

**Thomas, Kane**

---

**From:** Rebecca Craxford <[REDACTED]>  
**Sent:** 16 December 2024 10:39  
**To:** LDP - For Enquiries  
**Cc:** Andrew Vaughan-Harries; Lynne Garnett  
**Subject:** Objection Submission: LDP2 - (21 October -16 December 2024) Consultation on the Deposit Plan  
**Attachments:** Travelling Ahead TPG Cymru Deposit Plan 2 Comments Form.doc.pdf; Travelling Ahead TPG Cymru Gypsy Policy Objection PCC LDP2 Dec 2024 FINAL.docx.pdf; Appendix A.pdf  
**Importance:** High  
**Follow Up Flag:** Follow up  
**Flag Status:** Flagged  
**Categories:** D Rep

**EXTERNAL EMAIL – Exercise care with links and attachments E-BOST ALLANOL – Byddwch yn ofalus wrth agor dolenni ac atodiadau.**

Dear Sir / Madam

**OBJECTION TO POLICY GN 25 GYPSY, TRAVELLER AND SHOW-PEOPLES SITES, SP4 GYPSY, TRAVELLER AND SHOW-PEOPLE ACCOMMODATION AND GN 24 GYPSY AND TRAVELLER SITE ALLOCATIONS - DEPOSIT LOCAL PLAN 2017- 2033**

HAYSTON DEVELOPMENTS & PLANNING LTD is acting on behalf of Travelling Ahead: Gypsy, Roma and Traveller Advice and Advocacy Service which is funded by the Welsh Government regarding the published Deposit Local Development Plan 2. However, as Planning Specialists, dealing with traveller sites all across Wales (i.e. planning applications and appeal work) Hayston Development and Planning Ltd also shares the same concerns and objection. Please note, Mrs Lynne Garnett, Engagement Officer South Wales of Travelling Ahead, has also submitted a separate objection.



Please find attached the following:

- Completed Deposit LDP2 Representative Form
- Objection Letter / Planning Statement and Justification with Appendix A

Please can you acknowledge receipt of this objection submission.

Regards

**Rebecca Craxford**

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]



Hoffem gael eich barn am y Cynllun Datblygu Lleol ac ar ddogfennau sy'n cefnogi'r Cynllun Datblygu Lleol. Dylid defnyddio'r ffurflen hon ar gyfer pob sylw (h.y. sylwadau neu wrthwynebiadau) Mae fersiynau nodiadau cyfarwyddyd ar gael o <https://www.sir-benfro.gov.uk/adolygur-cynllun-datblygu-lleol/adneuo>.

Sylwch: **Ni fydd** sylwadau a wneud ar Gynllun Adneuo 2020 yn cael eu symud ymlaen ac mae angen gwneud sylwadau newydd ar y Cynllun Adneuo presennol hwn.

Os ydych yn cyflwyno copi papur, atodwch dudalennauchwanegol lle bod angen. Mae gan y ffurflen hon ddwy ran: Rhan A (Manylion personol) a Rhan B (eich sylw). Sylwer y bydd Rhan B ar gael i'r cyhoedd a chaiff ei hanfon at Yr Arolygiaeth Gynllunio.

**Mae'n rhaid derbyn eich sylwadau erbyn hanner nos Rhagfyr 16eg 2024.** Dychwelwch ffurflenni at: [ldp@pembrokeshire.gov.uk](mailto:ldp@pembrokeshire.gov.uk) neu  
Y Tîm Cynlluniau Datblygu, Neuadd y Sir,  
Freeman's Way, Hwlfordd, Sir Benfro, SA61 1TP

We would like your views on the Local Development Plan (LDP) and also on documents which support the LDP. This form should be used for all representations (i.e. comments or objections). Electronic versions and guidance notes are available at <https://www.pembrokeshire.gov.uk/local-development-plan-review/deposit>

*Please note: Representations made on the 2020 Deposit Plan will **not** be taken forward and it is necessary to make new representations on this current Deposit Plan.*

If you are submitting a paper copy, attach additional sheets as necessary. This form has two parts: Part A (Personal details) and Part B (Your representation). Please note that Part B will be made publicly available and will be forwarded to the Planning Inspectorate.

**Your representations must be received by midnight 16 December 2024.** Please return forms to: [ldp@pembrokeshire.gov.uk](mailto:ldp@pembrokeshire.gov.uk) or The Development Plans Team, County Hall, Freeman's Way, Haverfordwest, Pembrokeshire SA61 1TP

## **RHAN A: Manylion cysylltu**

### **PART A: Contact details**

**Eich manylion/manylion eich cleient**  
**Your / your client's details**

**Manylion yr asiant (os ydynt yn berthnasol)**  
**Agent's details (if relevant)**

Enw Name	Mrs Lynne Garnett	Mr Andrew Vaughan - Harries
Teitl swydd (lle y bo'n berthnasol) Job title (where relevant)	Engagement Officer South Wales	Director
Sefydliad (lle y bo'n berthnasol) Organisation (where relevant)	Travelling Ahead TGP Cymru	Hayston Developments and Planning Ltd
Cyfeiriad Address		
Rhif ffôn Telephone no		
E-bost Email address		
Llofnodwyd (gallwch teipio) Signed (can be typed)	Mr Andrew Vaughan-Harries	



Dyddiad Date		
<b>RHAN B: Eich sylw</b>		
<b>PART B: Your representation</b>		
Eich enw / sefydliad Your name / organisation	Hayston Developments and Planning Ltd Andrew Vaughan-Harries (Director)	
<b>1. Ar ba ran/rannau o'r Cynllun (neu ddogfennau ategol) rydych yn rhoi sylwadau?</b> <b>1. Which part(s) of the Plan (or supporting documents) are you commenting on?</b>		
Rhif(au) polisi Cynllun Datblygu Lleol neu ddyraniad safle LDP policy or site allocation number(s)	SP4 & GN24	
Rhif(au) paragraff y Cynllun Datblygu Lleol neu adran LDP paragraph or section number(s)	N/A	
Cyfeiriad(au) Map Cynigion y Cynllun Datblygu Lleol LDP Proposals Map reference(s)	N/A	
Os yw eich sylw yn perthyn i ddogfen ategol (e.e. y Gwerthusiad o Gynaliadwyedd), rhowch yr enw(au) a'r cyfeiriad(au) i mewn yma.  If your representation relates to a supporting document (e.g. the Sustainability Appraisal), insert the name(s) and reference(s) here.	See Cover Objection / Planning Statement & Justication	
<b>2. Cyn i chi esbonio eich sylwadau'n fanwl, byddai'n dda gwybod p'un a gredwch fod y Cynllun yn gadarn ai peidio, ac a yw'n bodloni'r gofynion gweithdrefnol.</b> <i>I gael rhagor o wybodaeth am gadernid a gofynion gweithdrefnol, gweler y nodiadau cyfarwyddyd.</i> <b>2. Before you set out your comments in detail, it would be helpful to know whether you think the Plan is sound and meets the procedural requirements.</b> <i>For more information on soundness and procedural requirements, see the guidance notes.</i>		
Rwyf o'r farn bod y CDLI yn gadarn ac yn bodloni gofynion gweithdrefnol. I think the LDP is sound and meets procedural requirements.	No	
Rwyf o'r farn nad yw'r CDLI yn gadarn ac y dylid ei newid. I think the LDP is unsound and should be changed.	Yes	
Rwy'n credu na chafodd y gofynion gweithdrefnol eu bodloni. I think that the procedural requirements have not been met.	Yes	
<b>3. A hoffech i'r Cynllun gynnwys polisi, dyraniad safle neu paragraff newydd?</b>		



*Ticiwch bob un sy'n berthnasol.*

### 3. Would you like the LDP to include a new policy, site allocation or paragraph?

Tick all that apply.

*Dyraniad safle newydd*

New site allocation

No

*Polisi newydd*

New policy

No

*Paragraff neu destun ategol newydd*

New paragraph or supporting text

Yes –  
change to  
the wording  
in the policy

**4. Os ydych am ychwanegu dyraniad safle newydd, a wnaethoch gyflwyno'r safle yn flaenorol fel y safle cais? Os felly, a fydddech cystal â rhoi enw a chyfeiriad y safle cais (os yw'n hysbys).**

**4. If you want to add a new site allocation, have you previously submitted the site as a Candidate Site? If so, please give the Candidate Site name and reference (if known).**

*Enw'r safle*

Site name

N/A

*Cyfeiriad y cais*

Site reference

N/A

*Os ydych am awgrymu safle newydd, dylech atodi cynllun o'r safle yn nodi ffiniau'r safle rydych am eu cynnwys yn y Cynllun a rhoi manylion am ei ddefnydd arfaethedig. Dylech ystyried a oes angen i'r ffurflen sylwadau hon gael ei hategu gan arfarniad o gynaliadwyedd. Lle bo gan newidiadau arfaethedig i Gynllun Datblygu effeithiau cynaliadwyedd sylweddol, bydd angen i chi ddarparu'r wybodaeth berthnasol ar gyfer arfarnu cynaliadwyedd. Mae'n rhaid i'r wybodaeth hon fod yn gyson â chwmpas a lefel manylder yr arfarniad o gynaliadwyedd a gynhaliwyd gan yr Awdurdod. Dylai hefyd gyfeirio at yr un wybodaeth waelodlin wrth amlygu effeithiau sylweddol tebygol y polisi arfaethedig neu safle newydd.*

If you want to suggest a new site, please attach a site plan identifying the boundaries of the site you wish to be included in the Plan and provide details of its proposed use. You should consider whether it is necessary for this comments form to be accompanied by a sustainability appraisal. Where proposed changes to a development plan have significant sustainability effects, you will need to provide the relevant sustainability appraisal information. This information must be consistent with the scope and level of detail of the sustainability appraisal conducted by the Authority. It should also refer to the same baseline information in identifying the likely significant effects of the revised policy or new site.

### 5. Rhestrwch eich sylwadau isod.

*Dylech gynnwys yr holl wybodaeth, tystiolaeth a gwybodaeth ategol sydd eu hangen i gefnogi/cyfiawnhau eich sylw. Nodwch pa brawf/profion cadernid mae'r Cynllun Datblygu Lleol yn eu*



*bodloni neu nad yw'n eu bodloni a pham (gweler y nodiadau cyfarwyddyd i gael rhagor o wybodaeth). Bydd hyn yn helpu'r Awdurdod a'r Arolygydd i ddeall y materion y byddwch yn eu codi. Dim ond os bydd yr Arolygydd yn eich gwahodd i fynd i'r afael â materion y bydd yn eu codi y byddwch yn gallu cyflwyno rhagor o wybodaeth i'r archwiliad. Sylwer na fydd yr Arolygydd wedi gallu gweld unrhyw sylwadau y gallech fod wedi'u gwneud mewn ymateb i ymgynghoriadau blaenorol.*

## 5. Please set out your comments below.

Include all the information, evidence and supporting information necessary to support / justify your representation. Please indicate which soundness test(s) the LDP meets or does not meet, and why (see guidance notes for more information). This will help the Authority and the Inspector to understand the issues you raise. You will only be able to submit further information to the examination if the Inspector invites you to address matters that he or she may raise. Please note that the Inspector will not have access to comments you may have made in response to previous consultations.

*Ticiwch yma os ydych chi'n cyflwyno deunydd ychwanegol i gefnogi eich sylw.*

Tick here if you are submitting additional material to support your representation.

## 6. Os ydych yn gwrthwynebu'r Cynllun Datblygu Lleol, ydych am siarad mewn sesiwn gwrandawriad yr Archwiliad cyhoeddus?

*Ar y cam hwn, gallwch wneud sylwadau'n ysgrifenedig yn unig (gelwir y rhain yn 'sylwadau ysgrifenedig'). Fodd bynnag, gall pawb sydd am newid y Cynllun ymddangos gerbron yr Arolygydd a siarad mewn 'sesiwn gwrandawriad' yn ystod yr Archwiliad cyhoeddus. Ond dylech gofio y bydd yr Arolygydd yn rhoi'r un pwys ar eich sylwadau ysgrifenedig ar y ffurflen hon â'r rheiny a wneir ar lafar mewn sesiwn gwrandawriad. Sylwer hefyd y bydd yr Arolygydd yn pennu'r weithdrefn fwyaf priodol ar gyfer darparu ar gyfer y rhain sydd eisiau rhoi tystiolaeth lafar.*

## 6. If you are objecting to the LDP, do you want to speak at a hearing session of the public examination?

At this stage, you can only make comments in writing (these are called 'written representations'). However, everyone that wants to change the Plan can appear before and speak to the Inspector at a 'hearing session' during the public examination. But you should bear in mind that your written comments on this form will be given the same weight by the Inspector as those made verbally at a hearing session. Please also note that the Inspector will determine the most appropriate procedure for accommodating those who want to provide oral evidence.

*Nid wyf am siarad mewn sesiwn gwrandawriad ac rwyf yn fodlon i'm sylwadau ysgrifenedig gael eu hystyried gan yr Arolygydd.*

I do not want to speak at a public hearing and am happy for my written representations to be considered by the Inspector.

*Rwyf am siarad mewn sesiwn gwrandawriad.*

I want to speak at a public hearing.

Yes

*Os ydych chi eisiau cyfranogi mewn gwrandawriad, nodwch isod am beth rydych chi eisiau siarad (e.e. 'Safle Tai ym Mhen y Graig' neu 'Y targed tai cyffredinol').*



If you want to participate in a hearing, indicate below what you want to speak about (e.g. 'Housing site at Pen y Graig' or 'The overall housing target').

**9. Os ydych am siarad, byddai'n ddefnyddiol pe gallech nodi ym mha iaith yr hoffech gael eich clywed.**

**9. If you wish to speak, it would be helpful if you could indicate in which language you would like to be heard.**

*Rwy'n dymuno cael fy nghlywed yn Gymraeg.*

I wish to be heard in Welsh.

*Rwy'n dymuno cael fy nghlywed yn Saesneg.*

I wish to be heard in English.

Yes





## Nodiadau cyfarwyddyd

### Guidance notes

Caiff Cynllun Datblygu Lleol Cyngor Sir Penfro ei archwilio gan Arolygydd annibynnol a benodir gan Lywodraeth Cymru. Gwaith yr Arolygydd yw ystyried a yw'r Cynllun yn bodloni **gofynion gweithdrefnol** ac a yw'n **gadarn**.

'Gellir ystyried 'Cadarn' yn y cyd-destun hwn o fewn ei ystyr arferol o 'dangos barnu da' a 'gellir ymddiried ynddo'. Y cwestiynau neu'r 'profion' y bydd yr Arolygydd yn eu hystyried wrth benderfynu a yw'r Cynllun yn gadarn yw:

1. Ydy'r cynllun yn ffitio? (h.y. a yw'n gyson â chynlluniau eraill?)

2. Ydy'r cynllun yn briodol? (h.y. a yw'n briodol ar gyfer yr ardal yng ngoleuni'r dystiolaeth?)

3. A fydd y cynllun yn cyflawni? h.y. a yw'n debygol o fod yn effeithiol?)

Darperir rhagor o wybodaeth am y profion cadernid a gofynion gweithdrefnol yn Arweiniad Gweithdrefnol ar Archwiliadau Cynllun Datblygu Lleol yr Arolygiaeth Gynllunio.

Os ydych yn gwrthwynebu, dylech ddweud pam rydych yn credu bod y Cynllun yn ansad a sut y dylid newid y Cynllun er mwyn ei wneud yn gadarn.

Lle cynigiwch newid i'r Cynllun, byddai o gymorth esbonio pa brawf/broffion cadernid y credwch y mae'r Cynllun yn eu methu. Os yw eich sylw yn perthyn i'r ffordd gafodd y Cynllun ei baratoi neu'r ffordd yr ymgynghorwyd arno, mae'n debygol y bydd eich sylwadau yn perthyn i 'ofynion gweithdrefnol'.

Fydd methu adnabod prawf ddim yn golygu na chaiff eich sylwadau eu hystyried, cyhyd â'i fod yn perthyn i'r Newidiadau Canolbwyntiedig. Dylech gynnwys eich holl sylwadau ar y ffurflen, gan ddefnyddio dogfennau ychwanegol a thystiolaeth ategol lle bod angen.

Os ydych yn ceisio am fwy nag un newid i'r

The Pembrokeshire County Council Local Development Plan (LDP) will be examined by an independent Inspector appointed by the Welsh Government. It is the Inspector's job to consider whether the Plan meets procedural requirements and whether it is sound.

'Sound' may be considered in this context within its ordinary meaning of 'showing good judgement' and 'able to be trusted'. The questions or 'tests' which the Inspector will consider in deciding whether the Plan is sound are:

1. Does the plan fit? (i.e. is it consistent with other plans?)

2. Is the plan appropriate? (i.e. is it appropriate for the area in the light of the evidence?)

3. Will the plan deliver? (i.e. is it likely to be effective?)

More information on the soundness tests and procedural requirements is provided in the Planning Inspectorate's LDP Examinations Procedural Guidance.

If you are making an objection, you should say why you think the Plan is unsound and how the Plan should be changed to make it sound.

Where you propose a change to the Plan it would be helpful to make clear which test(s) of soundness you believe the Plan fails. If your comment relates to the way in which the Plan has been prepared or consulted on, it is likely that your comments will relate to 'procedural requirements'.

Failing to identify a test will not mean that your comments will not be considered, providing it relates to the Plan or its supporting documents. You should include all your comments on the form, using accompanying documents and supporting evidence where necessary.



*Cynllun, nid yw bob tro yn angenrheidiol i lenwi ffurflenni ar wahân ar gyfer pob darn o'ch sylw. Fodd bynnag, gallai fod yn ddefnyddiol o bosibl i ddefnyddio dwy ffurflen ar wahân os ydych yn dymuno siarad mewn gwrandawriad am rai gwrthwynebiadau ond nid rhai eraill.*

*Pan fydd grŵp yn rhannu barn gyffredin ar sut mae'n dymuno i'r Cynllun gael ei newid, byddai'n ddefnyddiol i'r grŵp hwnnw anfon ffurflen unigol gyda'u sylwadau, yn hytrach na bod nifer fawr o unigolion yn anfon ffurflenni ar wahân yn ailadrodd yr un pwynt. Mewn achosion o'r fath, dylai'r grŵp nodi faint o bobl mae'n eu cynrychioli a sut gafodd y sylw ei awdurdodi. Dylid nodi cynrychiolydd y grŵp (neu'r prif ddeisebydd) yn glir.*

If you seek more than one change to the Plan, it is not always necessary to complete separate forms for each part of your representation. It may, however, be helpful to use two separate forms if you wish to speak at a hearing about some objections but not others.

Where a group shares a common view on how it wishes the Plan to be changed, it would be helpful for that group to send a single form with their comments, rather than for a large number of individuals to send in separate forms repeating the same point. In such cases the group should indicate how many people it is representing and how the representation has been authorised. The group's representative (or chief petitioner) should be clearly identified.





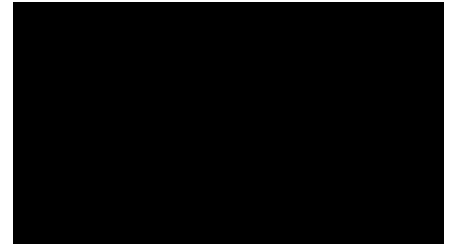
## LOCAL DEVELOPMENT PLAN (LDP) REVIEW / REPLACEMENT LDP (LDP2) 2021-2033

**(21 October -16 December 2024) Consultation on the Deposit  
Plan**

### Objection & Opinion

**16<sup>th</sup> December 2024**

The Development Plans Team  
Pembrokeshire County Council  
County Hall  
Haverfordwest  
Pembrokeshire  
SA61 1TP



#### **OBJECTION TO POLICY GN 25 GYPSY, TRAVELLER AND SHOW-PEOPLES SITES, SP4 GYPSY, TRAVELLER AND SHOW-PEOPLE ACCOMMODATION AND GN 24 GYPSY AND TRAVELLER SITE ALLOCATIONS - DEPOSIT LOCAL PLAN 2017- 2033**

**HAYSTON DEVELOPMENTS & PLANNING LTD** is acting on behalf of Travelling Ahead: Gypsy, Roma and Traveller Advice and Advocacy Service which is funded by the Welsh Government regarding the published Deposit Local Development Plan. However, as Planning Specialists, dealing with traveller sites all across Wales (i.e. planning applications and appeal work) Hayston Development and Planning Ltd also shares the same concerns and objection. Please note, Mrs Lynne Garnett, Engagement Officer South Wales of Travelling Ahead, has also submitted a separate objection.



The current planning Policy for Gypsy and Traveller accommodation is contained in Policy 32 of the LDP adopted in February 2013 which states:

#### ***GN 32 Gypsy Traveller Sites and Pitches***

*Outside of Settlement Boundaries Proposals for new permanent or transit gypsy traveller sites or extensions to existing authorised sites will only be permitted where it is demonstrated that the proposed development: -*

- 1. Cannot be accommodated on an existing authorised site and is to meet locally arising need or the need of families with a local connection.*
- 2. Is accessible to existing community, social, educational and other services; and*
- 3. Is sensitively sited in the landscape and satisfactory landscaping is provided.*

This policy, together with advice in Circular 005/2018, allows for the provision of Gypsy accommodation outside of recognised settlements as an exception to strategic Policy SP 16.

This Policy, particularly Criterion (1), is already inappropriate primarily because the Gypsy and Traveller community, by definition, do travel and do not necessarily stay in one particular area. Nevertheless, they do tend to seek sites which are affordable, close to relatives, essential services, education and medical services and, for these reasons are not necessarily 'local'.

### **Emerging Policy in Deposit LDP2**

The proposed **Policy 25 (Criterion 1)** introduces a totally different approach requiring applicants for new or extended sites, to demonstrate no suitable sites are available within Settlement Boundaries or at existing authorised and permitted sites. This approach is fraught with difficulties for the Gypsy and Traveller community. Many Travellers have difficulties with reading and writing. Availability of sites that are affordable and comply with the issues referred to in 2 above are often difficult to find. Local Authorities are required to undertake caravan surveys every two years and undertake an in-depth assessment of the accommodation needs of the Gypsy, Traveller and Show People to identify current and future needs within a County. In doing so, the Authority becomes aware of the need for accommodation whether on existing or new sites.

The Gypsy and Traveller community have a predilection for smaller, family orientated sites in sustainable locations close to relatives and services rather than on municipal sites as, from experience of living on such sites, many are overcrowded, in poor condition and often unsafe due to family feuds. Landowners and estate agents are unlikely to provide written statements of non-availability of sites. Local Authorities may not concede that there are problems on any public sites. There will rarely be documentary evidence of personal matters that might make it possible for an applicant to move onto sites owned by other Travellers in the area. Private sites are generally purchased from willing landowners by word of mouth and a handshake.

The PEDW guidance to Planning Inspectors (2020), issued by the Welsh Government, on the availability of alternative sites has influenced many appeal decisions in both England and Wales. In particular a Court of Appeal decision held in south Cambridgeshire DC v SSCLG & Brown (2008) EWCA Civ 1010 determined that:

*'Whether the appellants rely on general need, personal need or both, there is no requirement for them to prove a need to live specifically on a particular site, or that no other site is available. In seeking to determine the availability of alternative sites for residential Gypsy sites, there is no requirement in planning policy, or case law, for an applicant to prove that no other sites are available or that particular needs could not be met from another site. Indeed, such a level of proof would be practically impossible ....'*

Where Local Authorities use a Policy Criterion such as Policy 25 (1) as a reason for refusing planning applications for new sites, many Inspectors give significant weight to the above Court of Appeal decision in determining planning appeals and, in general, grant planning permission for the above reasons.

Considering the above, the proposed Criterion (1) of Policy 25 is wholly inappropriate and has no basis in National Policy or case law and should be removed.

### **Welsh Government Holding Objection to PCC LDP 2 Initial Deposit (18<sup>th</sup> March 2020)**

On the initial deposit in 2020 Welsh Government representatives had '*significant*' concerns regarding the soundness of the plans relating to Gypsy and Traveller needs for a Gypsy & Traveller Accommodation Assessment (GTAA) to cover the whole plan period to 2023. This was a category A concern with fundamental issues and this letter is attached to **Appendix A**.

The question now arises whether enough work and consideration has been done by PCC in the latest version of the LDP2 to overcome this fundamental concern and we feel there are still issues on both Policy SP4 and the wording of GN25.

### **The Gypsy and Traveller Accommodation Needs Assessment - 2019**

In summary, the Authority has failed in its duty to comply with the requirements of S56 of the Mobile Homes (Wales) Act 2013 regarding the identification and provision of additional sites identified 9 years ago following the approval of the original 2015 joint GTANA. The future provision of sites or allocation is clearly uncertain therefore any new sites put forward by the Gypsy and Traveller community must be taken on their individual merits and in accordance with the criteria in current adopted PCC LDP Policy GN32 and suggested Policy24 and 25(1) LDP 2. The published Gypsy and Traveller Background Paper for PCC (December 2019) LDP2 at Para 4.8 identifies a net additional need of a minimum of 56 pitches over this period. Whilst these documents together with Draft Policy SP 4 and GN 24 identify potential land in PCC ownership and one private candidate site for additional pitches, there is no indication when planning permission will be applied for or whether funding will be available for the delivery of the additional pitches over the plan period. There is a high degree of uncertainty about the Council's future intentions to deliver these extra pitches over the plan period and it is apparent it has failed in their duty to make any provision of additional pitches as identified in the adopted GTANA. **It is evident that any unmet need for additional pitches will, over the next few years, only be satisfied by the provision of private sites brought forward by the Gypsy community.**

In the above-mentioned documents, the Authority has published the estimated cost of providing a pitch on the Kingsmoor Site, Kilgetty at in excess of £117,000. Twelve pitches have been delivered by PCC and all were immediately taken due to the ongoing need. Work to deliver these pitches is also believed to have issues on mining, ecology and drainage, and the site has exceeded the estimated costs considerably.

### **GTAA – Updates March 2024**

This update in its conclusion and recommendation in Chapter 6 (section 6.4) states the following:

**6.4 An unmet need for 9 residential pitches, over the next five years (by the end of 2024) has been identified in this assessment. Over the LDP 2 Plan periods for PCC and PCNPA (up to the end of 2033 and 2031 respectively) this equates to an overall need for 39 residential pitches. (Net additional need from 2025-2033 is 30 pitches)**

However, these numbers are still deemed as too low, as families grow up and need new homes / pitches and many travellers in Pembrokeshire still have to live in bricks and mortar which goes against their culture. They would like to change back to a pitch.

Whilst it is welcomed that proposed expansions are stated in SP4 at the listed sites below it is already clear all these sites could have issues in delivering this expansion due to issues relating to ownership, planning, costs and timing / delays.

- Castle quarry, Pembroke
  - Kingsmoor Common, Kilgetty
  - Withybush, Haverfordwest
- Plus, a possible new site at Monkton, Pembroke

It is therefore clear private sites also have a vital role to play in delivering viable traveller site, as often sites are needed for three generations of the same family hence requiring 3 pitches or more.

### **Conclusion**

Those sites put forward by Gypsy and Traveller community are developed at no cost to the public purse and, therefore, should be encouraged and given preference in the short to medium term to address the current short fall in pitch provision across the County.

Therefore. this practice and Travelling Ahead trust that the above be given serious consideration with Criterion (1) of Policy 25 be removed and that preference be given to supporting proposals put forward by the Gypsy and Traveller community to address the significant short fall in pitch provision across the County in the short to medium term.

We welcome this change to the wording of Policy GN 25, in particularly Criteria 1 being deleted or amended, and that could be done under focused changes, before consideration by the Inspector

**PREPARED BY**  
**CHRIS WILLIAMS Dip TP MRTPI**  
**PLANNING CONSULTANT**

**REPORT REVIEWED BY**  
**ANDREW VAUGHAN-HARRIES BA (HONS) Dip TP MRTPI**  
**DIRECTOR/PRINCIPAL PLANNER**



# Appendix A



Y Gyfarwyddiaeth Cynllunio  
Planning Directorate



Llywodraeth Cymru  
Welsh Government

Sara Morris  
Development Plans and Conservation Manager  
Pembrokeshire County Council  
County Hall  
Haverfordwest  
Pembrokeshire  
SA61 1TP

18 March 2020

Dear Sara,

**Pembrokeshire County Council's Local Development Plan (LDP) Deposit (Regulation 17) Consultation: Welsh Government Representation**

Thank you for consulting the Welsh Government regarding the Pembrokeshire County Council's Local Development Plan (LDP) Deposit documents. We acknowledge the preparation of an LDP and the supporting evidence is a significant undertaking and recognise the amount of work your Authority has undertaken to date in moving the plan forward from the Preferred Strategy to the Deposit stage.

**The Welsh Government has significant concerns regarding the soundness of the plan relating to Gypsy and Traveller provision. We raised concerns at preferred strategy stage regarding the need for a Gypsy and Traveller Accommodation Assessment (GTAA) to cover the whole plan period to 2033. Whilst we acknowledge this is currently with the Welsh Government's Equality Division awaiting Ministerial approval, the absence of an allocated site(s) in the plan to meet the anticipated Gypsy and Traveller need does fail to comply with the statutory duty under the Housing (Wales) Act. This is likely to raise significant concerns regarding the 'soundness' of the plan, if you were to submit the plan for examination.**

Addressing the climate emergency and demonstrating delivery of the strategy will be essential. The development plan system in Wales is evidence led and demonstrating how a plan is shaped by the evidence is a key requirement of an LDP examination. **The Authority must ensure there is a robust evidence base to demonstrate delivery of the LDP strategy and components of housing land supply.** The demonstration of delivery and viability of all sites in the LDP is critical, in particular the strategic site allocation at Slade Lane which is integral to the delivery of the strategy and objectives.

Without prejudice to the Welsh Minister's powers to intervene later in the process and to the independent examination, the Welsh Government is committed to helping Local Planning Authorities throughout the LDP process. The Deposit LDP has been considered in accordance with the tests of soundness as set out in PPW and the LDP Manual. **Our representations are separated into three categories which are set out by topic area in some detail in the attached annex.**

**Category A:** Fundamental issues that are considered to present a significant degree of risk for the Authority if not addressed prior to submission stage, and may have implications for the plan's strategy:

- **Absence of an approved Gypsy and Traveller's Accommodation Assessment covering the whole plan period up to 2033, and failure to allocate any sites(s) to meet the anticipated Gypsy and Traveller need.**

**Category B:** Matters where it appears that the deposit plan has not satisfactorily translated national policy down to the local level and there may be tensions within the plan, namely:

- **Housing and employment growth level**
- **Delivery of key sites**
- **Housing trajectory**
- **Spatial distribution and components of housing supply**
- **Settlement hierarchy and 'hamlets'**
- **Haven Waterway Enterprise Zone Designation**
- **Affordable Housing – Draft LHMA, thresholds and targets**
- **Renewable energy**
- **Best and Most Versatile Agricultural Land**

**Category C:** Whilst not considered to be fundamental to the soundness of the LDP, we consider there to be a lack of certainty or clarity on the following matters:

- **Employment safeguarding and provision**
- **Welsh language impacts**
- **Minerals**
- **Flooding**
- **Policy wording**

It is for your Authority to ensure that the LDP is 'sound' and it will be for the Inspector to determine how the examination proceeds if you continue to submit the plan without addressing the concerns we raise, particularly those in Category A. You should consider how you could maximise the potential of your LDP being considered 'sound' through the examination process. Members of my team look forward to meeting with you and your team to discuss the matters arising from this response. If you have any queries in the mean time, then please do not hesitate to make contact.

Yours sincerely,



**Mark Newey**  
**Head of Plans Branch**  
**Planning Directorate**



## Annex to Welsh Government Letter (18 March 2020) in response to Pembrokeshire County Council's Deposit LDP 2017-2033

<b>Category A</b>	Objections under soundness tests; <u>fundamental issues</u> considered to present a significant degree of risk if not addressed prior to submission.
<b>Category B</b>	Objections under soundness tests; matters where it appears the Deposit Plan has not satisfactorily translated national policy to the local level or there are tensions within the plan.
<b>Category C</b>	Objections under soundness tests; whilst not considered being fundamental to the soundness of the LDP, there is a lack of certainty or clarity on the matters which can be usefully addressed.

### **Category A – Gypsy and Traveller Accommodate Assessment (GTAA) and Provision**

As stated in our representation to your Preferred Strategy consultation (dated 4 February 2019), the failure to identify the level of need and allocate sites in the Deposit Plan to meet the identified need is likely to result in the plan being unable to be found 'sound'. We acknowledge the 2019 Gypsy and Traveller Accommodation Assessment (GTAA) has been prepared and submitted to the Welsh Government's Equality Division and is awaiting approval by Welsh Ministers. Notwithstanding this, both the approved 2015 GTAA (up to 2031) and the draft 2019 GTAA (up to 2033) evidenced a **high level of immediate and long term need** for Gypsy and Traveller pitches in Pembrokeshire. It is therefore **disappointing the authority has failed to comply with the duty under the Housing (Wales) Act 2014, (section 103), to identify suitable and deliverable sites to meet the anticipated need. The reliance on a criteria based policy approach does not satisfy this legal duty and continuation of this approach would question if the plan could be found unsound at examination. The authority must comply with the duty under the Housing (Wales) Act.**

### **Category B – Housing and employment growth level**

The plan seeks to deliver a requirement 6,800 homes and 2,200 new jobs over the 16 year plan period, with a housing provision for 7,480 dwellings. The authority commissioned Edge Analytics to consider a range of demographic scenarios based on the Welsh Government's 2014 based population and household projections (and rebased on the 2016 mid-year estimates) dwelling-led scenarios and an employment-led forecast. The authority should reconsider these scenarios in light of the 2018 based population and household projections and the declaration of the climate emergency.

The plan requirement of 6,800 dwellings (425/annum) is closely aligned with the past five years (443/annum) and 10 years (416/annum) average delivery rates. In Pembrokeshire, natural growth is negative with deaths exceeding births. The main driver of population change is net migration. The plan requirement assumes +807 net migrants/annum which is significantly higher than the 10 year migration scenario of +626 persons/annum and the WG 2014 (rebased) estimate of +386 persons per annum. To comply with PPW (paragraph 4.2.6), the latest 2018 based household projections indicate an average build rate of approximately 106 dwellings/annum, resulting in a total of approximately 1,700 dwellings over the plan period. This is 5,100 dwellings lower than the 2014 based projections, a significant difference. The authority needs to explain why they are proposing growth significantly above the projections, the reliance and continuation of net in-migration and the relationship to economic growth levels. Evidence needs to demonstrate where in-migration



will be derived from, i.e. neighbouring counties, elsewhere in Wales, the UK, or international migration taking into account the likely effect of UK immigration policy.

#### **Category B – Delivery of key sites**

The plan needs to demonstrate the key sites can be delivered within the plan period. There are a number of sites which have been 'rolled forward' from LDP1. The Annual Monitoring Reports (AMRs) from LDP1 found the authority failed to deliver any housing on strategic scale sites. This raises significant concerns regarding the inclusion of Slade Lane South for 514 units at Haverfordwest. To support the inclusion of this strategic site the LPA needs to provide a Statement of Common Ground demonstrating there is a developer on board and the timing of when units will be delivered on the ground. This has not been evidenced by AMRs to date. The Housing Trajectory (Table B) shows the delivery of 44 units in the period 2020-21. The lack of delivery on the site, or in accordance with the trajectory, will have major implications for the delivery of the strategy, both spatially and numerically. The authority must demonstrate that all sites rolled forward from the previous LDP are deliverable within the timescales indicated in the trajectory.

#### **Category B – Housing trajectory**

The inclusion of a housing trajectory graph is a national policy requirement (PPW, paragraph 4.2.10) which is currently omitted from the plan. Guidance on how to prepare a trajectory is contained in the Draft Development Plans Manual (DPM, Edition 3, consultation, June 2019). The Manual states the housing trajectory is made up of three elements; the timing and phasing of all housing supply components; the anticipated timing of completions for all housing components, measured against the housing requirement to demonstrate a sufficient supply; and a trajectory graph illustrating all the components of housing supply. The Deposit plan must contain the trajectory graph.

#### **Category B – Spatial distribution and components of housing supply**

The spatial strategy aims to deliver 60% of homes in the urban areas (identified in Tier 1 of the settlement hierarchy), and 40% to the rural settlements. For clarity, and to support delivery of the strategy, the plan should clearly articulate the level of growth being directed to each Tier within the settlement hierarchy. We note the spatial distribution is provided for residential allocations in policy GN14, where 66% of allocations are in urban areas. However, this should be provided for each component of housing supply. The Draft Development Plans Manual (Edition 3) states authorities include Table 16, 'Summary of spatial distribution of housing' to demonstrate how all the components of supply (allocations, commitments and windfalls) make up the total plan provision and how they will be spatially distributed. Following the inclusion of this table, Policy GN 15 - small sites target should be deleted. The addition of information on the spatial distribution is important to demonstrate delivery of the strategy, objectives, clarity and ensure effective monitoring.

#### **Category B – Settlement hierarchy and 'hamlets'**

Policy GN12 'Infill development in hamlets' is not in accordance with national policy and should be deleted, along with any consequential amendments (i.e. SP6 reference, GN11 criteria 2, GN16 criteria 3). PPW clearly states that "new building in the open countryside away from existing settlements or areas allocated for development in development plans must continue to be strictly controlled" (paragraph 3.56). The settlement hierarchy identified in Policy SP5, identifies urban settlements and rural settlements which comprise; a rural



town, service centres, service villages and local villages (including cluster villages). The settlement hierarchy does not refer to hamlets and specific settlements which comprise hamlets are not listed in the plan. Such locations are classified as countryside by PPW.

The authority's Rural Facilities Survey Report provides the findings of a survey of existing services and facilities and concluded those areas considered suitable for one or two additional units are identified as local villages, with the application of settlement boundaries. Those areas not identified as local villages (approx. 60 locations) were considered unsuitable locations due to their lack of services and facilities. Hamlets do not accord with the sustainable placemaking outcomes and policy in PPW and should therefore be deleted.

### **Category B – Haven Waterway Enterprise Zone**

The Haven Waterway Enterprise Zone in Pembrokeshire has been designated by the Welsh Government based on existing and potential new energy sites. The importance of the Enterprise Zone is recognised by the authority as the designation underpins the plan's vision, objectives and Strategic Policy SP12 Port and Energy Related Development. Given its importance the **boundaries of the Enterprise Zone must be shown on the Proposals Map**. The Draft Development Plans Manual (Edition 3) is clear that the boundaries will need to be identified and must fully align with the Welsh Government's designation.

### **Category B – Affordable housing**

#### **Local Housing Market Assessment**

The DPM identifies the LHMA as a core piece of evidence that sets out the level and type of housing need in an area. **Only a draft LHMA Area Summary has been submitted as part of the evidence base** and whilst the Housing Market Summary (December 2019) identifies a need for 1,527 affordable homes (102 units per annum) over the plan period, it does not set out the tenure split. **Without knowing the demand for social rent and intermediate housing it is unclear if the 80% social rent and 20% intermediate housing tested in the viability assessment is the correct split.** This could impact on findings in the viability assessment including the plan-wide and site specific affordable housing targets in Policy GN16.

#### **Affordable Housing Targets and Thresholds**

The affordable housing checklist in the DPM sets out the information that all LDPs should contain to support the delivery of affordable housing. Taking on board our previous comments on the tenure split, the Council will need to consider how findings in the viability assessment have informed Policy GN16 in the plan:

- The viability assessment identifies that "at least" 10% affordable housing is viable across all sub-market areas in Pembrokeshire. This increases to 15% on large sites of +100 units. Appendix D of the assessment identifies sites of 8-16 units are viable with 12.5% affordable housing. How has this informed the thresholds and targets in Policy GN16? As worded, the policy has no thresholds and a target of 50% affordable housing in Local and Cluster Villages, which is not supported by the evidence. In the higher tier Towns, Service Centres and Service Villages the policy does not set a target but decants this requirement to SPG. This approach is not



appropriate and should be deleted as the target must be grounded in the results of the viability assessment and sustained across the plan.

- The assessment also identifies that higher percentages can be achieved in the south of the County with targets lowered to 5% in the north where house prices are weaker. How has this informed the findings of Policy GN16 and how does it relate to the plan's spatial strategy?
- In Policy SP3, the affordable housing target is set at 2,000 units. Taking on board our comments above, the target should be supported by a table in the reasoned justification setting out the components of the target.
- There is no policy for affordable housing led sites (50%) affordable housing on public land. <https://gov.wales/increasing-supply-affordable-homes-through-planning-july-2019>

## **Category B – Renewable Energy**

The authority has undertaken a Renewable Energy Assessment (REA) but it is unclear how the assessment's findings have influenced the plan, for example the spatial strategy? Policy GN5 'Renewable Energy – target and allocations' sets a target to generate 9 MW per annum. The reasoned justification to Policy GN5 appears to relate the target to past renewable energy capacity consented. The target should clearly relate to the REA and include summary tables regarding the potential for heat and electricity that could be generated from different technologies. Policy GN5 identifies three spatial areas for solar photovoltaic arrays. It is unclear how these spatial areas were identified, or how they relate to the seven areas identified in the authority's Renewable Energy Assessment (REA). The Draft National Development Framework identifies a solar energy priority area within Pembrokeshire and it is unclear how this has been taken into account?

## **Category B – Best and Most Versatile Agricultural Land**

National planning policy is clear that agricultural land of grades 1, 2 and 3a is the best and most versatile and should be conserved as a finite resource. There are a large number of allocations on BMV which would result in the loss of approximately 90 hectares. The authority needs to evidence what weight has been given to BMV in the strategy/decision making process. It is unclear how BMV has been assessed and justified. The Council must be able to robustly justify any loss of BMV land linked to the search sequence in Planning Policy Wales (PPW) and findings in the SA.

## **Category C – Employment Safeguarding & Provision:**

### **Safeguarding of Employment Sites**

Policy SP4 allocates 1,026ha of employment land with 993ha on strategic employment sites (in Policy SP13) and 33ha on local employment sites (in Policy GN7). The two-county economic study identifies that most of the strategic employment sites are key existing sites related to port operations. These **existing sites are not new allocations and should be identified in a safeguarding policy** as set out in Table 22 of the Draft Development Plans Manual (Edition 3).

### **Employment Provision**

Policy SP4 identifies the delivery of 2,200 jobs over the plan period with growth projected in accommodation and food services and health and social services. The Council should clearly **explain the number of jobs in the B Class sector and how this links to the**

**range and scale of employment allocations** in the plan, as well as the scale of housing growth.

### **Category C – Welsh Language Impacts**

Policy SP17 identifies areas of Welsh language sensitivity where 20% of the population is Welsh speaking. The authority should explain how the scale of housing growth proposed in the plan does not adversely impact on the Welsh Language.

### **Category C – Minerals**

The LDP makes reference to safeguarding a sand and gravel wharf in Pembroke Dock under the provisions of Policy GN 32 (paragraph 5.159). However, this does not appear within Policy GN32 and must also be shown on the proposals map.

It is positive the authority has met the requirements of the RTS 1<sup>st</sup> Revision for additional sand and gravel allocations to contribute to the regional supply. The authority should ensure the requirements of the latest RTS are satisfied and continue to work with the authorities in the SW region. In accordance with the RTS 2<sup>nd</sup> Revision which was consulted on last autumn, a Sub-Regional Statement of Collaboration should be prepared before the plan is submitted for examination.

### **Category C – Flooding**

PPW is clear that development should be avoided in areas of flooding (paragraph 6.6.22). The Council has stated that no housing development has been identified in flood zones C1 or C2, but that a small number of other allocations are within C1 and C2 (LDP2, paragraph 5.9). The Council should identify these sites and the mitigation measures agreed by Natural Resource Wales (NRW) to ensure delivery over the plan period, where appropriate.

A stronger policy approach in respect of flooding would be welcomed to ensure the policy requirements of TAN 15 are clearly communicated and complied with, particularly in respect of no highly vulnerable development in zone C2.

### **Category C – Policy wording**

The authority should consider specific wording used in policies to ensure clarity during their application. For example, the use of the terms 'well-related to the settlement boundary' in policies SP7, SP8 and GN6 do not provide clarity on what uses are acceptable, or where. The authority must ensure the policy approach avoids ambiguity and is in accordance with national policy.

\*\*\*\*\*

