behalf of its members, giving instruction to staff in a range of authorities. Under either arrangement, the JC is accountable to the host local authorities and the Audit Commission. It must publish reports and accounts.

3.87. By the simple operation of the Local Government Act, only councillors elected to the authorities can be voting members of the committee. However, by Statutory Instrument, it is possible to enable lay people to become voting members (e.g. the Surrey Hills AONB Joint Committee). There needs to be very narrowly defined terms of reference to achieve this, and a supportive minister.

Public Authorities

3.88. These are defined and established by an Act of Parliament, either using general legislation or a private act. National Park Authorities get their duties and powers through general legislation (in Wales this is the 1995 Environment Act). There is little scope for tailoring their constitution to meet local needs but there is some flexibility in the Act. The Broads is not actually a National park Authority; it is set up under a private act (1988 Norfolk and Suffolk Broads Act) because the national park legislation has no powers to manage recreation, water, navigation and harbours.

Boards

3.89. Their definition and establishment is normally by an Order under an Act of Parliament. The AONB Conservation Boards take their constitution and powers from the 2000 Countryside and Rights of way Act. Again, there is limited scope for tailoring their constitution to meet needs.

Bespoke options

(After the Resource Centre, Brighton and Hove City Council November 2019)

3.90. It is possible that there is a need for a new, bespoke, body to champion the interests of the Cambrian Mountains. It is likely that such a body would be a not-for-profit organisation. That is, a body whose purpose is other than to make private profit for directors, members or shareholders. Several legal structures can deliver this:

- Unincorporated Association
- Charitable Trust
- Charitable Incorporated Organisation (CIO)
- Company limited by guarantee
- Charitable company
- Community Interest Company (CIC)
- Community Benefit Society
- Cooperative Society

A short description of each of these structures is set out in Appendix 2.

Things to consider when choosing a legal structure

3.91. There are several factors to consider to determine the right structure, such as:

- How will the organisation get funds?
- Will voting members control the organisation?
- Will the organisation seek incorporation?
- Will the organisation be charitable?

Funding

3.92. Some organisations receive income from grants and donations, while others generate all their own income by selling goods and services. Usually, organisations that make all or part of their income through grants and donations are under the control of 'volunteers'. They usually adopt one of the following structures.

- Unincorporated Association
- Charitable Trust
- Charitable Incorporated Organisation (CIO)
- Company limited by guarantee

3.93. Instead of relying on grants and donations, some organisations generate their income by selling goods and services. If not-for-profit, these organisations are social enterprises. They generally adopt one of the following legal structures (all are incorporated):

- Company limited by guarantee (includes Community Interest Company)

[19] The Resource Centre has a well-informed website and produces authoritative and up-to-date information sheets (visit www.resourcecentre.org.uk).

- Community Benefit Society
- Cooperative Society

Role of members

3.94. Many organisations have members who take part in running the organisation by voting. This may be just to elect the directors, trustees or management committee of the organisation; or members might play a more active role. Other organisations may have members who have no say in the running of the organisation.

3.95. The following structures have voting members:

- Unincorporated Association
- Charitable Incorporated Organisation (Association model)
- Company limited by guarantee (including Community Interest Company)
- Community Benefit Society
- Co-operative Society

3.96. The following structures do not have voting members (control is by the appointment of trustees without election):

- Charitable Trust
- Charitable Incorporated Organisation (Foundation model)

Incorporation

3.97. Incorporation is a process through which an organisation goes from being a collection of individuals, to a single entity that is legally separate from the individuals involved. There is more regulation for organisations with incorporated legal structures than those with unincorporated structures. They take longer to set up, require work that is more ongoing to keep running, and are more likely to incur costs for services from accountants and solicitors.

3.98. An **incorporated** organisation has a "legal personality". It can enter into contracts, buy or lease property, and employ people in its own right. Any debts or obligations belong to the organisation, rather than to the individuals running it. This gives the trustees, directors or committee members some protection, although they still have liability for debts caused by negligence or poor financial management. An **unincorporated** organisation is a collection of individuals. Any debts or obligations are the responsibility of the trustees or management committee themselves.

3.99. The following structures are incorporated:

- Charitable Incorporated Organisation
- Company limited by guarantee (including Community Interest Company)
- Community Benefit Society
- Cooperative Society

3.100. The following structures are unincorporated:

- Unincorporated Association
- Charitable Trust

Charitable

3.101. A charity in England and Wales is defined, by law, as an organisation that has exclusively charitable purposes, and is regulated by the "High Court's charity law jurisdiction". As part of this, charities must prove they exist for the public benefit (see the Charity

Commission website[20]). If an organisation meets the criteria, it is a charity, even without Charity Commission registration. Charities must govern themselves in accordance with the Charities Act. Detailed information about regulations affecting charities is available from the Charity Commission[21].

3.102. A few types of charity are exempt from the requirement to register with the Charity Commission; regulation is by alternative organisations instead. This includes Charitable Community Benefit Societies, when regulation is by the Financial Conduct Authority[22].

3.103. Most charities adopt one of the following legal structures:

- Unincorporated association
- Charitable trust
- Charitable Incorporated Organisation (CIO)
- Company limited by guarantee
- Charitable Community Benefit Society

3.104. The following structures cannot be charities:

- Community Interest Company
- Co-operative Society

[20] gov.uk/government/publications/what-makes-a-charity-cc4/what-makes-a-charity-cc4
[21] gov.uk/government/organisations/charity-commission
[22] www.fca.org.uk/

4 Findings from engagement

4. Findings from engagement

Our approach

Engagement

4.1. "In rural areas such as the Cambrian Mountains it is essential to involve farmers, and take account of the agricultural productivity of land, in decisions that will affect their land use and management. The constraints and opportunities presented by individual farmers are not always easy to predict, with social and cultural issues being as significant as economic ones" (Land Use Consultants 2011).

Introduction

4.2. Initially, it was our intention to consult using a questionnaire (**Appendix 3**) and some events. However, in discussion[23] it became clear that engagement, rather than consultation, was the appropriate approach[24], for several reasons:

- some of the most important people, namely farmers and community councillors (in some cases the same individuals), were probably the least likely to attend events25;
- a simple questionnaire cannot capture the complex and underlying concerns about the future of the mid-Wales uplands. This requires a discursive approach;
- people cannot be asked whether they would support labels such as national parks, AONBs and Parcs Regionaux Naturels without explanation. In some cases, this risks a 'red rag' reaction which is likely to be counterproductive;
- a questionnaire cannot capture the opinions of a wide range of interests – people are unlikely to be interested in elements that they do not see as relevant to them.

4.3. We have engaged with many individuals informally and off the record, on a one-to-one or small group basis (**Appendix 4** lists all the contacts). We used the prepared questionnaire as a basis for discussion, except for a discrete set of farmers with whom we worked through the questionnaire in full by telephone.

4.4. We first identified a range of key individuals and groups whom we thought reflected a range of opinion, and researched their contact details. This proved to be time consuming owing to GRDP rules which prevented data sharing. None of the network holders was willing to release contact details to us.

4.5. We contacted as many as we could via email, with a bespoke letter highlighting the issues of interest to them and inviting discussion. In some cases, we were directed to other, more appropriate contacts. We met with a number of individuals, and otherwise discussed issues via email. We aimed to prioritise two key groups – community councils and farming interests, but we also targeted agencies, trusts, NGOs, partner bodies such as local access fora, local government officers, and local politicians, as well as community interests. Although we also had an extensive list of tourism interests, we did not prioritise them, since CMI itself could and did engage with them through its own network. We did, of course, recognise that many of our contacts wore several hats – for example a few community councillors were also farmers, or had interests in tourism. Some of the farmers we spoke to also provided accommodation for visitors. Arguably, few of our contacts were 'clean' in that they represented only one interest.

4.6. We contacted 135 individuals and representatives including 33 town & community council

[23] The questionnaire was discussed with the Dyfodol Cambria steering group. Subsequently we discussed our approach with experts at the Universities of Aberystwyth and Melbourne.
[24] Engagement is a conversation that seeks information and ideas, there is dialogue, thought and learning that can lead to partnership; consultation is a quest for views on a set of prepared proposals, there is little dialogue or participation.
[25] In fact, we ran two events specifically targeted at community councillors. Attendance at each was low. However, we also made short presentations to three other councils.

clerks. Of the individuals whom we contacted, 8 did not respond, in most cases because they simply passed on our details to a more appropriate colleague. Some 27 of the clerks did not respond. We therefor ran 2 events for clusters of community councils. In addition, DCF staff have engaged with many of the Cambrian Mountains community councils. 21 of the 25 farmers we contacted carried out a detailed response to the questionnaire via telephone, under guidance from a colleague contracted on behalf of ADAS consulting.

4.7. Unfortunately, time did not allow for us to contact a further 50+ people for whom we had details, some of whom we consider to have been important.

4.8. One of the two events referred to above was largely attended by Tregaron councillors. We also had representatives from Machynlleth, Llanbrynmair, Ysbyty Ystwyth and Llanfarian councils. Quite separately, we addressed three councils – Cadfarch, Llangurig and Rhayader councils. It was not possible, nor desirable as a protocol, to contact the many hundreds of councillors individually, though this could be helpful in the future.

4.9. We had considered an on-line questionnaire, but were conscious that this was unlikely to reach those with whom we most wanted to engage[26].

4.10. We were disappointed that we were unable to follow up an arranged telephone discussion with one council leader because of external pressures.

4.11. Whilst time consuming, this approach allowed us to be flexible in responding to people's priorities, concerns and levels of understanding of the issues. We found that people want the space to express their wider concerns before engaging in discussion about designations or definitions. Discussions were open ended and mainly off the record. Most discussions with individuals took between 1½ and 2 hours.

4.12. This approach provided valuable insights into the challenges of engaging with a wide range of experiences, opinions, perceptions, misconceptions and in some cases a lack of empathy and understanding across interest groups, which presents a challenge to gaining consensus about best options.

DCF Research

4.13. In parallel with our own work, DCF carried out a survey, as part of a broader set of 'drop in' sessions targeted at the tourism and community sector. This was conducted between March 25th and April 8th at seven locations throughout the Cambrian Mountains. In total, 157 people attended the sessions, and the majority of them took part in the survey. This was a valuable complement to our own study (see **Appendix 5**).

4.14. A person was at hand to explain and clarify anything that was unclear, and was able to issue instructions and to ensure that the research was conducted in a fair and rigorous way. Nine questions were asked, the first of these relating to spheres of particular interest or concern. Questions 2 and 3 relate directly to the consultant's questionnaire (see **Appendix 3**). Those who took part were asked to place stickers on laminated sheets to prioritise and show whether they agreed with statements or objectives, taken directly from the questionnaire designed by the consultant team.

4.15. Questions 4 to 9 were based on the consultant questionnaire and relate to the form of designation. They asked a series of questions about the design based around who should be the key stakeholders, who may have the responsibilities for funding any proposal and what the responsibilities of any such designation could be, in terms of planning and statutory obligations.

4.16. Due to limitations of the research method DCF did not address the function of a designation in any great detail, as this would have made the research time-consuming and cumbersome. The results of people's responses are shown in **Appendix 5**.

Report on findings

4.17. The following is a summary of people's perceptions. What people said was mostly off the

[26] We noted, for instance, that an on-line survey attempted by other consultants in the Black Mountains over a two-month period elicited just two responses.

record, and is not attributed. There was wide agreement that the range of challenges the CMI was set up to address are interrelated.

The discussions we had fell under the following broad headings:

- Extent and Identity
- Public Goods and Support
- Definition/Designation
- A Collective Voice and Collective Action - Integration/Coordination
- Funding
- Objectives

Extent and Identity

A key issue when considering how to define or designate an area is to gain consensus on its coherence – this depends on a number of factors, some of which are defined by geography, topography, and landscape factors, but also, critically, by the extent to which people subscribe to an area's identity and see themselves as part of it.

4.18. When asked whether they thought the Cambrian Mountains form a recognisable upland entity, agreement was almost universal, but there was some uncertainty about its boundaries. Some people expressed surprise at the size of the area under discussion. One person agreed that it is a recognisable geographic area but did not know if they were in it. Another agreed, but said "how much outside the area is not clear". Somebody also said "no, it is not sufficiently recognisable", which might infer that it needs to be. One person stated that there is more talk of the area as an entity, possibly as a result of CMI's previous work. Comparing our findings with those of the CMI workshops, 43 out of 117 people agreed with the statement that it is a recognisable area surrounded by a necklace of settlements, which suggests that 74 did not agree.

4.19. One person, familiar with the old Environmentally Sensitive Area scheme, stated:

- "Agree – but that recognisable geographic area does not include the most northerly area indicated on the map at the beginning of this questionnaire. It starts somewhere south of Machynlleth."
- Others agreed that "CM does need a stronger identity…'

4.20. One farmer stated that:

- "a single CM identity (is) not a major priority, but a recognition of the upland farming community and its value for the next generation is essential. If calling it the CM area makes this happen, then OK with that but it could be called something else."

4.21. The same farmer stated that many farmers do not associate with the Cambrian Mountains. They associate with their 'bro', in his case towards 'Bro ddyfi'.

4.22. There was wide support for a defined boundary, even among farmers, despite their suspicions that this might imply a national park. One person wanted to ensure future consultation with communities on this. One person also said that the fluidity of the Biosphere has not helped its identity. One person stated that there would be winners and losers. However, one respondent felt that any fixed boundary needed to ensure that entire farm holdings are included.

4.23. The CMI survey found that their target audience disagreed with the notion that the Cambrian Mountains is not seen as an entity, but also agreed that the area needed to be better defined in order for people to understand it better. For us this confirms that whilst many people recognise the label and a broad recognition of the area, there is a need to find consensus on its boundaries and extent.

4.24. There was a wide agreement that the Cambrian Mountains/Mynyddoedd Cambria was an acceptable term, given that it is now in wide use in official documents and in literature.

4.25. Somebody concluded that:

- "…giving the area an identity by placing logoed signs (Croeso I Mynyddoed y Cambria/Welcome to the Cambrian Mountains) on all the roads into the area would give the area an identity…"

4.26. Findings:

- There is a wide consensus that the area does have a recognisable coherence and identity. These need to be explained to a wider audience. There is a need to define the boundary/ies under consideration.

Public Goods and Support

A key purpose for any defined or designated lived-in landscape is to sustain rural livelihoods, and to support the wellbeing of communities who live there. There is considerable concern about the future of the uplands and their management, and discussions about the potential of the area for delivering public goods, including the future of food production, reflects this.

4.27. There is a strong sense among farmers and their representatives that the farming industry should continue to be supported at current levels. A definition or designation that enhanced that support would be acceptable, provided it was not burdensome or costly.

4.28. There was strong agreement, especially among farming interests, that the future of the Cambrian Mountains depends on sustaining its agricultural communities. The following comment sums it up:

- "The landscape is valued, and it is the farmed landscape."

4.29. And this comment, in response to the delivery of public goods:

- "…the economic future of the Cambrian Mountains should be enhanced by making more of the public goods delivered there."

4.30. One farmer interestingly commented that there:

- "…is more than just agriculture, lots more going on than just agriculture. Is not reliant on agriculture for its future, so needs to be broader in scope, and agriculture not to carry burden…"

4.31. Whilst most people agreed that the Cambrian Mountains is a critical area for delivering benefits to local and more distant populations, one farmer agreed "very much so", whilst another said that this applied to Wales in general, not just the Cambrian Mountains. On the question of the area's economic future and the delivery of public goods, there was much agreement – however, this was qualified in the case of the farming community, typically stating '…as long as it sits alongside a viable farming system, i.e. food production.'

4.32. There is a degree of suspicion about environmental programmes that farmers think might require them to abandon land, one person saying that he did not want his to be the generation that lost the land hard won by his grandfather and father. Having said that, there is some anecdotal and unconfirmed evidence that some significant tracts of land appear to have been effectively abandoned. This includes:

- "…the land on the north side of Pumlumon from the eastern arm of Nantymoch to the Afon Gwerin and up to the summit of Pumlumon itself. I am not sure about the land that runs north east of Craig yr Eglwys. The western part is owned by the remnants of the Lovesgrove estate while the eastern part (Hengwm-annedd) is owned by the Micah family from Aberhosan… Dinas which lies on the Ponterwyd road to Penrhyncoch, north west of Dinas reservoir and Coed Creignant to the point where the road enters the forest (east of Llyn Blaenmelindwr.)"

4.33. Findings:

- There is a need to engage the wide range of interests in land management in a sustained dialogue about public goods, including food production. There is a sense that public goods and food production are separate, and that the former undermines the latter. The CMI's study confirms this perceived disparity. It found that a relatively

small number of people agreed that the status quo is not an option, and that the area's economic future depends on the delivery of public goods. Whilst a larger number agreed that its future depends on sustaining agricultural communities.

Definition/Designation

There has been considerable debate about the status of the Cambrian Mountains ever since parts of it were identified as a potential "conservation area" in the 1940's. An official process to designate it as a national park was not confirmed. The area was identified as an Environmentally Sensitive Area in the 1980's, and there have been various attempts to lobby for its designation as an AONB. The question here is whether the area merits statutory designation, or whether other means can meet its challenges and potential.

4.34. There remains a significant antipathy towards national parks, and when questioned further, the sense was that they were bureaucratic, costly and unrepresentative. A number of people perceived a conflict between the need to diversify and the tight planning regime in national parks. Even when simply asked whether any definition would help people understand where it is, its size and shape, the farmer group was somewhat concerned that this might lead to national park designation.

4.35. For example, this response to the notion of a definition:

- "Probably – provided it does not lead to the sorts of problems seen in Snowdonia, which the National Park has described as at saturation point in terms of visitors and the sustainability of their impact on the environment. It should also be recognised that certain types of definition/recognition would effectively destroy elements of what some consider makes the Cambrian Mountains so special – e.g. quiet empty spaces will no longer exist if they are full of people."

4.36. Some people expressed concern at the potential loss of the sense of wilderness that increased access might bring. There was also concern that national park designation could result in a rise in house prices, making them unaffordable for younger people. Interestingly, we were reminded that St. Dogmael's had been in Ceredigion, but was restored to Pembrokeshire in 2002 by the Boundary Commission, having previously requested the change in 1976. It was implied that the village preferred to be associated with Pembrokeshire and the National Park, though this cannot be confirmed.

4.37. A national park interest told us that any proposal for a formal designation as a national park would have to follow the formal process based on 'natural beauty'; and must not deviate from the purposes or powers already held by that existing designation:

- "With regard to alternative approaches for statutory designation, we would be very wary of anything that potentially undermined the existing National Park designations. For example, if an area wished to become a National Park but with different statutory purposes or without taking on planning powers for the area. We believe that these are essential features of National Parks."

4.38. There was some support for designation as Area of Outstanding Natural Beauty (AONB) as a simple 'off the shelf' solution, though some questioned the capacity of AONBs to deliver on public goods without expanding their statutory duties.

- "I'd love to see them better protected though I don't think (we have) a formal position, though I am sure we supported the NP when it was on the cards and would probably now support AONB as being more realistic…However, if there was a better model that would be good."

4.39. The sense from Natural Resources Wales (NRW) and Welsh Government is that currently, there is limited support for either a new national park or a new AONB:

- "…there is little appetite or resource to do anything which may introduce further complexity or uncertainty given the UK's decision to withdraw from the European Union."

4.40. The feedback from Welsh Government is that it would respond to a statutory designation on a recommendation from NRW, which presupposes that the basis for such a recommendation would be 'natural beauty', as defined under the relevant acts.

4.41. The general antipathy towards a new national park is reflected in discussions with representatives from local authorities, who would see this option as too expensive, and probably politically unacceptable.

4.42. In discussing the option of either a new biosphere or an extension of the Dyfi Biosphere, a new biosphere was preferred, since the Dyfi Biosphere has a distinct area and character. However, this was thought unviable, since the existing one was significantly under-resourced and it was thought unlikely that a new one would be possible under current financial constraints. The Biosphere itself was undergoing a periodic review at the time of this report, and felt that it was not in a position to comment in detail. However, it has acknowledged that it has not taken the opportunity to engage sufficiently with partners including CMI, and would be willing to discuss possible options in the future. It was also pointed out that the Biosphere was currently undertaking a process to expand to include Tywyn, Carno and Faenor.

4.43. It should be noted that in earlier workshops, CMI staff found considerable support for the "Parc Naturel" model in place in France, and which is one of the options under consideration. Taken at face value, 89% of the respondents were supportive in principle of such a model. However, it is not known how the question was framed.

4.44. On the question of models and approaches, some individuals offered examples from other countries, including Landcare in Australia, the canton system in Switzerland, and economic and energy cycles in Denmark. Suggestions also included the Torbay Coast and Countryside Trust, as well as Poole Harbour Commissioners. One farmer referred us to the Black Mountains Land Use Partnership.

4.45. The French regional parks approach required some explanation, and responses were mixed. Some questioned the lack of an 'environment first' principle, whilst others were surprised at the size of the executive.

4.46. A surprising response in relation to the temporal conditionality of the PRN emerged from the CMI survey, which found that by far the most people preferred an 'indefinite' designation lifespan to any other. Remarkably, a 20-year lifespan (which is now becoming increasingly common in the case of French PRN) was not popular at all.

4.47. Somebody stated that one of the strengths of the continental 'parcs' model was that the contract or Charter was signed off across ministries, not just the environmental one.

4.48. A number of people thought that the French PRN could not be replicated for political, cultural and economic reasons. A resident of a French Regional Park highlighted the influence of mayors in influencing development decisions. There was a sense amongst many people that community councils did not currently have the vision or capacity to play a leading role in the development and management of a designated area. This response was typical:

- "…something along the lines of the French regional parks' system would probably be the only politically acceptable option (from a local perspective) if designation is on the cards. However, my experiences with the business community and community council… over the last few years make me sceptical."

4.49. One or two people questioned the need for designation at all, although they were open to the idea of a robust definition. One person suggested that a branding and marketing campaign could be enough; but in discussion agreed that that was more or less the current situation in the Dyfi Biosphere, which it was agreed was under-resourced, and perhaps not as effective in achieving its aims as it might be. One person argued that current designations have not been able to halt "…the continued wide scale biodiversity degradation of many terrestrial habitats…", and was therefore somewhat sceptical.

4.50. One person advised that designation might not necessarily be the solution to the area's issues, and that identifying a way to align its purposes with those of the mid-Wales partnership and NRW's area statements could be a way forward. There may be opportunities to secure funding through such delivery models. It was agreed, however, that defining an area attracts attention and focus. It is suggested that it is for CMI to demonstrate that it can deliver on the above and on Well-being plans through its programmes. It is worth saying that initiatives such as the mid-Wales Growth Deal and NRW's area statements are in their early stages of development.

4.51. This was not the view held by most others. For example, the Carmarthen Local Access Forum concluded in their discussion that:

- "The Carmarthenshire LAF supports a project / model that designates the Cambrian Mountains in some sort of special way. The project would need to ensure that access to rights of way remain unchanged and are improved where possible and that no user groups are prejudiced by the designation."

4.52. Findings:

- Our discussions, including discussions by us and CMI on objectives, suggest that there is strong support for a robust definition that can bring a focus on the Cambrian Mountains for enhanced support, provided it is not burdensome on its communities. Whether this extends to a statutory designation is open to debate, although the two need not be incompatible.

A Collective Voice and Collective Action - Integration/Co-Ordination

A key factor in our discussions is the extent to which a single definition/designation might be conducive to closer working across the three authorities whose boundaries fall within the area; and how well its governance could help bring the many activities, projects and interests together. The concerns that emerge are complementary, since they relate to administrative and policy factors on the one hand, and to social, economic and cultural factors on the other.

4.53. In our own discussions, three themes emerged as requiring more integrated working and co-ordination. It likely that these themes reflect the formal professional priorities of the people with whom we engaged:

1. Access and rights of way, especially in applying a consistency to signage, footpath work, erosion management and enforcement;
2. Development planning; and
3. Land management, especially in the sphere of farmer support through agri-environment payment and payment for ecosystem services.

4.54. DCF's own consultations drew out similar themes, but also some significant other concerns, which included community, tourism, landscape, heritage and farming. These perhaps reflect the priorities of the participants in CMI's events, the invitation was to the tourism and community sector. However, the most supported topic by far was 'community'.

4.55. On the question of planning, it was noted that all three authorities had in the past refused applications for major renewables operations, and these had been overturned. There was general support for the idea of a joint policy for the uplands. It was noted that Ceredigion and Carmarthenshire each had a schedule of Special Landscape Areas within planning policy, but that Powys did not.

4.56. One informant mentioned the possible emergence of regional plans, in which policies for a designated area might be embedded, but these had yet to be developed. On the question of a possible joint planning policy for the uplands, it was argued that new legislation would be required to make that happen. Our understanding, however, is that planning law already provides for such a possibility. In discussing whether full planning powers could be retained by the existing local authorities, the quality of councillor decision making was raised, insofar as whether they would understand the status of a new designation. It would have to be nationally recognised to be valid, and this might require new legislation. It was recognised that any policy would have to define the area for which the policy was made.

4.57. The management of tourism and a rationale for wind energy were both brought up by people. On the matter of tourism, there is wide agreement that tourism is underdeveloped, with some strong exceptions from a few farming interests. There was some concern that the area could suffer overexploitation, and that there was already too much disturbance. Some recognised the need for infrastructure, and for improved public transport. A number of people felt that access to the uplands should be restricted to foot, bike or horse. One person argued that a designation might threaten remoteness and

tranquillity.

4.58. One person pointed out that in fact tourism numbers had reduced in the Tregaron area with the reduction in pony trekking activities. This was attributed to cheap overseas holidays, as well as the loss of use of ponies from the hills.

4.59. Not everyone was enamoured of tourists. One farmer was in favour of as many wind turbines as possible and no tourists at all. The issue of wind turbines is a sensitive one and the cause of much debate. Although discussion on this was not actively pursued by us, some councillors expressed frustration that applications had been refused in all three authorities and had been overturned by the Welsh Government.

4.60. One person observed that:

- "Large windfarms not necessarily a bad thing, if done sensitively, and size/scale benefit to community and farmers evident. Collective benefits to CM area of windfarms very important. All large wind turbine projects are not necessarily intrusive."

4.61. On the other hand, others expressed considerable concern at what they saw as a proliferation of large windfarms, although there was general agreement that community and farm scale wind generation was beneficial.

4.62. Some people said that there was a lack of communication between the different interests and projects, and therefore a failure to learn and share experiences. Several people expressed concern that some good projects have come and gone, because of a lack of continuing funding, and this had a detrimental effect on the ability to plan programmes for the longer term.

4.63. Some stated that the number of ongoing projects is confusing.

- "There are a multiplicity of designations and landscape-based concepts and propositions in upland and coastal mid-Wales; some of these have been around for some time, others are more recent. The one innovation that seems to be increasing in need is harmonising them in some sort of synergistic or partnership approach without undermining the unique identities and motivations of the individual entities."

4.64. On the role of CMI in this, somebody stated that they were uncomfortable with the idea of CMI being "directive" (i.e. directing), saying that it should be:

- "supportive/ promotive, not replicating what is already on the ground. Support should be to make existing structures work better, rather than create new entities…CMI should promote and take a strategic approach."

4.65. Another person stated:

- "CMI as is should continue, in a refreshed form, be more representative and accountable. Need to have people steering it who live and work in that community and make sure it doesn't feel exclusive."

4.66. The idea of an on-line hub to act as a gateway into activities is seen by some as a necessary tool to appreciating what is happening, and to facilitate dialogue. Somebody noted that CMI's Facebook page is out of date, whilst others thought that CMI lacked a strong profile and could not be found on the internet. More generally, many people flagged up a lack of good broadband connectivity, particularly small tourism enterprises and community councillors.

4.67. Some community councillors felt that they are rarely listened to when they are consulted. It is fair to say that there was significant interest in the possibility of some kind of designation from those councillors that we engaged with. This is an important but difficult to reach group. Where we were invited to talk to individual councillor meetings, we were allowed fifteen minutes to explain our work, but there was a sense that members wanted to hear more. There was poor attendance at the two meetings (one in the afternoon and one in the evening) that we called.

4.68. One person pointed out to us that there would be nothing to prevent a group of community councils joining to make a proposal to WG to carry out joint projects, but also stated that community councils need support to help them to develop projects and build

confidence.

4.69. On the matter of representation in management, the CMI study findings are perhaps unsurprising - a combination of local authority, farming and other interest groups, and especially the community councils being the most favoured. Whilst NRW was also seen as a key participant in management, government involvement in management was perhaps seen as less desirable.

4.70. There was some agreement about a lack of wider rural skills and the need to add value to produce, one person saying that communities on the Continent seemed to be able to produce low output, high value food products, with the emphasis on the local.

4.71. One person argued for the need to align management plan objectives with agri-environment payments to enable better targeting. Others agreed with this, adding that local authorities should be designated agents for administering such funds.

4.72. There was wide agreement that an integrated approach to managing the uplands would be beneficial. One person argued that it "would need careful managing and the accountable body would need to be proportionate."

4.73. Another stated:

- "…Within reason: If 'integrated' means the sort of public goods scheme proposed in Brexit and our Land then the answer must be no, because those proposals explicitly exclude food, wood, wool and other products."

4.74. On the question of governance, there was a general agreement that a single voice was needed to advocate for the Cambrian Mountains, though the farmer group were cautious of the idea that this might imply another layer of bureaucracy or might be externally imposed, and were particularly concerned as to what that voice might be. One person disagreed with the notion, stating that the counties should have the strong voice, as they reflect and represent their communities.

- "Cambrian Mountains does need a stronger voice, but that voice needs to be fair and appropriate, and for all."
- "Yes, to single voice, but needs to truly be from the local communities within the CM Area."
- "Very wary of quango and an added level of bureaucracy - very wary of added layers, need to be convinced are effective."
- "Possibly, but a body with Community Councils and County Councillors at its core would be the best approach to this as it would avoid duplication and ensure democratic representation, rather than a body made up of single-issue groups, government appointees etc."

4.75. There was general agreement that the three constituent authorities needed to work more closely to achieve a programme of funding and management, although uncertainty about whether that would be possible:

- "Need the three counties to own the CM concept themselves, work together and use 'CM' to get collective benefits for the CM communities and land managers."
- "No – don't think they can work together."
- "Yes - they can work better together for the area."
- "Yes - although unsure about how it would work"

4.76. Some people argued the need for a formal structure, one person arguing that a top-down approach will be the only way to resolve conflicting positions. One person stated that:

- "we do not need a big complicated board, just needs to be fit for purpose, with clear objectives and accountability."

4.77. They went on to say

- "the brand does have value, but needs to be promoted and managed. The area has history, food, tourism and environmental credentials."

4.78. There was a wide (but not total) acceptance that a purely voluntary approach could be unrepresentative, and could easily result in breakdown, as this had happened in the past in some cases. On the other hand, the idea of a formally constituted charitable trust was least supported among the farmer group. For them, a formal, statutory public body was as widely supported as a non-statutory purely voluntary body. Those supporting the former wanted:

- "sufficient weight", "needs strength, negotiating remit and robust", also "wanting it to have teeth, and not be selective about the public goods, i.e. be accountable for all public good priorities."

4.79. Interestingly, there was a consensus that a body should have some formal planning powers, either as a statutory consultee, or as a strategic policymaker. One person said that a proposed body:

- "Has to have some planning powers - does need legs and authority that has to be taken account of, but full planning should be covered as per existing county mechanisms."

This was confirmed by the CMI survey, which found that most people were supportive of consultee powers, whilst a small number argued for full planning powers.

4.80. Not everyone agreed. There was some wariness that anything beyond what already existed, especially giving a "protection remit to a CM entity might stifle sustainable development and opportunities."

4.81. On the question of a "super trust", somebody argued that such a trust would have no capacity to manage if it did not own land. However, it was agreed that the management of significant funds would empower it, but there was some concern about where such funds would come from.

4.82. Findings:

- There is a logic for promoting closer working between the three authorities in focusing on this area. There is an argument that it would be efficient in combining countryside and tourism services; it would strengthen the identity of the area; it would harmonise planning policies, providing consistency; and that it would provide a strong focus for land management, and a consistency of support for public goods including food production. With appropriate support, a defined area would provide a basis for ensuring closer working, broader representation, and more efficient use of resources – depending on the kind of definition, and the structure of its management.

Funding

It is critical that any new definition or designation is seen as providing good value for money. An initiative needs to be cost effective and needs to add value to what is already in place. It would therefore need to show that any investment in the area will have dividends in protecting landscape, heritage and biodiversity, in reinforcing social and cultural values, in providing health and wellbeing benefits and in generating incomes at individual and community levels. Our discussions centred around the potential for bringing in enhanced funding support, including how to cover the costs of a new definition or designation.

4.83. There is a broad welcome for Initiatives to bring funding into the area, with reservations:

- "…anybody that is able to access private/trust funding for projects in the area would be welcome. Unfortunately, when EU funding dries up public funding streams will be few and far between."

4.84. Farming interests were equivocal on single funding programmes. Their comments included:

- "Yes, but the agreement is cautious"; "Rather neutral on this, due to range of socio-economic issues across such a wide area"; "No - not sure about this really - depends on what the money is for. Don't allocate funds for another layer of management"; "NO - concern would be money will go to counties, and not people on ground"; "Not really sure about this one"; "Possibly".

4.85. On the use of funding, one person said:

- "Accessing grants - helping "bobl lleol" to get grants - would be so useful as part of CMI services."

4.86. Another replied:

- "Agree (about single funding programme) – notwithstanding the fact that other areas should also attract equivalent levels of funding in order to prevent discrimination between communities and businesses, and that any such funding should be in addition to key support provided by Government."

4.87. In terms of sourcing funds, most people wanted to see a mix of local government and national funds, although other options such as funding charities and private sponsorship were also supported. One person thought that the delivery of public goods should be something that the private sector should contribute to.

4.88. The CMI survey supported the view that funding should come from a range of sources, though mainly from government.

4.89. Somebody also emphasised the need to make a business case for any designation. Arguably, the development of a management plan could constitute such a business case.

4.90. Findings:

- Concerns about the future of support for upland farming probably coloured our discussions with farmers about funding issues. There was a degree of scepticism that funding would be directed at administration and bureaucracy rather than directly towards land management. There is the need to make the case for any funding implications, including how any definition might offer opportunities for communities to benefit economically.

Objectives

Identifying, understanding and agreeing a clear set of objectives is fundamental to any enterprise. It forms the basis for working collectively, to ensure that everyone buys into any proposal. Objectives should be mutually supportive, and prioritised if necessary. It is beyond the scope of this report to provide a detailed account of which objectives should apply - this is for a later stage of consultation. However, a discussion on objectives is useful in helping to identify the kind of definition or designation most likely to achieve them.

4.91. One person made the telling remark that:

- "Promotion is good, but protection of assets and communities (is) also essential. Don't want to kill the golden goose, or find the area overrun, with a lack of management."

4.92. The same person concluded:

- "Want family farms in the area to make a bit more money without sacrificing the quality of life. Real concern re-mental health and suicide…ways of encouraging youngsters to stay in land management should be a priority."

4.93. Another useful concluding remark came from another farmer, who said:

- "Yes to conservation – a large area that needs looking after."

4.94. Our discussions found some striking contrasts and also areas of agreement with those of the CMI study – for instance, whilst the objective 'to support high quality food production based on the Cambrian Mountains' drew significant support from the farming interests, it drew the least support from those who attended the CMI drop in sessions. Interestingly, there was similar limited support for objectives to conserve the built environment – the words 'conserve and enhance/conserve and regenerate' in the questionnaire may have been off-putting, especially to tourism interests and homeowners. There was a similar lukewarm response to the idea of conserving and enhancing habitats. On the other hand, celebrating, educating, branding and generally promoting were all seen as worthy objectives.

4.95. Findings:

- Any objectives to conserve and enhance habitats and species, natural resources, landscape and the built heritage must do so whilst pursuing well-being objectives, as well as social, cultural and economic ones. Which of these should be prioritised, and how they should be balanced, is open to discussion. This is a theme that requires significantly more engagement, since the sample we and CMI worked with was small.

Commentary

4.96. In our discussions, we avoided using the labels "National Park", "AONB", "Parc Naturel Regional", focussing instead on purpose, structure and function, in response to what were seen as a wide variety of concerns and aspirations from a wide range of contacts. On the other hand, we did not baulk at using the term "designation" as well as "definition".

4.97. From our discussions, it was clear that many people associated both words with "National Park", and there was some suspicion that our agenda was in that direction. It is clear that national park designation is not a feasible option for several reasons:

- There remains an almost visceral antipathy amongst some interviewees towards that particular designation.
- There is no appetite for such a proposal amongst the institutions responsible, nor any perceivable political will.
- It is a costly option compared to others.
- Other protected landscape interests may not be supportive of such a designation that does not entail the kind of governance structure that applies to them.

4.98. AONB remains an option. Although we did not use the term, some groups and individuals made explicit positive reference to it. They saw no reason why such a designation could not be simply applied to the area. However, it is likely to be viewed with hostility by landowners, who are unsympathetic to anything they see as bureaucratic and restrictive rather than (from their perspective) supportive. In any case, from our conversations, the designating bodies appear somewhat hesitant in moving in this direction. Having said that, there was support, including from farmers, for a defined area within the sphere of local authority management. Costs and resistance to over-regulation suggest the need for the existing authorities to retain planning powers and to keep any staff costs down to the minimum necessary for effective management.

4.99. There is strong agreement that the Cambrian Mountains is a distinctive area with a discrete character. Although some of the farmers called for support for all uplands, not just the Cambrian Mountains, there were references to the area as "special", with "quiet empty spaces". Four themes have emerged as requiring more administrative integration and co-ordination:

1. Access/recreation;
2. Community resilience;
3. Development planning; and
4. Land management support.

4.100. There was much agreement about the need to co-ordinate the many projects, activities and groups active in the area, and this entailed an organisation of some sort with the credibility and the standing to be able to do so. Resourcing such a body could be challenging, though there was agreement that this should be a combination of local and central funding, with grants and sponsorship playing a role.

Issues to address

4.101. It is possible to find seven themes that can inform the type of organisation people are asking for. Listing in alphabetical order, they are:

- **Bureaucratic** – there are some who feel that excessive regulation stifles local enterprise. But the local economy does need external support. How do you empower local people to deliver the national ambition?
- **Communication** – there is confusion about who is doing what and why in the Cambrian Mountains. Some people felt that their voice is not heard. What is the best way to collate and broadcast information?
- **Co-ordination** – closely linked to communication, there is some concern that the policy framework across the Cambrian Mountains is inconsistent in design and application; that projects come and go with no inherited knowledge or resources; and that there is duplication of effort and lost opportunities. What is the best way deliver an integrated approach across the area?
- **Definition** – there is agreement that the Cambrian Mountains is an entity but there is uncertainty about its extent. Where should the boundary lie?
- **Designation** – there is wide spread distrust of formal designations, particularly 'National Park', less so for 'Area of Outstanding Natural Beauty'. Can designations be light-touch, enabling and value for money?
- **Identity** – there is agreement that the Cambrian Mountains has a valued farmed landscape with extensive quiet wilderness. How can you raise the profile of the area without degrading its special qualities?
- **Representation** – there are some who feel threatened when 'outsiders' or 'experts' believe that they know best ('environmental colonialism'). Who speaks for the Cambrian Mountains and with what authority? How can you create an inclusive body that is efficient and effective?

4.102. In addition, we also think it is important to consider **flexibility**. Those taking part in the engagement exercise did not make this point but it is implicit within the discussions.

- **Flexibility** -Are the governance and means of working fixed or can they be adapted to meet local needs?

4.103. And four specific topics emerge as requiring more administrative harmonisation:

- **access** and rights of way, especially in applying a consistency to signage, footpath work, erosion management and enforcement;
- **community** resilience, especially improving the health and well-being of the area's population. There are difficulties with access, low levels of service provision, isolation, higher costs and lack of choice or quality.
- development **planning**, especially in applying consistent regulation across the area; and
- **land** management, especially in the sphere of farmer support through agri-environment payments and payments for ecosystem services.

5 Options analysis

5. Options analysis

Introduction

5.1. Nine management models were identified as mechanisms to help integrate management activity:

- French Regional Natural Parks
- Scottish Regional Parks
- English Regional Parks
- Welsh Regional Park
- National Park
- Area of Outstanding Natural Beauty
- National Scenic Area (Scotland)
- Biosphere Reserve
- Geopark

5.2. The first task is to identify the preferred models of management. Choosing the model of governance comes later.

5.3. In this chapter we consider which are the viable options in the light of our research and engagement activities. There are two points to note:

- Management models are not fixed - they evolve over time. Experience shows that the current governance structures and management systems found in rural areas throughout the UK bear little resemblance to those that existed, say, thirty years ago. There is, therefore, no perfect model – priorities, perceptions and politics change over time, and governance structures have to change in the light of this dynamic if they are to remain efficient and effective.
- The twelve issues (eight themes and four topics) are not exhaustive, nor are they prioritised, and furthermore there is no indication of the synergies in addressing any one issue. Attempting to resolve one issue may have both positive and negative impacts, and these might be direct and immediate, or indirect and gradual. There is not the scope within this contract to explore all the possibilities. However, addressing the apparent communication gap is both a solution in itself and a platform for arriving at a collective vision, reinforcing the area's identity and engaging with other stakeholders.

Consistency of options against the issues

5.4. Before considering any option in detail, it is helpful to make a simple comparison of each model in relation to the issues we identify. For this exercise, we have taken a precautionary approach, erring on the side of caution. Each option we list is viable but some would require bespoke arrangements to be in place. The Welsh Valleys Regional Park is currently an aspiration; we have used its prospectus and supporting papers to match it against the existing models. Our first assessment identifies any significant beneficial or adverse effects on the issues for the options and indicates the magnitude of that effect.

5.5. Presentation of the findings is in consistency matrices, one for the themes and one for the topics (as defined in paragraphs **4.101 to 4.103**). Professional judgement is the basis of the assessment.

5.6. We summarise the findings for the themes in **Chart 2**.

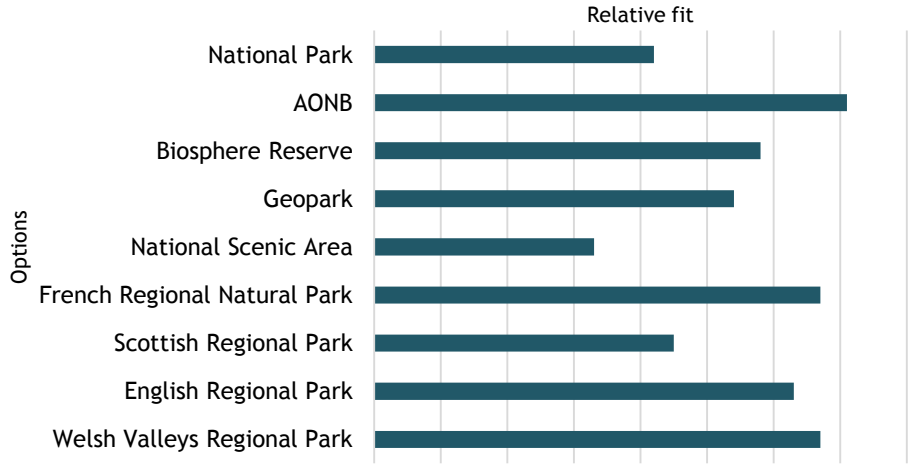
Chart 2: Consistency matrix - themes

KEY
= Strong positive
= positive
= uncertain
= negative

Option	Bureaucratic	Communication	Co-ordination	Definition	Designation	Identity	Representation	Flexibility
Creation mechanism already exists								
National Park								
Area of Outstanding Natural Beauty								
Biosphere Reserve								
Geopark								
Requires bespoke creation mechanism								
National Scenic Area (Scotland)								
French Regional Natural Parks								
Scottish Regional Parks								
English Regional Parks								
Welsh Valleys Regional Park								

5.7. By 'scoring' the relationships for each option (strong positive = 3 and negative = -1) it is possible to provide a chart that shows the relative strengths of these options (see **Chart 3**).

Chart 3: Consistency with combined themes



5.8. The strongest match for coping with the themes is the **Area of Outstanding Natural Beauty (AONB)**, closely followed by both the **French Regional Natural Park and Welsh Valleys Regional Park**. National Park receives a low designation score because of the negative comments made during the engagement exercise. There are some who would argue that designation is a strength of National Parks. If we were to award National Park the same designation score as AONB, then the option moves up to match Geopark. The high score of the English Regional Parks reflects the benefit of the bespoke legislation giving both certainty and flexibility. National Scenic Area has a low score, primarily because of the lack of management within the Scottish model.

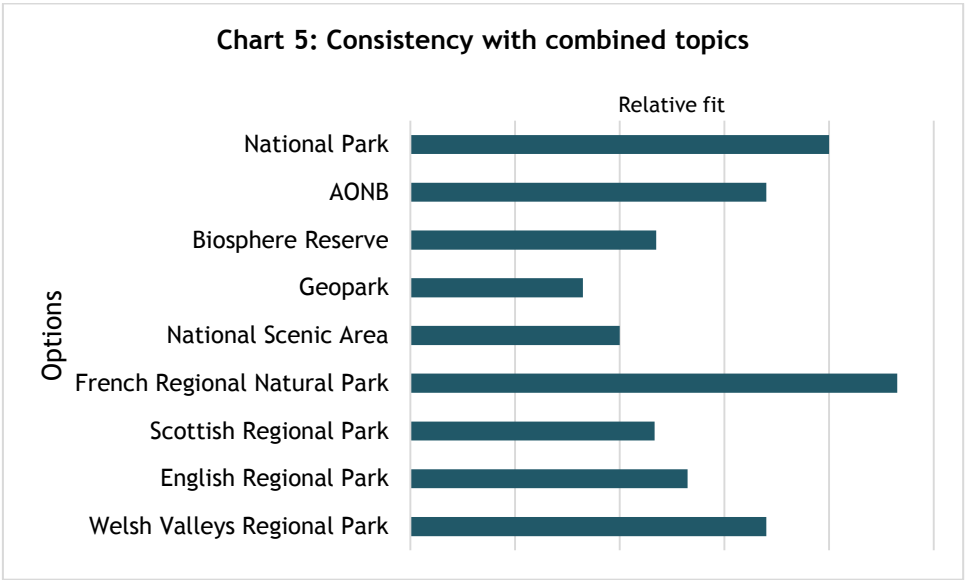
5.9. We summarise the findings for the topics in Chart 4.

Chart 4: Consistency matrix - topics

KEY	Topics to address	Access	Community	Planning	Land	Economy
= Strong positive = positive = uncertain = negative	Option					
Creation mechanism already exists						
National Park						
Area of Outstanding Natural Beauty						
Biosphere Reserve						
Geopark						
Requires bespoke creation mechanism						
National Scenic Area (Scotland)						
French Regional Natural Parks						
Scottish Regional Parks						
English Regional Parks						
Welsh Valleys Regional Park						

5.10. As Above, 'scoring' the relationships for each option (strong positive = 3 and negative = -1) shows the relative strengths of these options (see **Chart 5**).

Chart 5: Consistency with combined topics



5.11. The strongest match for coping with the topics is the French Regional Natural Park, closely followed by the National Park. This is because these bodies have authority given to them by statute and contract. Area of Outstanding Natural Beauty (AONB) and Welsh Valleys Regional Park also show a strong fit to the topics, even without statutory powers. The other models either have no effective function within the topics, or no powers.

5.12. This assessment gives a useful overview of an options ability to address the issues. We now assess these options in the light of our research and discussions.

First sieve

5.13. There are existing procedures in Wales to allow today the adoption of four of the models, namely:

- National Park
- Area of Outstanding Natural Beauty
- Biosphere Reserve
- Geopark

5.14. It is clear from the engagement exercise that there is no support for seeking national park status for the Cambrian Mountains. Likewise, there was little interest in exploring the idea of an extended biosphere reserve (and by implication a geopark). The models could address the issues raised but only with the support of the local population and Welsh Government. They are not likely to give this support any time soon. These three models are not taken any further in this study.

5.15. Area of Outstanding Natural Beauty (AONB) did not win overwhelming support but few people totally rejected the idea. AONBs are a part of local government though the Welsh Government does have some responsibilities. If this was the model to take forward, it would need to be set within a governance model that could win wide-spread local support. There are a range of structures available. In the immediate future, NRW is not able to implement the statutory processes due to the higher priorities arising from Brexit. However, it is worth considering the option further.

5.16. The other options each have their own legislative base that is not available to Wales, it is not possible to simply apply the models to the Cambrian Mountains. The National Scenic Areas of Scotland are very close to the AONB model and so should be set aside for this study. The good practice in Scotland can be taken into account when reviewing the AONB model.

5.17. The Scottish Regional Parks are more akin to the USA Recreation Parks and do not address the issues raised during the engagement exercise. The English Regional Parks are useful in that they show what imaginative legislation can achieve. It would be possible to craft a model that addresses each of the issues but there would need to be considerable effort to win parliamentary support and time to create the model. These two models are not taken any further in this study.

5.18. The French Regional Natural Park model has many features that are welcome in the Cambrian Mountains, such as:

- the bottom up approach;
- the buy-in by a wide range of local and national stakeholders;
- the empowerment of communities;
- and agreed plan of action; and
- the ability to opt in or stay out.

5.19. However, there is no support for the bureaucracy and scale of operation associated with the French way of working. In France, the organisation is akin to one of the UK's smaller national parks, with a sizable workforce and budget. It has considerable influence in the development planning process, with greater powers than a UK national park; the regional park body can trigger a judicial review if a decision goes against the park plan policies. Nonetheless, the model is well worth exploring further but there is a need to create a bespoke version of it (as envisioned in the brief!).

5.20. The Welsh Regional Park is currently just an idea, albeit that there has been discussion over several years. But there is a well-funded feasibility study in place and the stated intention is to seek formal designation of the Valleys Regional Park with a model suitable for other areas. Some of the inspiration and aspirations match those for the Cambrian Mountains. Whether the Valleys model will be applicable to rural Wales is unknown. The Welsh Government will wish to test this aspect to ensure value for money. There is a need to open discussions with the project team and the Welsh Government to identify the common ground and avoid duplication.

Second sieve

5.21. Two management models come forward for further consideration:

- A bespoke model
- An Area of Outstanding Natural Beauty

Bespoke Model

5.22. Though not an easy task, it is possible to create a model that is an optimal fit for the Cambrian Mountains. The page is not blank, there are several good practice examples that can inform local thinking. The ambition of the Valleys Regional Park is to secure a legislative framework. That may be a hard ask but certainly worth pursuing over time. More immediately, there is an opportunity to create a model that can deliver support to the Cambrian Mountains in the short-term, without the need for new legislation or a designation. Indeed, creating a voluntary model, with the opt in/opt out approach of the French, might be very attractive. The model should not duplicate or diminish existing projects and programmes but must add value to local endeavour. It must have clear purposes and functions of value to local communities. To achieve this, there is a need for a recognised local champion who can collect and steer widespread local support.

Area of Outstanding Natural Beauty

5.23. The definition and means of creation of an AONB is clear. It is set out in existing legislation. Parts of the study area may well meet the 'natural beauty' criteria but not all. There is some flexibility with the structure of governance but the three county councils would likely be the dominant bodies. The model would attract public funding for its core costs but some may argue that the bureaucracy adds an unnecessary burden. However, there are many examples of good practice to show that the model can have some flexibility and bring significant benefits to an area to out-weigh the costs of service. The problems include winning political support and the resources (funds and time) to run the administrative process of creation. That is determined by regulation; there would have to be a formal landscape assessment and a full public inquiry. It could take some years to achieve.

5.24. The Cambrian Mountains Society is working hard to secure greater recognition for the Cambrian Mountains. It believes that an AONB can make a significant contribution to integrating the needs of land use, landscape, biodiversity, culture and economy. There is no need to duplicate their effort but there should be a coordination of actions. (Cambrian Mountains Society 2008)

The preferred option

5.25. There are strengths and weakness with both options. It is likely that a voluntary approach will more easily win support in the short-term. However, the certainty of the statutory model may make working with NRW and the Welsh Government easier. There may be a model that takes some of the disciplines of the AONB model but applies them through a community-led regional model. If this were to follow the French discipline of a 15 year 'contract' with the opportunity to revisit the model at that time, there is scope to wok with NRW in its wish to explore new ways of managing natural resources.

5.26. To be successful, the new body must have the power to do the job and secure resources. It must receive authoritative briefings about environmental, social and economic conditions and so will need to enjoy the support of the Government and its agencies. It must also be capable of building partnerships with all stakeholders. Most importantly, it must be committed to building the capacity of the local community to nurture the Cambrian Mountains, be readily accountable for its actions, have credible consultative arrangements and have access to good scientific and technical advice.

5.27. **We propose** that the local communities create a voluntary definition capable of evolving alongside the Welsh Valleys Regional Park initiative. There is an opportunity to develop a uniquely Welsh regeneration and sustainability model that can apply to both urban and rural areas. We also suggest that an Area of Outstanding Natural Beauty could lie within the definition, should Natural Resources Wales decide to follow such a course.

5.28. The name of this definition is open to debate but we advise that the communities choose something that clearly reflects their ambition for the area. As a working title, we use 'Cambrian Mountains, an area of national significance'.

6 Towards the preferred option

6. Towards the preferred option

6.1. An 'area of national significance' is a voluntary self-declared 'definition', not a designation. This implies a status without statutory obligations. Its purpose would be to deliver integrated / sustainable rural development and associated natural capital by maintaining high environmental quality. The emphasis is on enabling rather than constraint. (Land Use Consultants Cole et al. 2012)

6.2. A first step in creating such a definition is to engage with all stakeholders, particularly every Community Council and widely with the landowning community, to gauge the level of interest and support. There needs to be an imaginative engagement process to ensure that all voices are heard. The wide dissemination of a summary of this report can help but two, well-briefed, skilled champions who know the area would be more effective. They would need a detailed information pack. Consultation could include workshops, interviews and questions posted on the CMI website (alongside the summary report). There is a cost implication with such proposals.

6.3. After analysis of the responses, it will be easier to identify an acknowledged leader to take the definition forward. There should be no prejudgement of this; selecting the right lead body is critical. Another early task is to define the outer boundary. This should be by discussion with the Community Councils. And the French discipline of allowing individual Community Councils within the boundary of the proposed 'definition' to opt in or opt out should be a core principle. There is an option of having a core area and an outer area (as is the case for a Bio-sphere Reserve) which could allow for the different needs of the high land and its surrounding hinterland.

6.4. At some point, there is also the need to agree the form of the new body. This needs to be fit-for-purpose but not over burdensome. This body is likely to facilitate action rather than deliver it. To be successful, it will need some 'authority' within the area (**Table 4**).

Table 4: Sources of 'authority'

Formal	Informal
• Ownership of land / property • Legislation or regulation • Access to funds • Formal expertise	• Charisma • Track-record of successful delivery • Active supporters / friends • Relevant expertise

It is not necessary to determine the final model as a part of the engagement exercise but it is useful to have an example of how the definition can be taken forward. There are examples of local partnerships taking control of large tracts of land using an integrated management approach. (There is a brief introduction to three in **Appendix 3**).

6.5. People prefer to react to a statement rather than a blank page. As a separate report, we present a proposal to stimulate debate, complete with a summary of this report. In it we present a model to aid discussion and we suggest a binary approach to both the boundary and governance. This is in response to the call to enhance the management of:

- Access / recreation;
- Community resilience;
- Development Planning; and
- Land management / Agri-environment support.

6.6. Our aim is to empower community direction through a significant partnership of interests operating as a trust supported by focussed public sector interventions. There could be a land trust that steers the integrated management initiatives through a Charitable Incorporated Organisation. There can be a charitable organisation provided there is a public benefit. It is likely that a purpose that seeks the advancement of the arts, culture, heritage or science and/or seeks the advancement of environmental protection would be acceptable to the Charity Commission. Early legal advice on drawing up the terms of reference is essential.

6.7. We also believe that there is a core area that justifies greater interventions, particularly in respect of planning policies. There is merit is seeking a common development planning policy framework for the core area. That requires a common set of policies with the Local Development Plans of the three County Councils.

6.8. Some charitable trusts can be complicated to establish. There is a new form of corporate body. A **Charitable Incorporated Organisation** (CIO) is an alternative legal form for a charity. It is a corporate body that is not a company incorporated under the Companies Acts; it is therefore not subject to company regulation. Neither its existence nor any charges it creates are registered at Companies House. But like a limited company, a CIO can buy, sell, lease, mortgage or charge, or otherwise dispose of, property in its own name. Its members may have either no liability at all or only limited liability for its debts.

6.9. Section 206 of the Charities Act 2011 requires the CIO's constitution to contain certain provisions and the two model forms of constitution set out in the Charities Act 2011 (Charitable Incorporated Organisations) (Constitutions) Regulations 2012 (foundation model and association model) meet the statutory requirements. A "foundation" CIO has no separate members from its charity trustees (meaning the trustees are the members). An "association" CIO has separate voting members other than its charity trustees. Subject to the terms of its constitution, a CIO has power to do anything which furthers its purposes or is conducive or incidental to doing so.

6.10. It is not possible to determine the cost of any proposal at this stage. There are too many variables to clarify; and there will be a series of steps before confirmation of the final model. Seeking support for the way forward will incur costs linked to engagement, consultation and administration tasks. Existing funds or support in kind may cover some of these costs. But there will be a need for additional funds. And if the decision is to proceed, the creation of a new body will incur legal and start-up costs, and the new body will need budgets to cover its operations (as determined by its purpose) and to support actions within the Cambrian Mountains. However, care can be taken at each stage of the process to ensure that cost effectiveness and good value is a critical measure of the model design. There are currently considerable sums spent within the area. The harmonisation of actions should lead to savings arising from scale and a better use of existing resources.

Next Steps

6.11. CMI must decide on its next steps. We are aware that there is an evaluation study running in parallel with our own commission. Its outcome will have a bearing on future actions. If there is a will to proceed, we suggest a simple Action Plan to guide the process. This is set out in **Appendix 8** and summarised below in **Table 5**.

6.12. The first step is for CMI to confirm that the proposal is worth pursuing. If it is, then there is a need to agree the boundaries of the areas of search and prepare an initial vision for the proposal. This should be brought together in a **Statement of Intent**.

6.13. There is then a need to engage with all the local, regional and national stakeholders. This exercise will gauge the strength of support for the proposal and may suggest alternatives that gain wider support.

6.14. After a period of reflection, CMI should confirm the final draft proposal and initiate a formal consultation. This should include the wide dissemination of information, workshops and a conference. The intent would be to win wide agreement for a final proposal and identify a lead body.

6.15. If there is wide support, the process of creating the new management body or bodies will start. This will involve securing funding and some specialist expertise. An early, and big, task is to prepare a **Charter / Management Strategy** for the area. Once in draft form, it should be circulated for endorsement. At the same time, the County Councils must start the process of securing the joint approach to planning policy for the area. This will involve a memorandum of understanding and may include the establishment of a joint committee. There will need to be a protocol to manage the working arrangements between the new management body and the three councils. A similar protocol may be required with the Welsh Government and NRW.

Table 5: OUTLINE OF ACTION PLAN

Confirm intent

- Formal agreement on CMI's stance
- Outline vision for the area
- Position statements on CMI's role and intention

Engage

- A strategy for engagement
- Two active community engagement staff
- Effective communications platform
- Evidence of consensus for the proposal
- Record of findings

Consult

- Agreed programme for consultation
- Evidence of wide support for the proposal(s)
- Feasibility review report
- Well-attended conference
- Wide endorsement of the proposal
- Agreed lead body
- Conference report

Implement

- Charter / Management Strategy published
- Objectives, activities and constitution of new body agreed
- Budget in place
- New body created with core staff
- Joint committee of the three County Councils established
- Protocols with Welsh Government, NRW and public bodies in place

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Appendices

Appendix 1: Legal structures for not-for-profit organisations

(After the Resource Centre, Brighton and Hove City Council November 2018[27])

Here are details of a range of legal structures available to not-for-profit organisations:

1. Unincorporated Association
2. Charitable Trust
3. Charitable Incorporated Organisation (CIO)
4. Company limited by guarantee
5. Charitable company
6. Community Interest Company (CIC)
7. Community Benefit Society
8. Cooperative Society

Unincorporated Association

- Has voting members
- Can be charitable but does not have to be
- Not incorporated

An unincorporated association is a membership organisation. It can be whatever its members want it to be, and carry out whatever activity the members choose. It is the easiest, quickest and cheapest way for a group to set itself up. It is ideal for many small groups, especially those without staff or premises. Many groups fall into this category (sometimes without knowing it). To set up an unincorporated association, your group simply needs to draw up a constitution, setting out the rules under which it will be run.

An unincorporated association can be a charity, but it does not have to be. Many unincorporated associations primarily benefit their own members, and are therefore not considered to be charitable; they are not regulated by charity law. For an unincorporated organisation to be a charity, it must have charitable aims and be run for the public benefit. If your group is not charitable, you do not need to register with or report to anyone. If your group is charitable, you will need to register with the Charity Commission if your annual income is over £5,000 per year.

An unincorporated association is not incorporated, so it cannot enter into contracts or own property in its own right.

Charitable Trust

- No voting members
- Always charitable
- Not incorporated

A charitable trust is a type of charity run by a small group of people known as trustees. The trustees are appointed rather than elected, and there is no wider membership.

A charitable trust is not incorporated, so it cannot enter into contracts or own property in its own right.

[27] The Resource Centre has a well-informed website and produces authoritative and up-to-date information sheets (visit www.resourcecentre.org.uk).

To set up a trust your group must write and sign a trust deed, which must show that the organisation is legally charitable. There is a model trust deed on the Charity Commission website[28]. Charitable trusts must register with the Charity Commission if they have income over £5,000 per year.

Charitable Incorporated Organisation (CIO)

- Always charitable
- Association model has voting members
- Foundation model has no voting members
- Incorporated

A CIO is a type of charity that is incorporated. It is quite a new legal structure, first introduced in 2013. There are two types of CIO:

- Association Model (membership organisations with elections)
- Foundation Model (run by a small group of appointed trustees)

CIOs must be registered with and report to the Charity Commission, regardless of their income. However, they do not need to register with Companies House. This means the reporting requirements are simpler for CIOs than for charitable companies.

Registration of a new CIO takes up to 40 days. You will need to use one of the two model constitutions approved by the Charity Commission[29], and apply online via their website to register your organization[30].

Company limited by guarantee

- Has voting members
- Can be charitable but does not have to be
- Incorporated

A company limited by guarantee is a type of company that does not distribute income to shareholders. This means it can be not-for-profit, if all surplus income is reinvested back into the organisation. A company is incorporated, and has voting members. It is controlled by a group of directors, who can be paid or unpaid.

Companies are registered with and regulated by Companies House[31]. To establish a company, you must adopt a governing document called a Memorandum and Articles of Association; and submit it to Companies House.

Charitable company

A company can be a charity if it meets the legal requirements required by charity law. This must be clear in the governing document, so if you wish to set up a charitable company you should use the model Memorandum and Articles of Association approved by the Charity Commission.

In order to be considered charitable, the directors of a company are usually unpaid. Charities may pay their directors in exceptional circumstances but organisations wishing to pay their directors as a matter of course are likely to find a Community Interest Company, Community Benefit Society or Cooperative Society structure more suitable.

Establishing a charitable company involves registering with the Charity Commission as well as

[28] gov.uk/government/publications/setting-up-a-charity-model-governing-documents
[29] gov.uk/government/publications/setting-up-a-charity-model-governing-documents
[30] gov.uk/guidance/how-to-register-your-charity-cc21b#how-to-apply-to-register-a-charity
[31] gov.uk/government/organisations/companies-house

Companies House; and then submitting your annual report and accounts to both organisations annually.

Community Interest Company (CIC)

A non-charitable company can still be a not-for-profit organisation: many social enterprises are non-charitable companies. If your organisation is not charitable, you can guarantee a not-for-profit status by becoming a Community Interest Company (CIC). CICs commit their assets and profits permanently to the community by means of an "asset lock". This ensures that assets are used for the benefit of the community. CICs can have paid directors.

To register a new CIC, you apply to Companies House to register a company and include a form to describe how your company will benefit the community[32]. Applications are assessed by the CIC Regulator (a department at Companies House)[33].

Other types of company

A company can be not-for-profit without being either a charity or a CIC. However, it may be harder to prove and guarantee the not-for-profit status to interested parties such as supporters, investors or funders.

Community Benefit Society

- Has voting members
- Can be charitable but does not have to be
- Incorporated

A Community Benefit Society is owned by its members, who hold shares and control the society democratically, on a one-member one-vote basis.

The society must exist primarily for the benefit of the wider community, and members may not receive preferential treatment. Profits must be used for the benefit of the community (although interest on shares can be paid to members, up to a maximum rate).

A Community Benefit Society can apply for a Statutory Asset Lock, which will allow it to guarantee its non-profit status. If a Community Benefit Society has aims that are legally charitable it can register with the Financial Conduct Authority[34] as a Charitable Community Benefit Society. This allows the organisation to call itself a charity, although it is not regulated by the Charity Commission.

A Community Benefit Society is a useful structure if your community wishes to take control of an asset, such as a building. You can fund your organisation by selling "Community Shares", and run the service to benefit the wider community.

A Community Benefit Society is incorporated and can have paid directors.

To find out how to register a Community Benefit Society, contact the Financial Conduct Authority. There is also very useful information about setting up these Societies on the Community Shares website[35].

Cooperative Society

- Has voting members
- Not charitable
- Incorporated

A Cooperative Society is a similar structure to a Community Benefit Society but its main purpose is

[32] gov.uk/government/publications/form-cic36-application-to-form-a-community-interest-company
[33] gov.uk/government/organisations/office-of-the-regulator-of-community-interest-companies
[34] www.fca.org.uk
[35] communityshares.org.uk

to provide services to its members rather than the wider community. Cooperative Societies must be based on the co-operative values of self-help, self-responsibility, democracy, equality, equity, and solidarity. In general, membership to a Cooperative Society is open to people who use the services provided by the society, or work for the society, and profits may be distributed to members providing this is not the primary purpose of the organisation.

A Cooperative Society cannot be charitable because its beneficiaries are its own members, rather than the public.

A Cooperative Society is incorporated and can have paid directors.

To find out how to register a Cooperative Society contact the Financial Conduct Authority.

There is also very useful information about setting up these Societies on the Community Shares website.

Appendix 2: Examples of integrated countryside management through partnership

Black Mountains Land Use Partnership

Black Mountains Land Use Partnership brings together farmers and graziers, land owners, Brecon Beacons National Park Authority, Natural Resources Wales, and Welsh Water. Though outside the study area, this is a a local example of good practice. The partnership won a three-year Sustainable Management Scheme grant of £1,004,155.00, which comes from the EU and Welsh Government. The partnership aims to improve the quality of farming and environmental habitats, the protection of natural capital such as water and soil, wildlife and biodiversity, and the wellbeing and economic health of those who live and work in this iconic area.

Nevis Partnership

Nevis Partnership was established in 2003 with the aim of 'guiding future policies and actions to safeguard, manage and where appropriate enhance the environmental qualities and opportunities for visitor enjoyment and appreciation of the Nevis area.' The partnership is a charity, managed by a board of ten voting representatives that include the relevant councils, Glen Nevis residents, the John Muir Trust, Scottish Natural Heritage, Sport Scotland, Mountaineering Council of Scotland, and Lochaber Mountain Access Group. In addition, there is an executive committee that meets monthly to advise on detailed management matters. Other interests that attend and advise (but do not have voting rights) include Bidwells (for Rio Tinto Alcan), FCS, Glen Nevis Estate, HIE Lochaber, and the Highlands of Scotland Tourist Board, as well as crofting interests.

A significant aspect of the Partnership's work has been to improve the footpath network around Ben Nevis, for which it has won substantial funds, including an HLF grant of £345,000 to restore part of the pony path and to provide training in conservation and restoration, as well as providing archiving facilities. More recently (2009) an award of £212,969 was for path repairs through the European Regional Development Fund, match funded by FCS, which constituted a large proportion of the Partnership's income for the period 2009-2010. FCS provides match funding.

The work of the partnership has centred on two key projects:

- Ben Nevis Mountain Path Heritage Project
- Glen Nevis Sense of Place

An important aspect of the partnership's work has been to foster skills through training in collaboration with Lochaber UHI.

Funding and support have come from a wide range of public and private sources in the past, including Highland Council, HIE, Rio Tinto Alcan, JMT, OCUK, Scottish Mountaineering Trust, SNH, North Face and Care International. LEADER+ funding was provided to support set-up costs.

Whilst the partners recognise the role of the partnership in delivering parts of their programmes on and around Ben Nevis, there is an interest in securing a sustainable source of core funding to support the work at a strategic level, and potentially in a wider spatial context within a wider partnership.

http://www.nevispartnership.co.uk/

Lochaber Partnership

The Lochaber Partnership produced a community development plan in 2008. Based on five strategic objectives set by government. The purpose of the plan was to identify areas for improvement and to deliver better outcomes for Lochaber's residents and visitors, through specific action points.

Some of the plan's objectives are particularly relevant to this discussion. These include:

- 'strengthen the image of Lochaber as a tourist destination of choice, and improve the quality of the tourism offering locally'
- 'promote and encourage action on biodiversity and geodiversity within Lochaber to protect our natural environment'

- 'provide learning opportunities which inform, educate and involve communities in environmental issues and impacts'
- 'provide opportunity for and encourage the development of affordable sustainable, well maintained buildings which support the accommodation needs of the people, businesses and services'
- 'promote responsible access to the natural environment for sustainable activity'
- 'promote and develop opportunities for people to learn about our natural outdoor environment'
- 'jointly promote opportunities for increased physical activity for children & young people'
- 'provide opportunities that promote and support the Gaelic language & Culture'
- 'develop structures which support and encourage the participation of young people in community-based activities'

The plan explores in some detail several action points arising from these. What appears to be lacking is an overarching delivery mechanism.

http://www.highlandcpp.org.uk/lochaber-community-partnership.html

Appendix 3: Questionnaire

The questionnaire was in both Welsh and English. A native Welsh speaker was on-hand to conduct the interviews in Welsh. In this appendix, we just present the questions (in English), not the supporting narrative. We also give an example of one page from the Welsh version.

Appendix 4: List of contacts

The following list denotes those individuals whom we contacted. Those marked (*) provided an initial response, and followed up by either contacting more appropriate colleagues or by arranging meetings; those marked (**) responded to specific questions and provided valuable information; those marked (***) either engaged in extended discussions or briefings, or completed questionnaires.

National government and agencies

Chris Worker*	Welsh Government
Steve Spode**	Welsh Government
Simon Pickering*	Welsh Government
Tom Cosson***	Welsh Government
Howard Davies***	National Association for Areas of Outstanding Natural Beauty
Carole Rothwell***	Natural Resources Wales
Lisa Tomos***	Natural Resources Wales
Patrick Green***	Natural Resources Wales

(8)

Farming

Nick Fenwick***	Policy, Farmers Union of Wales
Edward Jones**	Farmer
Richard Morgan**	Farmer
Hefyn Hughes**	Farmer
Martin Lloyd Ingram**	Farmer
Tony Harrington**	Dwr Cymru
Helen Barnes***	Agriplan Cymru

(7)

Politicians

Elin Jones AM***	Welsh Assembly, Ceredigion
Ellen ap Gwyn***	Leader, Ceredigion Council/Ceulanamaesmawr community council
Ben Lake MP***	Ceredigion
Russell George AM*	Welsh Assembly, Montgomeryshire
Rosemarie Harries	Leader, Powys Council
Elwyn Vaughan**	Glantwymyn Ward Councillor, Powys Council
Simon Morpeth***	Machynlleth Town Council
Michael Williams***	Machynlleth Town Council/Powys Council
Peter Wilson***	Ysbyty Ystwyth Community Council
Angela Wilson***	Ysbyty Ystwyth Community Council
John Dore***	Llangurig Community Council
Dai Jones***	Llanbrynmair Community Council
David Evans***	Llanfarian Community Council
Catherine Hughes***	Tregaron Town Council
Arwel Jones***	Tregaron Town Council
Gwilym Jenkins***	Tregaron Town Council
Ann Jones***	Tregaron Town Council
Karine Davies***	Tregaron Town Council

(18)

National Parks and local government

Jean Packer	PA to Chief Executive, Brecon Beacons National Park
Emyr Williams**	Chief Executive, Parc Cenedlaethol Eryri
Eifion Jones***	Coast & Countryside & Officer, Ceredigion Council
Caroline Ferguson*	Countryside Access Manager, Carmarthenshire Council
Mark Stafford-Tolley***	Countryside Access Officer, Powys Council
Jim Griffiths*	Clerk Machynlleth Town Council
Richard Jones*	Clerk Cadfarch, Caeulanamaesmawr, Llanbrynmair Councils
Heulwen Bulman*	Clerk Tregaron Council
Julie Davies*	Clerk Rhayader Council
Sophie Palmer*	Clerk Llangurig Council

Lyn Cadwallader**	Director One Voice Wales
Meleri Richards*	Cynnal y Cardi Cerdigion Local Action Group

(12)

Partnerships and trusts

Andy Rowland**	Ecodyfi/Dyfi Biosphere
John Wildig*	Hafod Trust
Jenny Phillips	Elan Valley Ranger Service
Graeme Millar	Elan Valley Ranger Service
Liz Lewis-Reddy***	Pumlumon Project
Fiona Corke***	South West Wales Wildlife Trust
John Doonan***	South West Wales Wildlife Trust
Julian Jones***	Director, Radnorshire Wildlife Trust
Chris Ledbury***	Chairman, Radnorshire Wildlife Trust
Josie Bridges**	Vincent Wildlife Trust
Hannah Scrase***	Summit to Sea Project
Ieuan Joyce***	Chairman, Elan Valley Trust
Teresa Walters***	Tir Coed
Bob Shaw**	Trustee, Tir Coed
Mark Hadley**	Chairman, Carmarthenshire Local Access Forum
John Morgan***	Chairman, Ceredigion Local Access Forum
Mervyn Tucker***	Trustee, Denmark Farm
Laura Shewring*	Woodland Trust
Bradley Welch**	Black Mountains Land Use Partnership/Brecon Beacons National Park

(19)

Access and amenity interests

Sarah Jones	Campaign for the Protection of Rural Wales
Peter Foulkes***	Cambrian Mountains Society
Andrew Hall*	Campaign for National Parks
Ruth Bradshaw**	Campaign for National Parks
Kate Ashbrook**	Open Spaces Society
Angela Charlton	Ramblers Association
Claire Goodman-Jones***	Birchill Access
Jen Walsby*	Natural Mid wales

(8)

Aberystwyth University

Peter Midmore	Professor of Economics
Bryonny Goodwin Hawkins***	Post-Doctoral Research Associate
Peter Dennis***	Lecturer Ecology of grazed ecosystems IBERS
Penri James***	Lecturer in Agriculture IBERS
Iwan Owen***	Lecturer in Agriculture IBERS

(5)

Community

Jane Lloyd Francis***	Trustee, Montgomeryshire Wildlife Trust and Landowner
Huw Denman***	Forester and Consultant
Shelagh Hourahane***	Cletwr Community Company/resident
Jillina Gardiner***	Brechfa Community
Liz Hughes**	Rheidol Stables/resident
Iolo ap Gwynn***	Ex-member Parc Cenedlaethol Eryri/Dyfi Biosphere/resident

(6)

Parcs Regionaux Naturels

Alexandre Marguery**	Pays Thur Doller, PNR des Ballons des Vosges
Sonia Leveque**	Pays Thur Doller, PNR des Ballons des Vosges
Patricia Duncker***	Resident, St Jean de Minervois, PNR Haut Languedoc

(3)

To this list should be added the 18 farmers who completed the questionnaire in full discussion with us, and the councillors for Llangurig, Rhayader and Cadfarch who met us as part of their council programme. We thank them for their willingness to participate.

As well as the above councils, we contacted the clerks to the following councils in relation to our study:

Pontarfynach
Llanybydder
Caersws
Carno
Dwyriw
Trefeglwys
Llanfihangel Rhos y Corn
Llanfihangel yr Arth
Llanddewi Brefi
Ysgybor y Coed
Llanwrthwl
Cilycwm
Banwy
Ceulanamaesmawr
Glantwymyn
Llanidloes Without
Llanegwad
Llanllwni
Ystrad Fflur
Pencarreg
Llanycrwys
Blaenrheidol
Cynwy Gaeo
Llanerfyl
Trefeurig
Llanllawddog
Llanfair Clodygau
Melindwr

In total, we have approached 86 individuals + 18 Farmers + 28 Community Councils in relation to this study.

Appendix 5: CMI survey results

Areas of particular concern to you (choose up to 5)								
	Farming	Water	Tourism	Energy	Business	Heritage	Landscape	Community
Caersws	8	4	14	6	6	12	16	14
Rhayader	9	7	15	9	11	11	16	16
Llandovery	10	15	2	9	3	10	11	15
Pontrhydfendigaid	21	11	26	0	13	20	21	22
Brechfa	8	4	9	6	7	6	5	7
Lampeter	12	4	18	7	11	11	15	18
Llanwrtyd	5	3	14	6	7	5	15	13
TOTAL	**73**	**48**	**98**	**43**	**58**	**75**	**99**	**105**

Which of the following statements would you agree with?

1. The Cambrian Mountains is a recognisable geographic area surrounded by a necklace of settlements
2. People tend to think only of their patch, and not of the area as a whole
3. The Cambrian Mountains is not seen by most people as a single entity with shared characteristics, strengths and problems
4. The Cambrian Mountains would benefit from being defined as an area so that people can understand where it is, its shape and its size
5. The Cambrian Mountains would benefit from being funded as a discrete area under a single funding programme
6. The status quo for our upland farms is not an option
7. The future of the Cambrian Mountains depends on sustaining its agricultural communities
8. The economic future of the Cambrian Mountains depends on delivering public goods

STATEMENT >	1	2	3	4	5	6	7	8
Caersws	3	9	0	16	11	3	9	5
Rhayader	11	13	0	19	12	8	13	15
Llandovery	10	4	1	14	11	2	5	1
Pontrhydfendigaid	12	16	1	24	9	14	18	3
Brechfa	0	5	0	12	0	1	10	5
Lampeter	7	10	1	18	10	7	15	10
Llanwrtyd	0	9	1	14	11	3	11	4
TOTAL	**43**	**66**	**4**	**117**	**64**	**38**	**81**	**43**

Which of these general management objectives do you think would be appropriate?

1. To promote the area through marketing, branding and education
2. To support high quality food production based on the Cambrian Mountains
3. To support the economic and social development of the people in and around the Cambrian Mountains
4. To celebrate the area, promoting a strong sense of place that can be understood and appreciated by locals and visitors
5. To increase a sense of belonging to the Cambrian Mountains area, and to promote fellowship between the dispersed communities in and around the area
6. To develop the uplands as a distinct tourism destination based on high quality natural and cultural heritage
7. To increase opportunities to access the Cambrian Mountains for those seeking remoteness and tranquillity
8. To conserve and enhance the Cambrian Mountains habitats and the ecosystem services they provide
9. To conserve and regenerate the built environment of the Cambrian Mountains
10. To restore and promote the historic built environment for the benefit of the people in and around the Cambrian Mountains
11. To develop and promote key historic and natural sites and areas as 'icons' of the Cambrian Mountains

OBJECTIVE >	1	2	3	4	5	6	7	8	9	10	11
Caersws	11	7	10	13	9	6	8	8	11	10	10
Rhayader	17	6	14	18	11	15	9	18	5	10	12
Llandovery	15	5	11	15	13	11	15	12	7	7	13
Pontrhydfendigaid	13	15	20	25	20	16	22	18	7	12	21
Brechfa	7	2	8	8	5	8	8	5	7	2	8
Lampeter	16	10	16	18	16	15	13	14	11	14	13
Llanwrtyd	11	7	12	15	10	7	11	8	7	8	12
TOTAL	**90**	**52**	**91**	**112**	**84**	**78**	**86**	**83**	**55**	**63**	**89**

Who do you think should be involved in management?								Where should funding come from?			
	Local authority	Government	NRW	Community Council	Local interest groups	Farmers and organisations	Other	Government	Communities	Grants	Private
Caersws	11	7	11	10	10	8	9	15	8	10	7
Rhayader	8	5	11	15	12	13	7	18	9	13	10
Llandovery	8	2	9	6	9	7	3	12	9	12	7
Pontrhydfendigaid	18	8	11	17	18	16	12	22	15	14	12
Brechfa	8	2	7	4	5	8	5	8	1	10	3
Lampeter	12	4	13	14	14	14	9	17	15	15	9
Llanwrtyd	10	3	5	11	8	8	8	12	3	12	6
TOTAL	**75**	**31**	**67**	**77**	**76**	**74**	**53**	**104**	**60**	**86**	**54**

What should be the extent of planning responsibilities?				How should regulations operate?		
	None	Consultee	Total	None	By agreement	By statute
Caersws	0	15	0	1	13	2
Rhayader	0	15	1	0	18	1
Llandovery	0	12	2	0	11	3
Pontrhydfendigaid	0	24	0	0	23	0
Brechfa	0	9	2	0	9	2
Lampeter	0	12	4	1	16	2
Llanwrtyd	1	12	0	0	6	9
TOTAL	**1**	**99**	**9**	**2**	**96**	**19**

Should community involvement be compulsory or not?			What should be the lifespan of any designation?				
	Yes	No	1 year	5 years	10 years	20 years	Indefinite
Caersws	13	3	0	3	2	0	11
Rhayader	15	4	0	1	1	2	14
Llandovery	3	11	1	4	2	0	8
Pontrhydfendigaid	4	18	1	9	1	1	13
Brechfa	6	4	0	0	1	0	10
Lampeter	12	4	0	0	4	0	14
Llanwrtyd	9	3	0	0	3	0	11
TOTAL	**62**	**47**	**2**	**17**	**14**	**3**	**81**

Appendix 6: Supporting figures

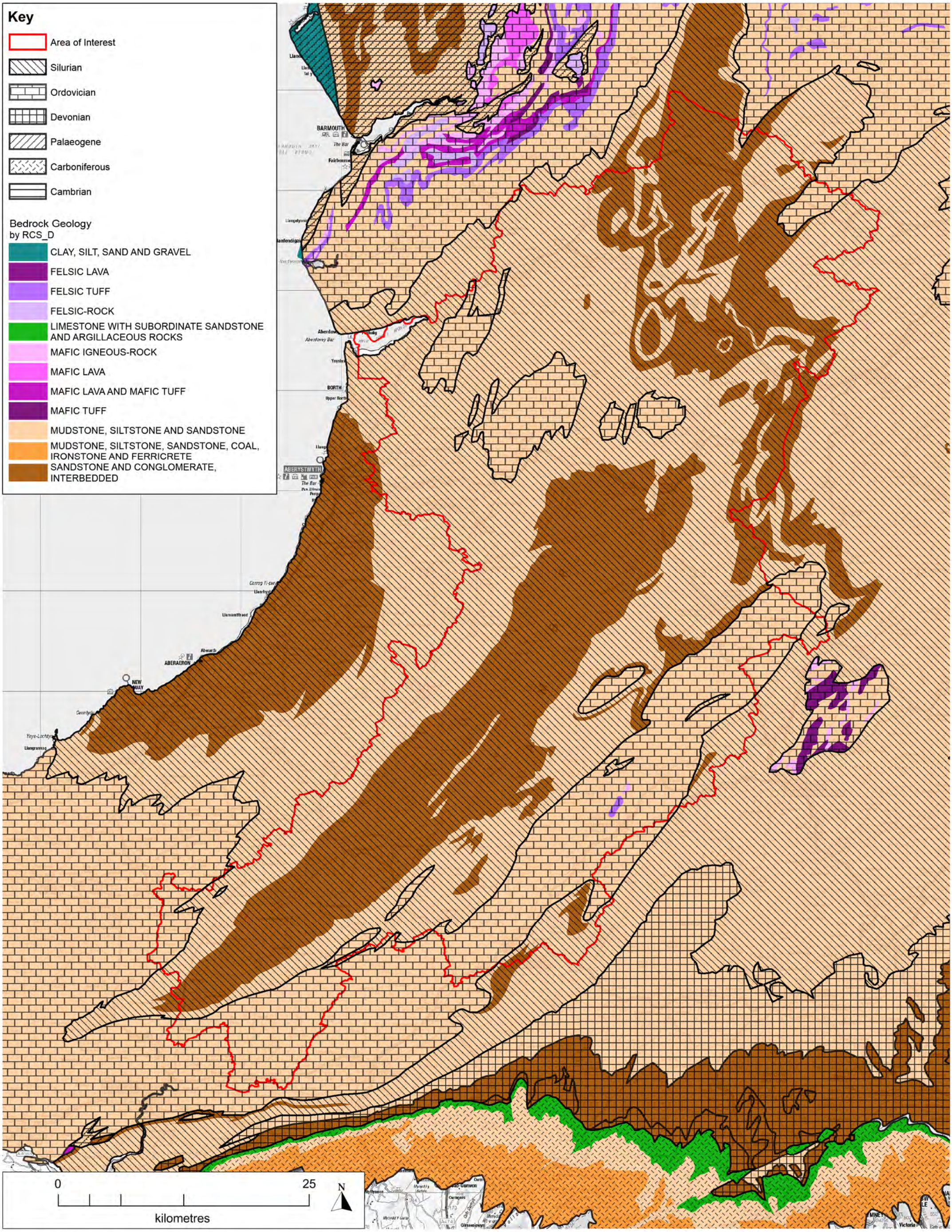

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Figure A1 - Geology

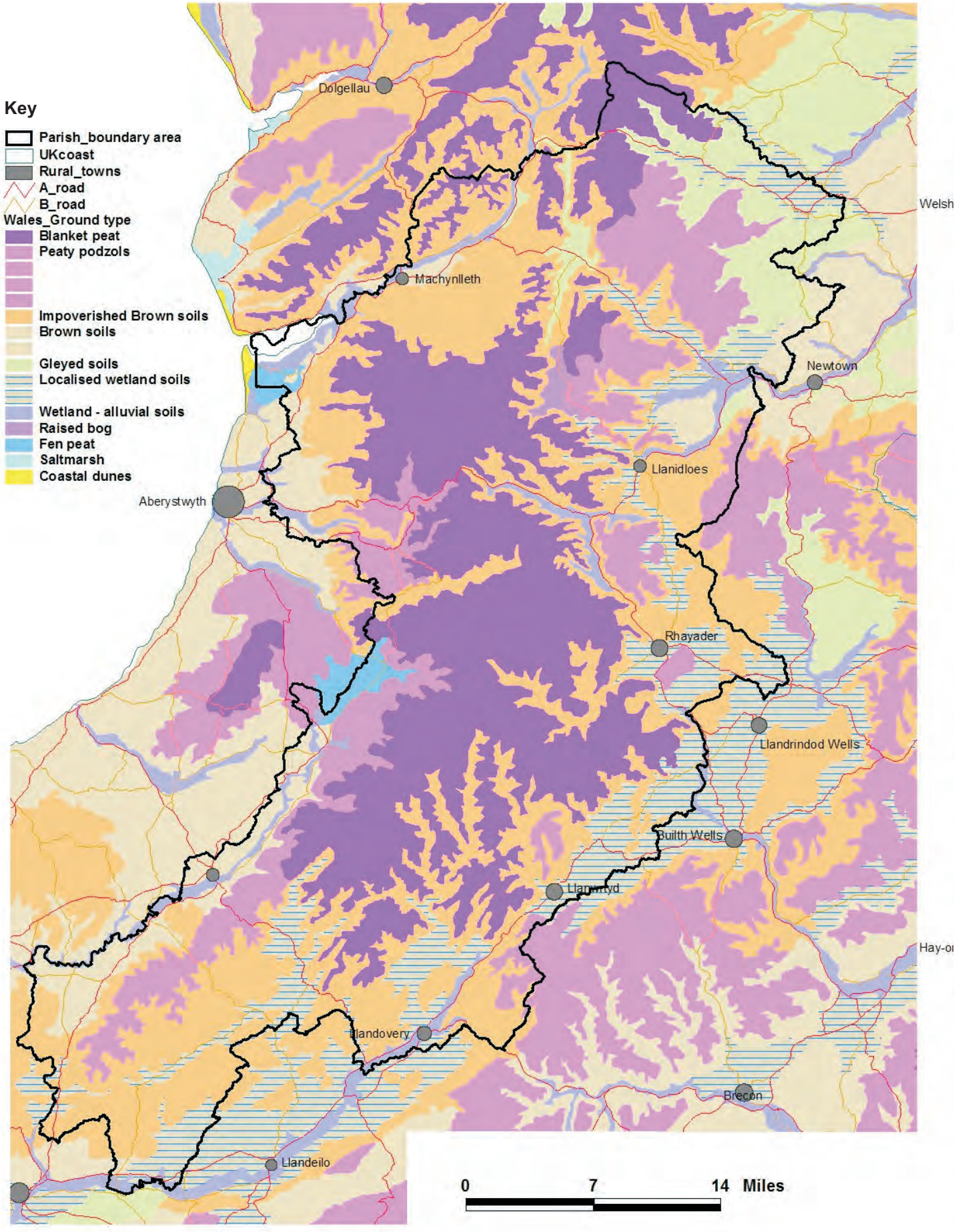

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Figure A2 Soils

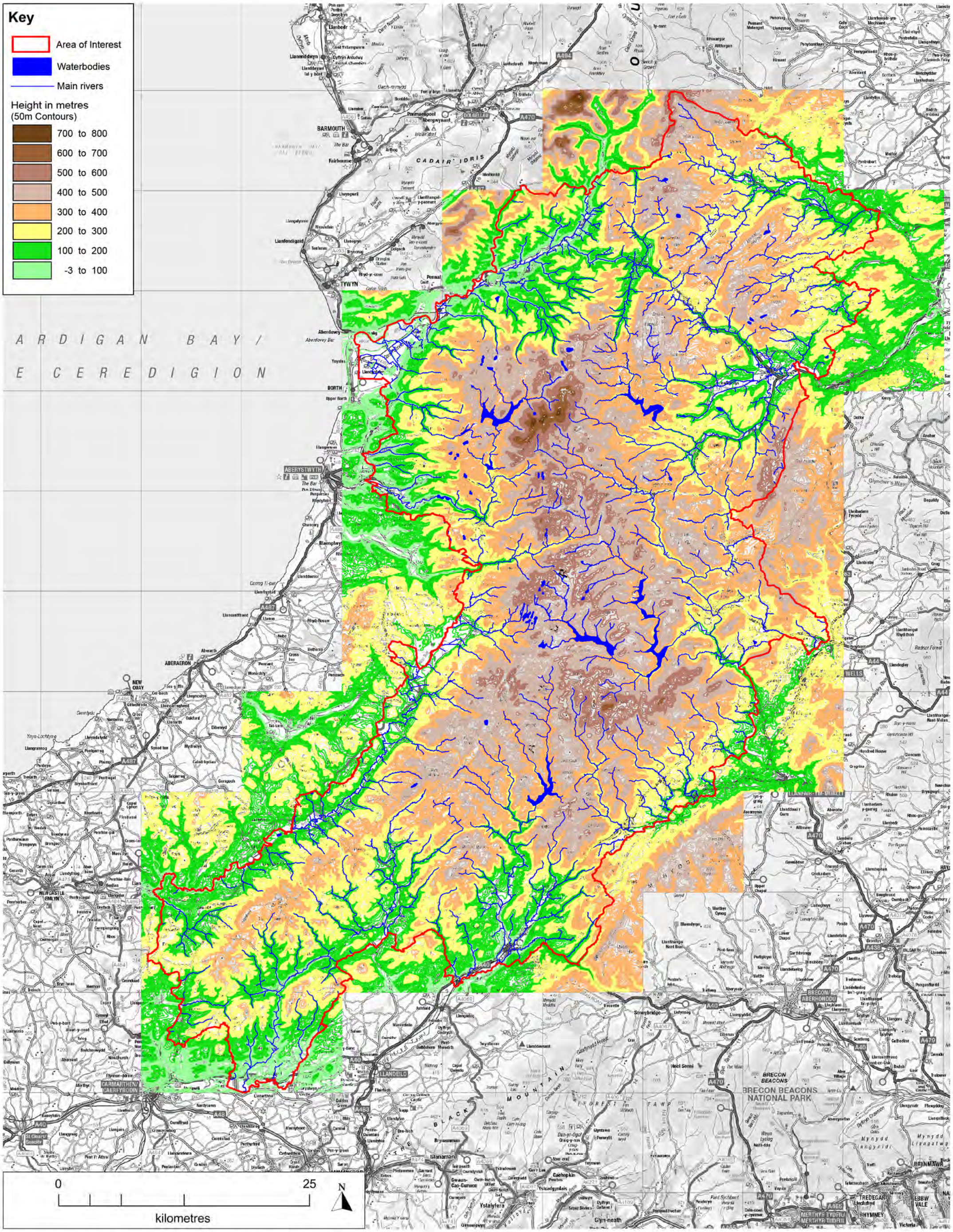

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Figure A3 - Landform and hydrology

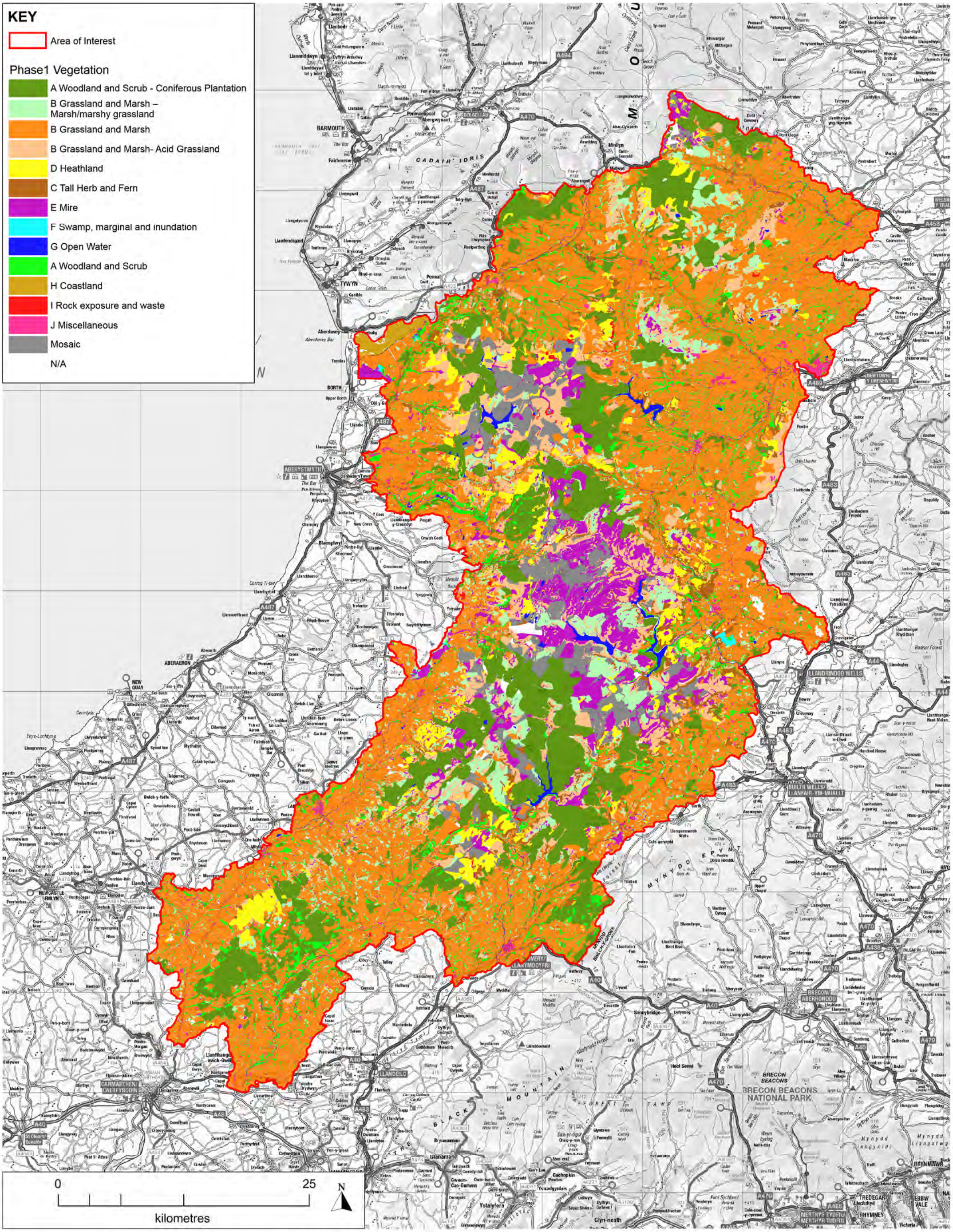

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Figure A4 - Land cover

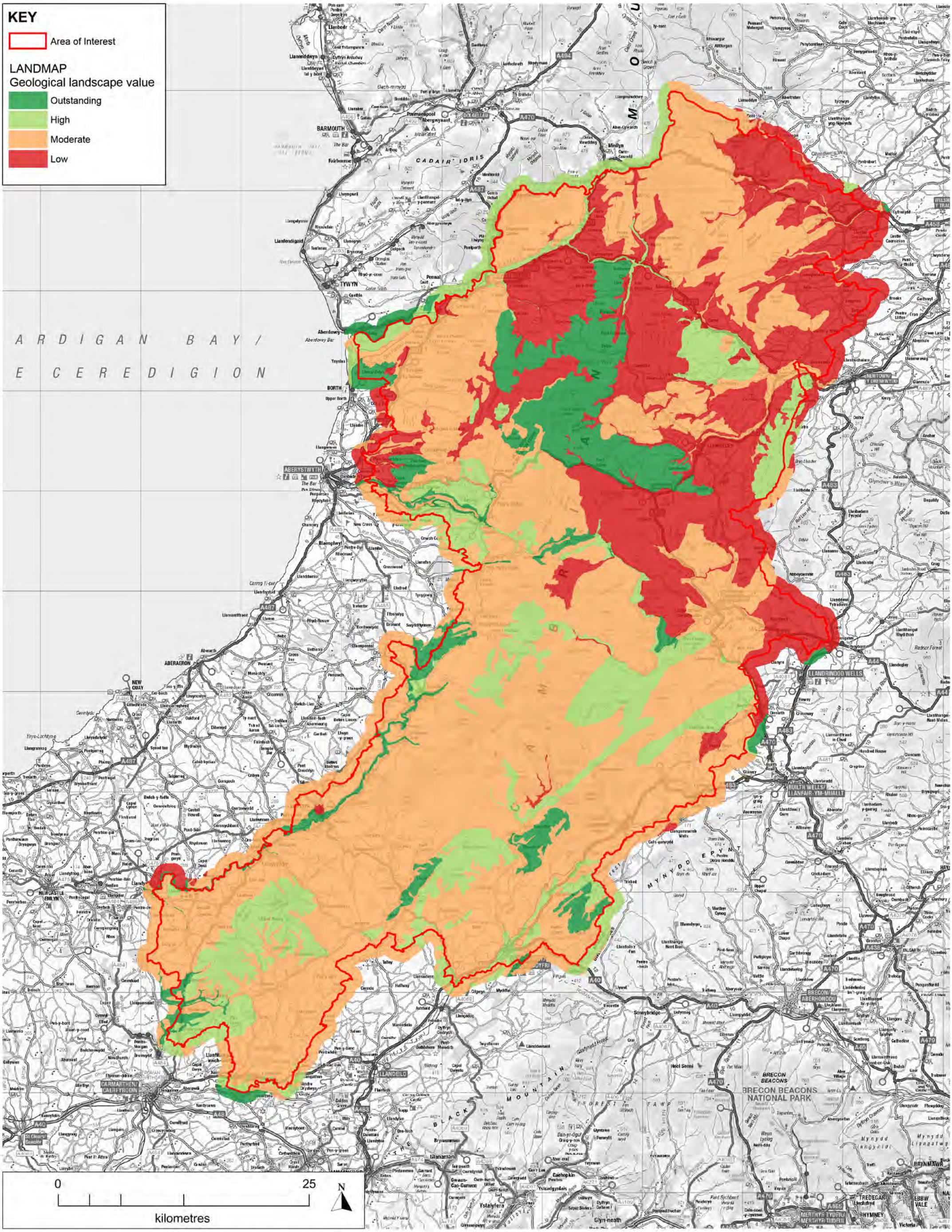

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Figure A5 - LANDMAP
Geological landscape value

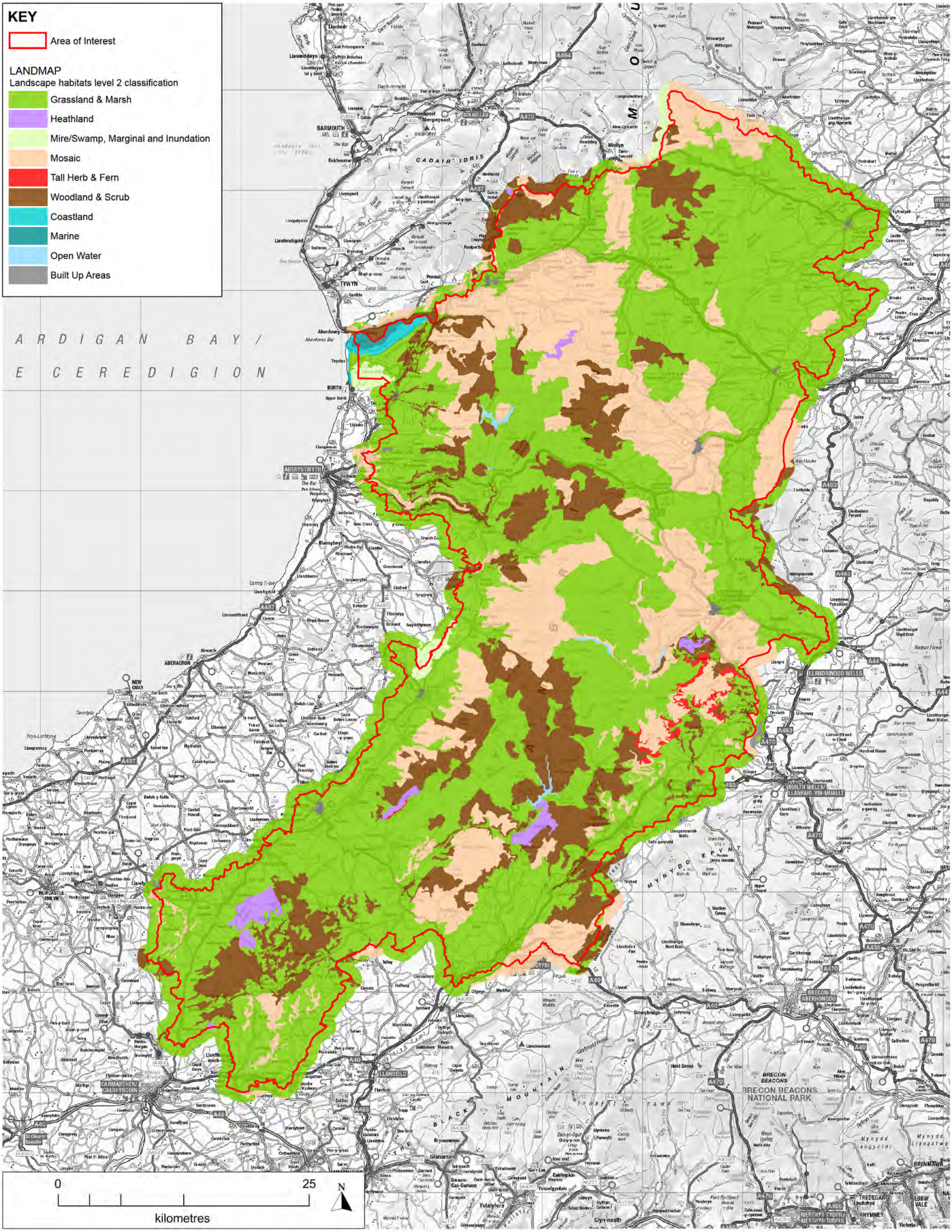

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Figure A6 - LANDMAP
Landscape habitats classification

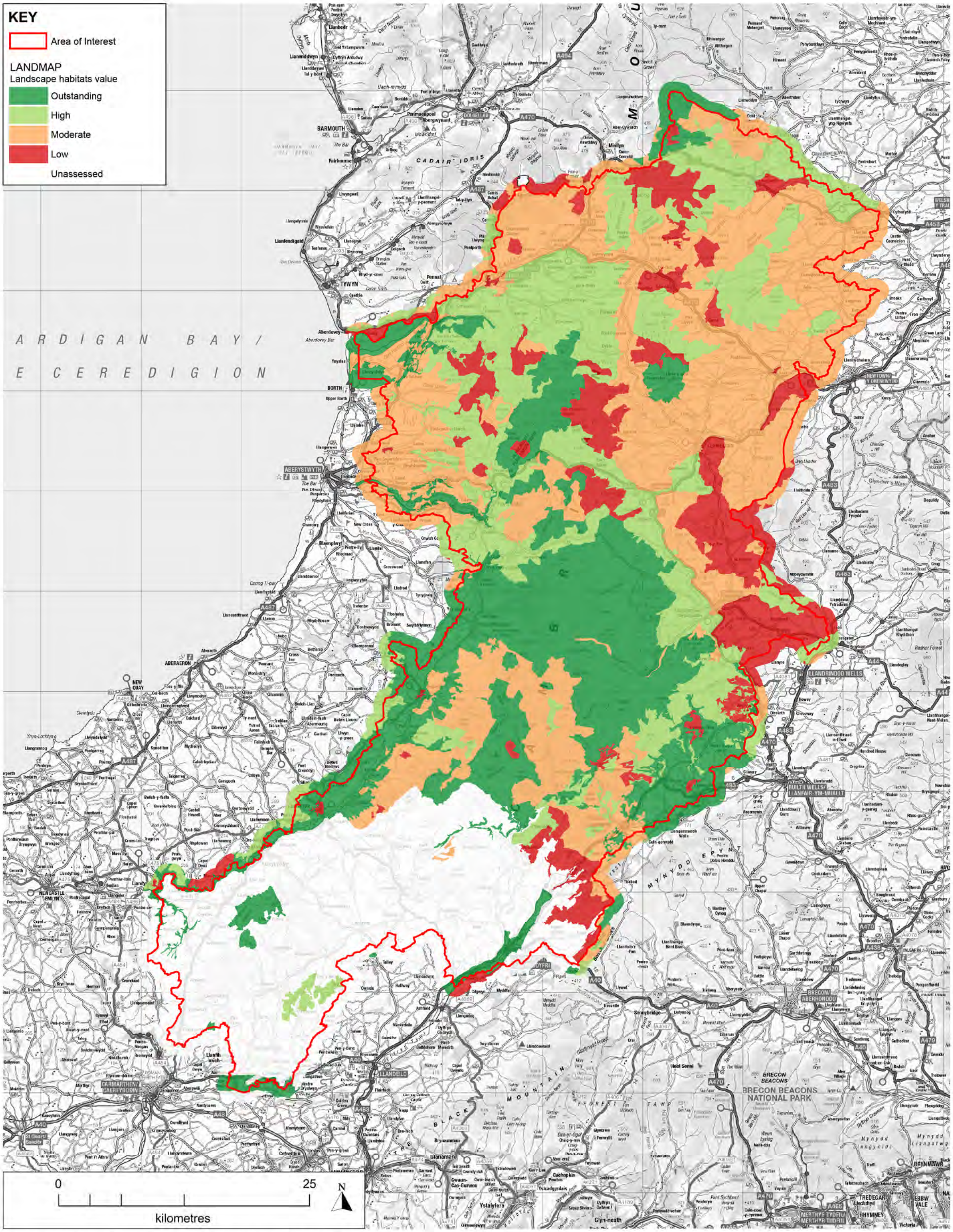

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Figure A7 - LANDMAP
Landscape habitats value

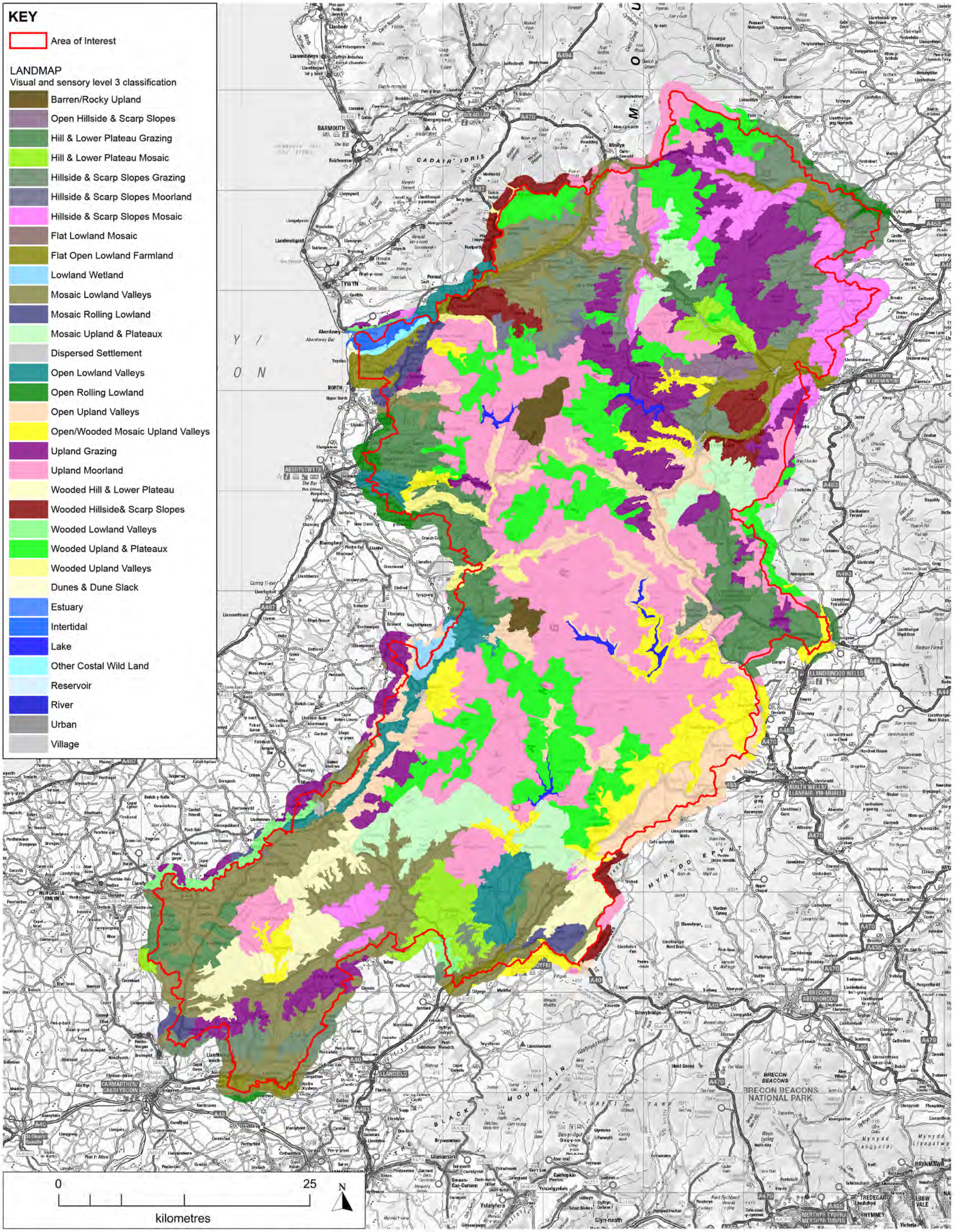

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Figure A8 - LANDMAP
Visual and sensory classification

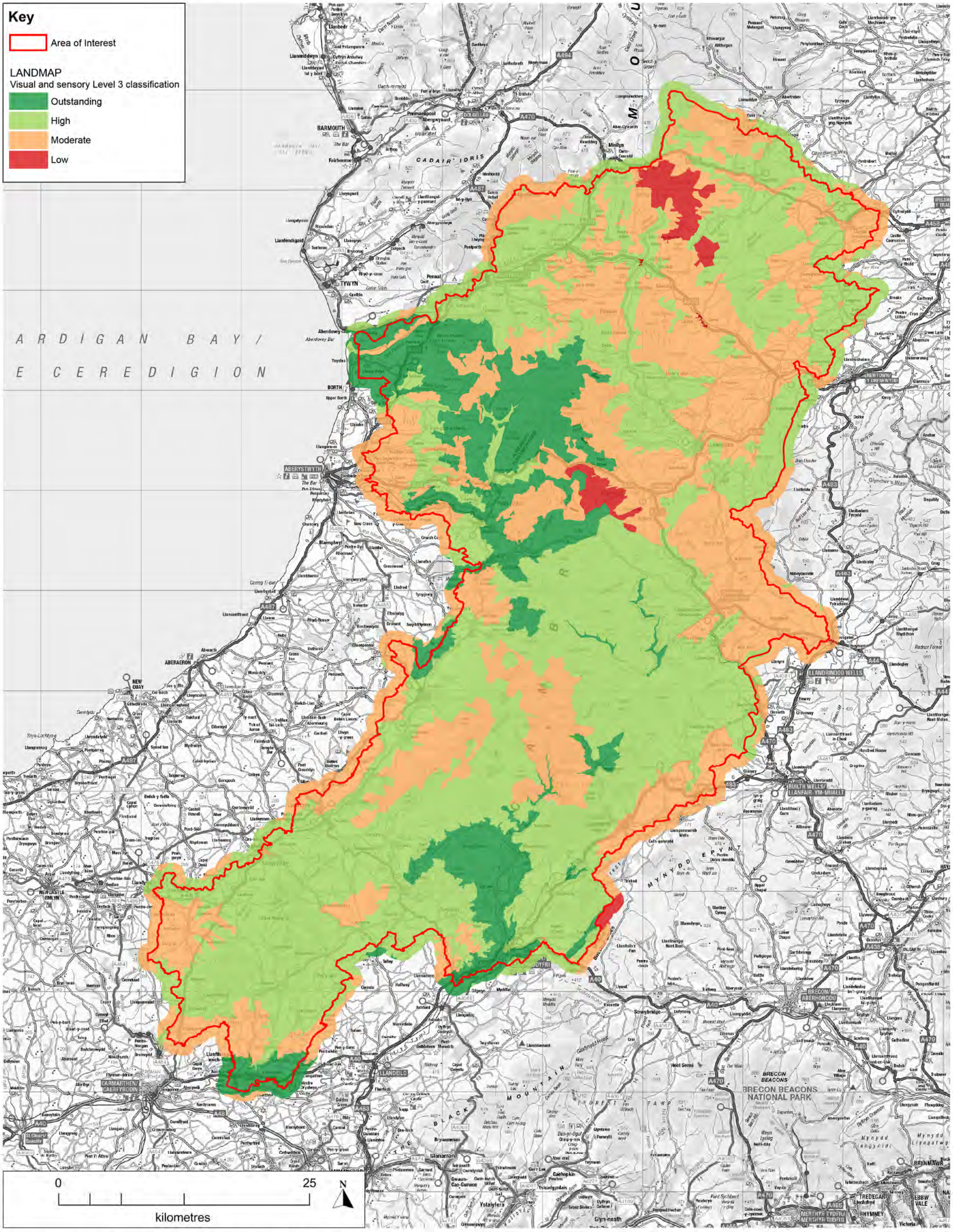

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Figure A9 - LANDMAP
Visual and sensory value

www.whiteconsultants.co.uk

Project: Landscape Status for the Cambrian Mountains - a feasibility study
Client: Cambrian Mountains Initiative
Date: April 2019
Status: Final

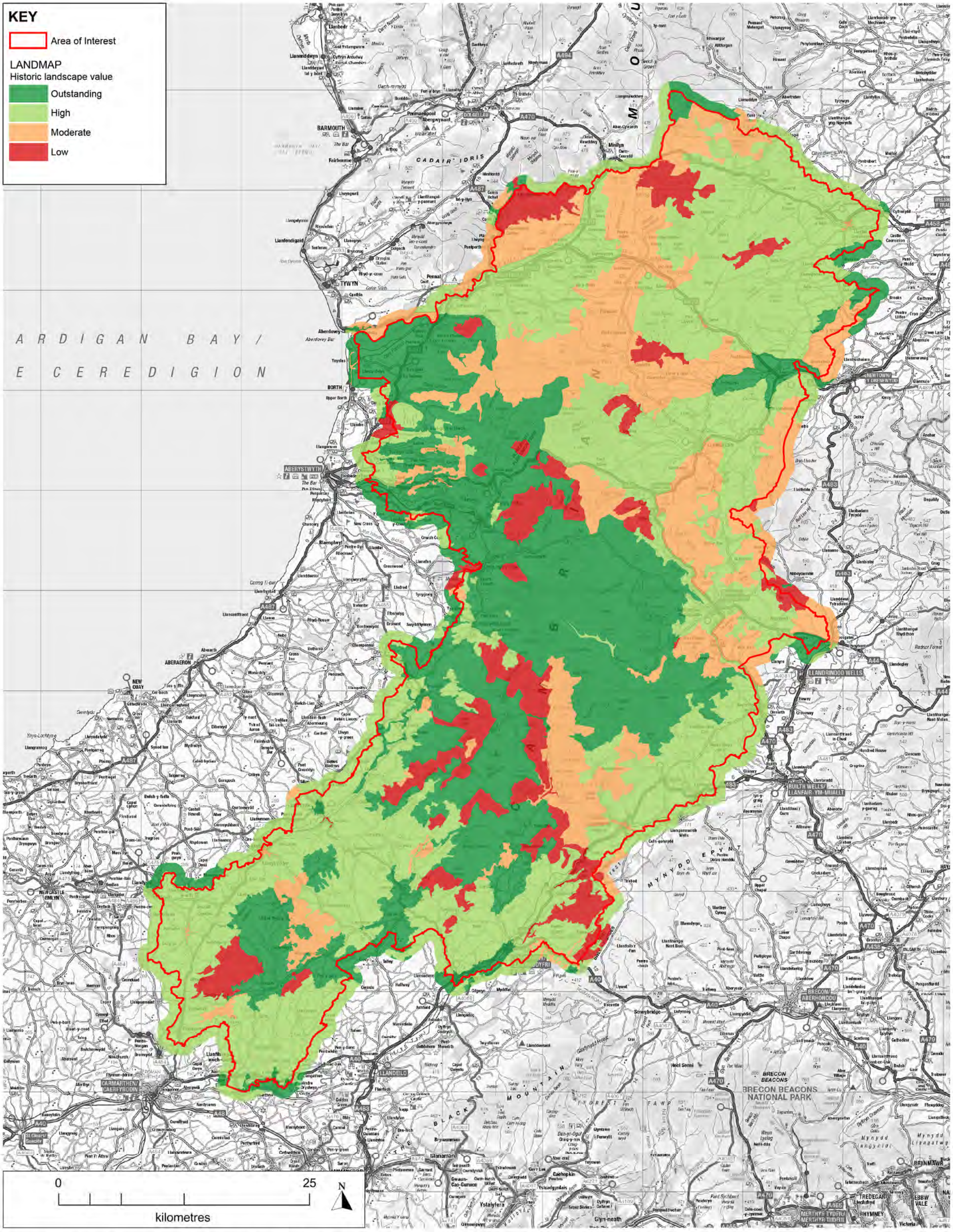

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Figure A10 - LANDMAP
Historic landscape value

www.whiteconsultants.co.uk

Project: Landscape Status for the Cambrian Mountains - a feasibility study
Client: Cambrian Mountains Initiative
Date: April 2019
Status: Final

KEY

Area of Interest

LANDMAP
Cultural landscape value

- Outstanding
- High
- Moderate
- Low

A R D I G A N B A Y /

E C E R E D I G I O N

0 25 kilometres N

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Figure A11 - LANDMAP
Cultural landscape value

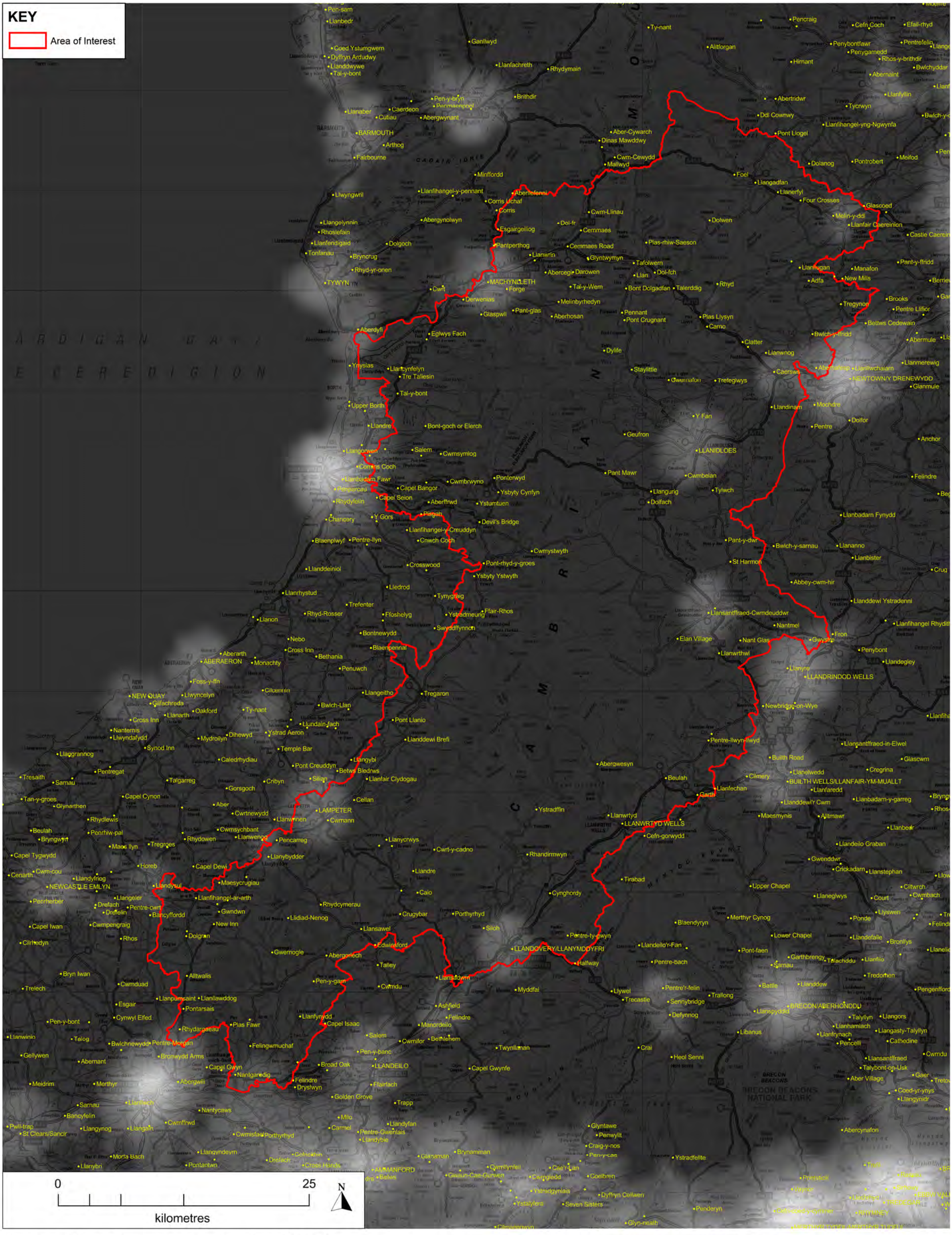

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Figure A12 - Dark Night Skies

Appendix 7: Natural Capital Asset Register

Cambrian Mountains Outline Asset Register

ASSETS	LOCATION	ATTRIBUTES											EXTENT AND EVALUATION		
Simplified asset categories	**Specific location/asset**	**Designations**				**Access and recreation**			**Perceptual and Aesthetic qualities**				**Extent**	**Condition**	**Trend/ change**
		Landscape	**Nature and geology**	**Historic environment**	**Common land**	**Statutory access**	**Permissive access**	**Other access**	**Formal views and vistas**	**Visual**	**Sensory**	**Culture and knowledge**	**(ha or km)**		
LAND COVER															
Mountains, moors and heaths	**Overall**														
Blanket bog moorland/mire	Overall														
eg	**Elenydd**	Northern Uplands SLA	Elenydd SAC/Elenydd-Mallaen SPA/Elenydd SSSI	Elan Valley RLHI, Esgairperfedd Roman marching camp SM	part common land	open country		other statutory access land		Vast panoramic informal views over open landscape	tranquil, wild, remote, exposed	Prehistoric features an isolated farmsteads give a strong sense of place			
Heathland	Overall														
eg	**Mynydd Mallaen**	Mynydd Mallaen SLA	Cwm Doethie Mallaen SAC/Elenydd-Mallaen SPA	Dolaucothi RLHI, Pencerrigdiddos round cairns SM	part common land	n/a		other statutory access land	n/a	Informal views from upland to surrounding valleys	tranquil, wild, exposed	prehistoric features give a strong sense of place			
Semi-natural grassland	**Overall**														
Acid grassland	Overall														
eg	**Pumlumon**	Northern Uplands SLA	Pumlumon SSSI	Upland Ceredigion RLHI, Carn Fawr round cairns SM	part common land	open country on fringes		other statutory access land	key views from ridge including summit of Pumlumon Fawr	Vast informal views from the ridge and slopes	tranquil, wild, remote, exposed	prehistoric features give a strong sense of place			
Enclosed farmland	**Overall**														
Semi-improved grassland/pasture	Overall														
eg	**Clywedog Valley**	n/a	n/a	Clywedog Valley RLHI, Pen y Castell SM	n/a	n/a	n/a	n/a	Llyn Clywedog viewpoint	Views across the adjacent reservoir from hills	Tranquil, enclosed	Mining remains are strong cultural features			
Woodland															
Broadleaf woodland	Overall														
eg	**Elan Valley woodlands**	n/a	Elan Valley Woodlands SAC/SPA/SSSI	Elan Valley RLHI, Nant y Gro Dam SM	n/a	n/a	Carngafallt RSPB reserve	n/a	Formal views to woodlands from	Framed views across the adjacent reservoir from valley sides	Tranquil, sheltered, enclosed	Woodlands are a reminder of what the valleys looked like before the reservoirs			
Coniferous plantation	Overall														
eg	**Hafren Forest**	n/a	n/a	Clywedog Valley RLHI, Nant y Eira copper mines SM	n/a	n/a	Forest tracks	Wye Valley Walk, Severn Way,	Rhyd-y-benwch picnic area	Highly enclosed with occasional framed views to surrounding uplands and valleys	Tranquil, enclosed, sheltered				
Water															
Natural- rivers	Overall														
	Tywi	Tywi Valley SLA	Cwm Doethie Mallaen SAC/Elenydd-Mallaen SPA	Tywi Valley RHLI, Rhandirmwyn Bridge LB	n/a	n/a	n/a	n/a	n/a	Scenic views along valley	Sheltered, tranquil				
Natural- lakes	Overall														
	Glaslyn	n/a	Glaslyn NNR, Pumlumon SSSI	n/a	n/a	Open Country	n/a	n/a		Views in bowl to lake below Pumlumon massif slopes	Wild, remote, tranquil				
Manmade- reservoirs	Overall														
	Elan valley reservoirs	n/a	Elan Valley woodlands SPA adjacent	Elan Valley RLHI, Caban Coch dam LB, Carreg Ddu viaduct and dam	n/a	n/a		Other statutory access land on most edges, NCN route on edge	Formal views from dams, viaducts and parking areas	Scenic views framed by wooded valley sides	Tranquil				
	Llyn Clywedog	n/a	n/a	Clywedog Valley RLHI	n/a	n/a	controlled access for sailing and fishing	Common and open country on patches adjacent	Formal viewpoints adjacent	Scenic views across and from reservoir	Tranquil	n/a			

ASSETS	LOCATION	ATTRIBUTES											EXTENT AND EVALUATION		
Simplified asset categories	Specific location/asset	Designations				Access and recreation			Perceptual and Aesthetic qualities				Extent	Condition	Trend/ change
		Landscape	Nature and geology	Historic environment	Common land	Statutory access	Permissive access	Other access	Formal views and vistas	Visual	Sensory	Culture and knowledge	(ha or km)		
PHYSICAL FEATURES															
Landform	Pumlumon	Northern Uplands SLA	Pumlumon SSSI	Upland Ceredigion RLHI, Cairns SMs on Pen Plynlimon Fawr	part common land	open country on fringes		other statutory access land	key views from ridge including summit of Pumlumon Fawr	Vast informal views from the ridge and slopes	tranquil, wild, remote, exposed	prehistoric features give a strong sense of place			
	Llyn Teifi area	Northern Uplands SLA	Elenydd SAC/Elenydd-Mallaen SPA/Elenydd SSSI	Upland Ceredigion RLHI, Hafod Frith deserted settlement SM	part common land	part open country	n/a	part other statutory access land	n/a	Scenic views across Teifi Pools with peaks and knobs	Tranquil, wild, remote				
Soils															
	Blanket peat	Northern Uplands, Southern Uplands and Mynydd Mallaen SLA	Elenydd SAC/Elenydd-Mallaen SPA/Elenydd SSSI/Pumlumon SSSI	Upland Ceredigion RLHI	part common land	open country		other statutory access land	n/a	n/a	n/a	n/a			
Species															
eg	Red Kite	n/a	Elenydd SPA, Cwm Doethie/Mallaen SPA	n/a		n/a	n/a	n/a	n/a	n/a	n/a	n/a			
Field boundaries eg hedge boundaries	Overall														
Other landscape elements eg buildings, roads	Overall														
Historic buildings and structures	Overall	n/a	n/a	Listed buildings and scheduled monuments	n/a	n/a	n/a	n/a	Views from Elan valley dams and structures	Contribute positively to landscape character and sense of place	Can accentuate	Important cultural features			
Wind farms/turbines	Overall	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	Substantial elements that influence landscape character	Turbines produce some noise locally and reduce tranquillity	Reflect current culture			
National or regional trails	Overall														
	Glyndwr Way	n/a	Pumlumon SSSI	Clywedog Valley RLHI, Dingwm lead mine SM	n/a	uses PROWs and open access land			n/a	Range of scenic views from uplands to valleys	remote path crossing wild,remote and tranquil landscapes	Passes Dylife mining landscape			
Promoted cycle routes	Overall														
	National Cycle Route 81	Northern Uplands SLA	Elenydd SAC/SPA/SSSI, Elan Valley Woodlands SAC/SPA/SSSI	Elan Valley RLHI, Craig Coch Dam SM, Copa Hill-Cwmystwyth mine SM					n/a	Range of scenic views from uplands to valleys including Elan valley reservoirs	remote cycle route crossing wild, remote and tranquil landscapes	Elan valley associations			
Public rights of way	Overall							PROWs	Facilitate access to viewpoints	Facilitate access to views	Facilitate access to tranquillity, remoteness				
Statutory/other statutory access land	Overall				Common land	Common land			Facilitate access to viewpoints	Facilitate access to views	Facilitate access to tranquillity, remoteness				

Cambrian Mountains Outline Asset Register

ASSETS	LOCATION	ECOSYSTEM SERVICES/FLOWS													
		Provisioning services			Regulating services					Cultural services					
Simplified asset categories	Specific location/asset	Primary production	Water supply	Genetic diversity	Clean water	Healthy soils	Climate regulation	Flood risk mitigation	Pollination	Scenic beauty	Wildlife	Historic environment	Recreation and well-being	Arts and culture	Education and knowledge
LAND COVER															
Mountains, moors and heaths	**Overall**														
Blanket bog moorland/mire	Overall		**Water storage**	**Yes**	**Yes**	**Yes**	**Yes**	**Yes**		**Yes**	**Yes**	Yes			
eg	**Elenydd**		**Water storage**	**Yes**	**Yes**	**Yes**	**Yes**	**Yes**		**Yes**	**Yes**	Yes			
Heathland	Overall	Food- sheep grazing		**Yes**		**Yes**	**Yes**	**Yes**	**Yes**	**Yes**	**Yes**	Yes	Yes	Yes	
eg	**Mynydd Mallaen**	Food- sheep grazing		**Yes**		**Yes**	**Yes**	**Yes**	**Yes**	**Yes**	**Yes**	Yes	Yes	Yes	
Semi-natural grassland	**Overall**														
Acid grassland	Overall	Food- sheep grazing		Yes		**Yes**	**Yes**	**Yes**		**Yes**	Yes	Yes	Yes	Yes	
eg	**Pumlumon**	Food- sheep grazing		Yes		**Yes**	**Yes**	**Yes**		**Yes**	Yes	Yes	Yes	Yes	
Enclosed farmland	**Overall**														
Semi-improved grassland/pasture	Overall	Food- sheep grazing		Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes			
eg	**Clywedog Valley**	Food- sheep grazing		Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes			
Woodland															
Broadleaf woodland	Overall	Yes		Yes	Yes	**Yes**	**Yes**	**Yes**	Yes	**Yes**	**Yes**	Yes	Yes		Yes
eg	**Elan Valley woodlands**	Yes		**Yes**	Yes	**Yes**	**Yes**	**Yes**	Yes	**Yes**	**Yes**	Yes	Yes	Yes	**Yes**
Coniferous plantation	Overall	**Timber**					**Yes**	**Yes**			Yes		Yes		Yes
eg	**Hafren Forest**	**Timber**					**Yes**	**Yes**			Yes		**Yes**		**Yes**
Water															
Natural- rivers	Overall	Fishing		Yes	Yes		Yes	Yes		**Yes**	Yes	Yes	Yes	Yes	Yes
	Tywi	Fishing	**Water supply**	Yes	**Yes**		Yes	Yes		**Yes**	**Yes**	Yes	**Yes**	Yes	Yes
Natural- lakes	Overall	Fishing	Yes	Yes	Yes		Yes	Yes		**Yes**	Yes	Yes	Yes	Yes	Yes
	Glaslyn			**Yes**	**Yes**		Yes	Yes		**Yes**	**Yes**			Yes	**Yes**
Manmade- reservoirs	Overall	Fishing	Yes	Yes	**Yes**		Yes	Yes		Yes	Yes	Yes	Yes	Yes	Yes
	Elan valley reservoirs		**Water supply**	Yes	**Yes**		**Yes**	**Yes**		**Yes**	**Yes**	**Yes**	**Yes**	**Yes**	**Yes**
	Llyn Clywedog	Fishing	**Water supply**	Yes	**Yes**		**Yes**	**Yes**		**Yes**	**Yes**	**Yes**	**Yes**	**Yes**	**Yes**
PHYSICAL FEATURES															
Landform	Pumlumon			Yes					Yes	**Yes**	**Yes**	**Yes**	**Yes**	**Yes**	Yes
	Llyn Teifi area		**Water supply from Llyn Teifi**	Yes	**Water supply from Llyn Teifi**			**Yes**	Yes	**Yes**	**Yes**	**Yes**	**Yes**	Yes	Yes
Soils															
	Blanket peat		**Water supply**	Yes	**Yes**	Yes	Yes	**Yes**							
Species															
eg	Red Kite			**Yes**							**Yes**				Yes
Field boundaries eg hedge boundaries	Overall														
Other landscape elements eg	Overall														

buildings, roads															
ASSETS	**LOCATION**	**ECOSYSTEM SERVICES/FLOWS**													
		Provisioning services			**Regulating services**					**Cultural services**					
Simplified asset categories	**Specific location/asset**	**Primary production**	**Water supply**	**Genetic diversity**	**Clean water**	**Healthy soils**	**Climate regulation**	**Flood risk mitigation**	**Pollination**	**Scenic beauty**	**Wildlife**	**Historic environment**	**Recreation and well-being**	**Arts and culture**	**Education and knowledge**
Historic buildings and structures	Overall				May be part of water supply infrastructure					Yes		**Yes**		Yes	**Yes**
Wind farms/turbines	Overall	**Electrical energy**					**Yes**								
National or regional trails	Overall												**Yes**		**Yes**
	Glyndwr Way												**Yes**		**Yes**
Promoted cycle routes	Overall												**Yes**		**Yes**
	National Cycle Route 81												**Yes**		**Yes**
Public rights of way	Overall									Yes			**Yes**		
Statutory/other statutory access land	Overall	Can be grazed	Part of catchment	Yes	Part of catchment					Yes	Yes	Yes	**Yes**		

Key to ecosystem services

Yes	Asset likely to have a significant role in delivering the service
Yes	Asset may have a significant role, depending on condition and location
	Asset has a more minor role
	Asset has no or very limited role

Appendix 8: Action Plan

Stage	Targets	Method	Objective(s)	Outputs	Outcomes
Confirmat-ion of intent	• Review Technical Report • Review DCF project evaluation report (Resources for Change)	• Recruit critical friends, wider steering/advisory group • Internal debate & discussion with critical friends	• For CMI & immediate partners to accept or reject the reports (in whole or in part) • To agree draft boundary /boundaries if appropriate	• Formal agreement on CMI's stance • Production/dissemination of vision for the area • Statement of CMI's role in pursuit of the vision • Statement outlining CMI's position on key land management issues • Statement of intent – how CMI will proceed	• Clarity & consistency -everybody understands what CMI is for, & what it stands for
Engagement	• Stakeholder analysis – existing & potential	• Which parties are critical/ necessary to progress, & why? Desirable? • Analyse agendas, aspirations, powers etc.	• To identify priority, secondary & tertiary stakeholders	• A strategy for engagement	• Efficiency & effective-ness – optimising opportunity for partner-ships
	• Recruit two community engage-ment staff	• Target local networks. • Ensure careful briefing re-challenges, opportunities. • Establish knowledge base etc.	• To recruit support in progressing the engagement process – focus on community groups, landowners, community/LA councillors, NGOs, wider public	• Two motivated, committed, knowledgeable members	• Credibility; local knowledge; sensitivity to local sensibilities ; effective engagement via Welsh
	• Devise a communic-ation/ social media platform + campaign	• Appropriate IT methodology – update Facebook etc. Discrete link via CMI website. Other methods e.g. articles, letters, fliers etc	• To develop an effective & easily accessible media outlet	• An accessible & regularly updated communications platform	• Ease of access to the organisation . Clarity in terms of what CMI is, does, intends to do & endorses
	• Engage widely with stake-holders	• DCF staff + key members – dialogue with WG/NRW/LA councillors & staff • Engagement staff dialogue with landowners, NGOs, community councillors, tourism/busi-nesses, wider public	• To establish areas of agreement/diverge nce • To lobby in support of adopted option(s)	• Evidence of consensus for adopted proposal + support from key players • Results of findings recorded	• Progress in pursuit of adopted proposal(s) • A basis on which to proceed
Consultation	• Prepare consultat-ion prog-ramme	• Internal planning – social + other media – costs, logistics, timescales, returns • Form of consultation – questions to ask • Agree thresholds for	• To ensure efficient & effective reach	• An agreed programme for consultation	• Clarity within CMI; enhanced strength of purpose

Stage	Targets	Method	Objective(s)	Outputs	Outcomes
		consensus			
	• Dissemin-ate engage-ment findings + feedback	• Set out presentation of findings – clarity, readability, brevity • Media interviews	• To optimise audience, to optimise awareness of proposal(s)	• Evidence of wider acceptance/support for adopted proposal(s)	• Confidence to pursue adopted proposal(s)
	• Four round table sessions with key stake-holders	• Facilitated workshops with key influencers – political & institutional • economic & landowning; conservation & landscape; community	• To confirm influencer consensus for agreed way forward • To enhance understanding of SWOTs, political, institutional, financial, funding & resource implications • To agree role for lead body	• Situation review – detailed feasibility of adopted proposal(s)	• Confirmat-ion of direction of travel; enhanced strength of purpose & confidence to proceed
	• Confer-ence	• 1.5-day conference with key papers / speakers + breakouts	• To seek endorsement from key players • To agree institutional arrangements/lead body	• Well-attended conference • Key players represented • Wide endorsement of the proposal • Agreed lead body • Conference report	• A basis for production/ sign-up to Charter/ manage-ment plan • Official endorse-ment at highest level
Implementat-ion	• Prepare & dissem-inate Charter/ Manage-ment Strategy	• Secure necessary funding • Recruit Charter/ planning team • Prepare & circulate draft/ final Charter for endorsement	• To prepare an agreed Charter/Manage-ment Strategy to which stakeholders can sign up	• Charter / Management Strategy published • Charter signed up to by all relevant stakeholders/ partners	• A powerful endorse-ment of the model, providing strong platform for positive WG response
	• Secure legal support/ advice for adopted model creation	• Identify appropriate company/ charity expertise • Prepare a brief • Organise a briefing session for members	• To ensure that the organisation is appropriately structured & that its legal entity allows it to exercise its agreed role	• Objectives, activities & constitution agreed & published • Charities Commission notified & registered	• Clarity of constitution al powers • Ability to operate within legal framework • Legal security
	• Secure necessary start-up budget	• Identify relevant funding bodies, including statutory • Prepare bids based on reports, papers, evidence of support etc.	• To ensure sufficient funds are in place to enable the new organisation to support programme.	• Budget in place	• Confidence of operational capacity • Ability to progress • Status within partnership
	• Create lead body/ recruit members	• Advertise using local networks/ relevant media.	• To ensure a membership that fully reflects the scope of the new body's work.	• CIO created • Terms of Reference published	• Credibility & authority; expertise in areas of interest
	• Recruit core staff	• Review & reorganise	• To secure an effective,	• Core staff recruited, briefed	• Partners feel well

Stage	Targets	Method	Objective(s)	Outputs	Outcomes
		roles • Advertise through local media in the first instance	motivated team that understands & supports the vision & role of the new organisation		supported by an effective organisation • Expert representation of CM interests in wider engagement
	• MoU/ protocols with & between local authorities	• Dialogue with County Council officers / politicians • Development of relevant documents	• To secure appropriate arrangements with & among public delivery bodies	• Joint committee of the three county councils • Council representation on CM CIO board • Delivery of relevant Council functions if & as necessary	• Clarity & enhanced capacity to deliver if & as appropriate • Enhanced authority
	• MoU/ protocols with other relevant bodies e.g. NRW	• Dialogue with other delivery bodies, e.g. NRW on Mid-Wales Area Plan	• To secure appropriate arrangements with NRW & others	• NRW representation on CM CIO board • Delivery of relevant NRW functions if & as necessary	• Clarity & enhanced capacity to deliver if & as appropr-iate • Enhanced authority