

Pembrokeshire County Council
Local Development Plan*

**Planning Pembrokeshire's
Future**

(up to 2021)



Adopted 28th February 2013



*For the County excluding the area of Pembrokeshire Coast National Park

Front cover photograph supplied by Milford Haven Port Authority

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Foreword

As Cabinet Member for Highways, Planning, Transportation and Major Events, I am pleased to introduce the Pembrokeshire County Council Local Development Plan, which was adopted, with immediate effect, by the County Council on 28th February 2013.

The Local Development Plan replaces the Joint Unitary Development Plan for Pembrokeshire, adopted in 2006 for all those parts of Pembrokeshire that lie outside the Pembrokeshire Coast National Park.

This Local Development Plan provides the framework for decisions to be made up until 2021 on how land is used and developed, for example what type of development is appropriate or desirable for Pembrokeshire's economy, communities and environment and how best to secure resilience to climate change and to bring forward affordable housing through the Planning System. It is the culmination of a major piece of work that has included engaging with the community, stakeholders, and elected members over a number of years and its completion and adoption is a significant milestone for the County Council.

The Local Development Plan provides a sound basis to deliver sustainable development up to 2021, well supported by evidence, consistent with national policy and the adopted / emerging local development plans of neighbouring local planning authorities.

The Plan seeks to develop a network of strong urban and rural communities, with the distribution of new development reasonably balanced between urban and rural areas and directed to settlements in accordance with existing and anticipated infrastructure provision and levels of service provision.

I am confident that the Plan will provide a framework for consistent decision making and that land allocated for new development is capable of delivery within the Plan period. Progress with delivering the Plan will be monitored, and provision is made for its review.

Councillor Rob Lewis,

*Deputy Leader and Cabinet Spokesperson
for Highways, Planning, Transportation
and Major Events*

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Chapter 1: Introduction

The purpose of the Local Development Plan

- 1.1 The Planning and Compulsory Purchase Act 2004 (the Act) requires each local planning authority in Wales to prepare a Local Development Plan (LDP, the Plan), with the objective of contributing to the achievement of sustainable development.
- 1.2 The Plan establishes a Vision based development strategy and policies to guide the development and use of land in Pembrokeshire¹ from adoption to 2021. It provides the policy context for directing development to appropriate locations, conserving the natural, built and historic environment and providing a basis for rational and consistent decision-making on planning applications. The base date for the Plan's land use allocations is 2011.
- 1.3 This Plan complements the Wales Spatial Plan² and the Pembrokeshire Community Plan³. It relies on national policy, set out in Planning Policy Wales, 5, November 2012, Minerals Planning Policy Wales 2000 together with the

supporting suite of Technical Advice Notes and Circulars as the context for decision making on land use planning where there is no locally specific LDP policy⁴. These and all adopted Supplementary Planning Guidance (SPG) which support this Plan will be material considerations when making decisions on relevant proposals for development.

- 1.4 For convenience, in this document the Plan area is usually referred to as "Pembrokeshire" which should be taken to mean the County excluding the National Park. The Pembrokeshire Coast National Park is subject to a separate LDP that is the responsibility of the National Park Authority.
- 1.5 This Local Development Plan replaces previous planning policy set out in the Joint Unitary Development Plan and the Affordable Housing Delivery Statement. Analysis and calculations in the Plan have been based on an assumed Plan period from 2011 to 2021.

¹ Excluding the Pembrokeshire Coast National Park

² Wales Spatial Plan First Review 2008

³ Pembrokeshire Community Plan 2010

⁴ LDP Wales paragraph 2.2

- The structure of the document**
- 1.6 This chapter (Chapter One) briefly explains the process of producing an LDP, how and where it will be applied and the approach to monitoring its achievements. This Plan has been shaped by community involvement and the processes of Sustainability Appraisal, Strategic Environmental Assessment (SA/SEA), Pembrokeshire County Council's Quality of Life checklist and Habitats Regulations Appraisal (HRA) – these processes are introduced in this chapter.
 - 1.7 Chapter Two describes how this Plan takes into account relevant strategies, policies and programmes such as the Wales Spatial Plan and the Pembrokeshire Community Plan.
 - 1.8 Chapter Three outlines the issues that impact on the future development of Pembrokeshire and these have been shaped by public engagement. It explains the collaborative work that has been undertaken with other service areas, neighbouring local authorities and stakeholder organisations.
 - 1.9 Chapter Four details the Vision and Objectives for this Plan. It sets out the Vision for what sort of place Pembrokeshire should be in 2021 and provides a detailed framework of land use objectives, that is, what the Plan is seeking to achieve. These objectives have been developed following engagement with stakeholders and public consultation.
 - 1.10 Chapter Five sets out the spatial strategy and the Strategic Policies guiding future development and land use in Pembrokeshire during the Plan period.
 - 1.11 Chapter Six sets out General Policies that will be used to guide development and assess future planning applications.
 - 1.12 Chapter Seven sets out the arrangements for monitoring the implementation of the Plan and interventions if the Plan objectives are not being met.
 - 1.13 The evidence that the Authority has relied on in the preparation of this Plan is available to the public.

How to use this document

- 1.14 The Local Development Plan comprises a Written Statement and a Proposals Map. It is designed to complement national policy⁵ and guidance which may be used in decision making where relevant to an application and does not repeat it. This Plan should be read in conjunction with Planning Policy Wales (Edition 5, November 2012) which identifies those aspects where clear statements of national development management policy should not be repeated as local policies.
- 1.15 The Written Statement (this document) sets out the Vision for how Pembrokeshire will develop over the Plan period and identifies objectives to achieve the Vision. Strategic and General Policies set out the approach to development that should deliver the Objectives and Vision.
- 1.16 The Proposals Map shows the geographical location and extent of site specific development and protection policies on an Ordnance Survey base. It is part of this Plan although it is published as a separate document for ease of use. It covers the whole of the Plan area. In the event of any discrepancy between the Written Statement and the Proposals Map the written text takes precedence. The Proposals Map represents a clear basis on which to show the Plan's policies and proposals. However, the allocations shown on the Proposals Map were compiled using a Geographical Information System (GIS) and digitised at a scale of 1:2500. Any clarification or detailed interpretation of the boundary of an allocation shown should be resolved by reference to the GIS at 1:2500 scale.
- 1.17 A glossary is included at Appendix 1 to explain the meaning of technical terms.
- 1.18 Reference is made in the Plan to various Supplementary Planning Guidance (SPG) documents prepared, or to be prepared, by the County Council. These documents provide further specific detail and guidance that will be used in decision making.
- 1.19 Many of the Plan policies are inter-related and several policies may relate to any individual development proposal. It is therefore important that the Plan is read as a whole and used in conjunction with national policy and guidance and local SPG.
- 1.20 This Plan presents policies for the main types of development likely to take place in the Plan's area during the Plan period, together with general and criteria-based policies which provide a basis for evaluation of other proposals.

⁵ LDP Manual (Welsh Assembly Government 2006) paragraph 2.3.5 and 5.3.1

Community Involvement in Preparation of the Local Development Plan

1.21 The Community Involvement Scheme⁶ sets out the Authority's arrangements for involving stakeholders and the local community in preparing the Local Development Plan. Stakeholders from a variety of backgrounds have helped to prepare the Local Development Plan. They include organisations frequently involved in development such as infrastructure providers, national agencies such as the Environment Agency, Town and Community Councils, interest groups and individuals. Community involvement in this Plan will continue during its implementation and monitoring. The "Consultation Report" documents the various opportunities and events that have enabled the community and stakeholders to help shape this Plan.

The Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) Process

1.22 Local Development Plans must help to deliver the Welsh Government's commitments on sustainable development. To demonstrate that this has been achieved and that the strategic direction and policies are sustainable this Plan has been measured or tested against

economic, social and environmental criteria. This is referred to as the Sustainability Appraisal (SA).

1.23 European legislation⁷ requires that protection of the environment be given a high priority throughout the preparation of the Plan, through a process referred to as Strategic Environmental Assessment (SEA).

1.24 This process has been integrated within the SA, with the results in the accompanying Sustainability Appraisal Report.

1.25 The Strategic Policies have been assessed using the County Council's own Quality of Life Assessment Toolkit, to ensure compatibility with the key principles of the Community Plan.

The Habitats Regulations Appraisal

1.26 The Local Development Plan is also subjected to a Habitats Regulation Appraisal, required under European law⁸. This legislation has been developed in order to ensure that the highest level of protection is afforded to European designated sites; namely Special Areas of Conservation and Special Protection Areas. The Habitats Regulations Appraisal of this Plan has been published as a supporting document.

⁶ Part of the Delivery Agreement, 2007 with timetable update, 2009/2010

⁷ European Directive 2001/42/EC transposed by The Environmental Assessment of Plans and Programmes (Wales) Regulations 2004

⁸ As a requirement of the Habitats Directive 92/43/EEC transposed by The Conservation of Habitats and Species Regulations 2010

Chapter 2: Key Plans and Strategies affecting Pembrokeshire

Policy Framework: National, Regional and Local

2.1 This Plan is part of the national, regional and local plans, strategies and policy statements that provide the framework for planning in Pembrokeshire. It is important that these strategies and policies are understood and integrated with this Plan to make sure that the Plan is sound, well-informed and part of a consistent framework in shaping the future of the County. Preparation of this Plan has had regard to relevant Welsh Government, regional and local strategies and programmes.

National Strategies

Planning Policy and Guidance

2.2 Planning Policy Wales (Edition 5, November 2012) and Minerals Planning Policy Wales (2000), supplemented by various topic specific Technical Advice Notes (TANs and MTANs) and Circulars set out the Welsh Government's national land use planning policies. Planning policy and guidance issued by UK Government Departments relating to non devolved planning matters will be material considerations.

People, Places Futures – The Wales Spatial Plan Update 2008

2.3 The Wales Spatial Plan Update 2008 provides a framework for the future spatial development of Wales. It seeks to address challenges associated with demographic change, accessibility and the distribution of resources over the next 20 years.

2.4 'Pembrokeshire - The Haven' is an area identified in the Spatial Plan. Three strategic Hubs are identified that perform an important regional role and should be a focus for future investment. One Hub is 'The Haven Towns' of Haverfordwest (including Merlins Bridge) Milford Haven, Neyland, Pembroke and Pembroke Dock. Carmarthen (in the adjoining County of Carmarthenshire) is the second Hub which plays a pivotal role between three different Spatial Plan areas. The third Hub identified is Fishguard and Goodwick which is an important driver for the economy of north Pembrokeshire.

- 2.5 Additionally, the Spatial Plan identifies key settlements, these being Tenby (in the Pembrokeshire Coast National Park), Narberth in Pembrokeshire and Whitland and St Clears in Carmarthenshire and Cardigan in Ceredigion. These have Service Centre, employment and tourism functions. Local Centres are identified at Saundersfoot (National Park), St Davids (National Park), Crymych (mainly within Pembrokeshire LDP but straddling the boundary with the National Park), Kilgetty, Newport (National Park) and Letterston in Pembrokeshire and Laugharne / Pendine and Newcastle Emlyn in Carmarthenshire.
- 2.6 The Plan strategy reflects the settlement hierarchy established by the Wales Spatial Plan and its priorities, with particular emphasis given to developing the complementary roles of the Hub Towns and supporting rural communities.
- Park as identified in the Wales Spatial Plan, by all three planning authorities and the Welsh Government. This identifies how the different settlements within the ‘Pembrokeshire – The Haven’ area can fulfil different roles and recommends key actions for the future, some of which will be delivered through this Plan.

Environment Strategy for Wales (2006)

- 2.8 The Environment Strategy for Wales outlines the Welsh Government’s long-term (20 year) strategy for the environment of Wales.
- 2.9 The vision is to see the Welsh environment thriving and contributing to the economic and social wellbeing and health of the people of Wales. To achieve this, the strategy states that we need to manage the pressures we place on our environment more effectively and to address challenges like climate change.
- 2.10 The strategies and policies of this Plan support the potential for Pembrokeshire to develop its economy in areas such as renewable energy and environmentally efficient construction and for developments to be designed and built as efficiently as possible, contributing to the Environment Strategy for Wales’ vision.

Area specific Wales Spatial Plan: Pembrokeshire The Haven Complementarity Study

- 2.7 A Complementarity Study has been undertaken recognising the important cross-boundary issues that exist between settlements in Pembrokeshire, Carmarthenshire and the Pembrokeshire Coast National

Wales: A Vibrant Economy (2005)

- 2.11 Wales: A Vibrant Economy outlines the Welsh Government's strategy for delivering sustainable economic growth for Wales. The approach involves building on Wales' core strengths: an increasingly skilled, innovative and entrepreneurial workforce, an advanced technology and knowledge base, strong communities, a stunning natural environment and an exceptional quality of life.
- 2.12 This Plan incorporates many of the themes in the national strategy, with policies that are supportive of existing businesses that wish to grow, opportunities for the creation of business premises and by allocating land for strategic and major commercial developments.

Economic Renewal: a new direction (2010)

- 2.13 The Welsh Government launched an Economic Renewal programme in response to changes in the global economic climate. It marks a shift in the Government's approach and attitude towards supporting the economy, away from direct financial assistance towards the creation and preservation of supportive, enabling environments in which businesses can succeed. Its vision for a sustainable

economy is for Wales 'to build upon the strengths and skills of its people and natural environment; recognised at home and abroad as confident, creative and ambitious; a great place to live and work'. This Plan reflects this ambition by creating a climate in which sustainable development is promoted and innovation and entrepreneurialism are encouraged.

Rural Development Plan for Wales, 2007-2013

- 2.14 The Rural Development Plan sets out an overall strategy for development in rural Wales, and includes an analysis of the current situation and 'axis' (or priority) programmes based on EU objectives for rural development, each with various targets and objectives. The Rural Development Plan also considers complementarity with other community funding instruments. The Rural Development Plan puts forward various issues including:

- Low employment, productivity and activity rates;
- Out-migration of young adults; and
- Vitality of communities.

A local Rural Development Plan has been produced that identifies issues with the greatest relevance to Pembrokeshire (see paragraph 2.41).

**West Wales and the Valleys
Convergence Programme 2007 -
2013**

- 2.15 Pembrokeshire forms a part of the West Wales and the Valleys area, which is eligible to receive funding from the European Regional Development Fund and the European Social Fund through the Convergence programmes for the period 2007 to 2013. This funding is used to promote the economic development of the area, including that of Pembrokeshire.
- 2.16 Priorities for the European Regional Development Fund are the knowledge-based economy, improving business competitiveness, developing strategic infrastructure, an attractive sustainable business environment, and building sustainable communities.
- 2.17 Priorities for the European Social Fund are supplying young people with skills for employment, increasing employment and tackling economic inactivity, improving skill levels and the adaptability of the workforce and modernising and improving public services.

Regional Strategies

**Progress in Partnership – the
Regional Transport Plan for South
West Wales, 2010-2015 – (2009)**

- 2.18 The South West Wales Integrated Transport Consortium (SWWITCH)⁹ has developed the Regional Transport Plan for South West Wales (RTP for SWW). This establishes regional transport policy and acts as a bidding document for transport funds for the period 2010-2015 aiming to deliver improvements to address identified transport problems in the region. The RTP's vision for south west Wales is 'to improve transport and access within and beyond the region to facilitate economic development and the development and use of more sustainable and healthier modes of transport'. To deliver this vision the RTP identifies strategic objectives, a long term strategy and a programme of projects to deliver the strategy and objectives.
- 2.19 This Plan reflects the RTP for SWW, by seeking to ensure sustainable economic development and encourage the use of more sustainable and healthier modes of transport.

⁹ SWWITCH comprises the four local authorities of Carmarthenshire County Council, Neath Port Talbot County Borough Council, Pembrokeshire County Council and Swansea City and County Council

Regional Technical Statement for the Area covered by the South Wales Aggregates Working Party – (October 2008)

- 2.20 Required as a result of MTAN 1, the Statement provides a strategic basis for LDP minerals planning policies, with the following relevant objectives:
- Maximise the use of secondary and recycled materials and mineral wastes.
 - Safeguard minerals which may be needed in the long term.
 - Allow the extension of existing aggregate quarries where sustainable.
 - Ensure that new areas of aggregates supply come from locations of low environmental constraint and taking into account transport implications.
 - Maintain supply of marine aggregate consistent with the requirements of the Interim Marine Aggregates Dredging Policy (IMADP).

South West Wales Regional Waste Plan 1st Review (2008)

- 2.21 This plan sets out considerations for the future management of waste in the region, including the reduction of waste and more sustainable waste management.
- 2.22 The 1st Review of the Regional Waste Plan provides a land-use planning framework for the

sustainable management of wastes including strategic information on the types of locations likely to be acceptable for new waste management facilities.

- 2.23 This Plan takes into account the future waste management needs of the wider south west Wales region in accordance with the Regional Waste Plan, to ensure that there is sufficient suitable land available for the development of facilities that will support more sustainable management facilities, such as composting sites and materials recycling.

River Basin Management Plan for Western Wales (2010) Cleddau and Pembrokeshire Coastal Rivers Catchment Abstraction Management Strategy (2006) Environment Agency Wales

- 2.24 Pembrokeshire falls under the Western Wales River Basin Districts (WWRBD). The River Basin Management Plan identifies the pressures facing the water environment in this river basin district, and the actions that will address them. The Cleddau and Pembrokeshire Coastal Rivers Catchment Abstraction Management Strategy (2006) demonstrates that with careful management Pembrokeshire rivers can support current levels of abstraction and maintain environmental quality, recreation and wildlife interests.

2.25 This Plan encourages resource efficiency and a policy approach which protects the natural environment from inappropriate development.

Dwr Cymru Welsh Water Revised Draft Water Resources Management Plan October 2011

2.26 Dwr Cymru Welsh Water’s revised Draft Water Resources Management Plan (October 2011) identifies a preferred solution (and fall back option taking into consideration possible HRA impacts) to address water resource capacity issues resulting from revised abstraction licences in the Pembrokeshire Water Resources Zone and notes their assumption that the proposed abstraction licence reductions are not implemented before 2020, because of the considerable lead time required to implement solutions. Following consultation and finalisation of the Plan any impacts of the agreed solution, likely to be post 2020, will need to feed into Plan review.

Local Strategies

Statutory Partnership Plans in Pembrokeshire Community Plan for Pembrokeshire (2010 – 2025)¹⁰

2.27 The County Council is committed to working in partnership with other

organisations to improve the quality of life of the people of Pembrokeshire. The Community Plan 2010/25 identifies long term priorities to achieve better quality of life, setting out how partners will improve the social, economic and environmental well-being of Pembrokeshire and contribute to sustainable development throughout the United Kingdom. The themes within which the strategic objectives fit are well-being, environment, economy, community, housing, learning, access and safety. The strategic objectives for improvement over the next 15 years are supported by an action plan with measures for success identified.

2.28 The Community Plan is one of a small number of statutory partnership plans (the focus of the others is on health, social care and well-being, children and young people and community safety), with the Community Plan providing the overarching framework for these more detailed partnership plans and strategies and for this Plan.

2.29 The strategy for this Plan seeks to deliver the place shaping aspirations of the Community Plan, that is those parts of the Community Plan Vision and priorities that relate to the development and use of land.

¹⁰The statutory framework for this Plan is the Local Government (Wales) Measure 2009

2.30 **The Health, Social Care and Well-being Strategy** 2008-2011 emphasises the importance of looking after health and wellbeing and encouraging people to lead a healthier lifestyle. The strategy's aim is to improve health and well-being by preventing ill health in the first place and by improving Pembrokeshire's health and social care provision for residents who need services.

2.31 **The Children and Young People's Plan** 2008-2011 advocates working together to achieve the best outcomes for all children and young people in Pembrokeshire. Core aims are to: ensure that all children and young people have a flying start in life; have a comprehensive range of education and learning opportunities; enjoy the best possible health and are free from abuse, victimisation and exploitation; have access to play, leisure, sporting and cultural activities; are listened to, treated with respect and have their race and cultural identity recognised; have a safe home and a community, which supports physical and emotional well-being and are not disadvantaged by poverty.

2.32 **The Community Safety Strategy** priorities are to reduce crime, the fear of crime and tackle substance misuse and anti-social behaviour.

2.33 This Plan supports the implementation of the statutory partnership plans through enabling the delivery of appropriate new housing, protecting open spaces for recreation and enabling the development of new or altered community facilities which are well located to serve the needs of communities. The Plan will establish improved standards for good, sustainable design and inclusive, accessible environments that promote community safety.

Non-Statutory Partnership Plans in Pembrokeshire

Pembrokeshire County Council Local Housing Strategy 2007 - 2012

2.34 The County Council's commitment to improve public and private sector housing is set out in this strategy which brings together all the issues relating to housing, determines the improvement actions to be taken within the context of the National Housing Strategy for Wales and identifies priorities for action for the next five, ten and fifteen years, taking forward priorities already identified within the Community Plan.

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2.35 Priorities identified include maximising the delivery of affordable housing, particularly in rural areas, to help sustain communities; increasing the delivery of affordable housing through the planning system; providing a wide range of housing options for vulnerable people; housing options for older people; improving the condition of Pembrokeshire’s housing stock; regenerating neighbourhoods and encouraging environmentally friendly new and renovated housing. This Plan reflects these priorities with an emphasis on delivery of affordable housing, particularly in rural areas and a focus on good, sustainable design.

2.37 The Strategy sets out key themes for the promotion and development of tourism across the County, which this Plan takes into account. These are:

- Accessibility;
- Quality and value;
- Partnership; and
- Sustainability

2.38 This Plan delivers the key themes from the strategy by encouraging developments in sustainable locations that contribute to the diversity and quality of attractions, reflect local distinctiveness and benefit local communities.

Pembrokeshire County Council Tourism Strategy (2006 – 2012)¹¹

2.36 The vision of Pembrokeshire County Council’s Tourism Strategy is that:
 “Pembrokeshire is recognised nationally and internationally as an outstanding and distinctive coastal destination, providing good quality experiences for visitors and residents, whilst supporting its communities and safeguarding its environment through the sustainable growth of a prosperous, year-round tourism industry”.

Local Biodiversity Action Plan (LBAP) for Pembrokeshire

2.39 The Pembrokeshire LBAP is a County wide document which establishes a framework to maintain and enhance priority habitats and species by identifying and setting action plans for priority species and habitats in the County. Detailed Species and Habitats Action Plans¹² set out those actions required for the priority species and habitats to achieve a ‘favourable condition’.

2.40 This Plan reflects the LBAP by identifying and protecting nature designations and providing a framework of policies to protect and enhance the wider natural environment.

¹¹ Review Spring 2010*

¹² A rolling programme is in place for preparation of these

Pembrokeshire Advance – Rural Development Plan 2007 – 2013

- 2.41 This strategy establishes how the Rural Development Plan for Wales will be implemented in Pembrokeshire. The overarching priority of the Pembrokeshire Local Development Strategy, in particular as it relates to Axis 3 of the Rural Development Plan for Wales, is to “create sustainable employment opportunities and establish the conditions needed for sustainable economic growth.”
- 2.42 Strategic priorities identified in the Rural Development Plan that have significance for this Plan include: a focus on quality agriculture, fisheries and food sectors and quality tourism sector; energy (including renewables) and environmental goods and services; maximising benefits of broadband availability; improving community safety; encouraging active age-balanced rural communities; protecting and enhancing the quality of the built and natural environment; improving access to the countryside and coast; increasing biodiversity and improving habitat management; establishing an international reputation as an area for knowledge businesses and building links with other regions and countries able to add value.

- 2.43 The focus on creating sustainable employment opportunities with an emphasis on the strategic priorities above is an important consideration for this Plan and one which is delivered by allocations and criteria based policies.

Pembrokeshire Coast National Park Management Plan 2009-2013

- 2.44 The National Park Management Plan is a statutory plan prepared by the Pembrokeshire Coast National Park Authority for achieving National Park purposes and fostering social and economic wellbeing of National Park communities in the pursuit of those purposes. The delivery of the plan involves co-ordination of the efforts of a wide range of organisations, including the County Council.
- 2.45 The Management Plan sets the strategic direction and operational objectives for the work programmes of the National Park Authority and those of its partners in delivering national park purposes. It also sets the context for the National Park Authority's Local Development Plan, fulfilling a complementary role to the Pembrokeshire Community Plan within the National Park.

Milford Haven Port Masterplan

2.46 Milford Haven Port Authority commenced preparation of a Masterplan¹³ for the Port in early 2010. The purpose of the Masterplan is to clarify the port's own strategic planning for the medium to long term, to assist regional and local planning bodies and transport network providers in preparing and revising development strategies and to inform port users, employees and local communities as to how the port may develop over the years in response to market and opportunities to strengthen industrial productivity, maximise use of existing infrastructure and deliver environmental gains based on more effective logistics and production networks. This plan includes development aspirations for the Haven, where these are sufficiently advanced. Development proposals identified by the Port Masterplan will be considered in future reviews of this plan.

Park Authority and Carmarthenshire and Ceredigion County Councils. The LDPs of neighbour authorities will replace the existing Development Plans in those areas once adopted.

The Pembrokeshire Coast National Park Authority Local Development Plan (end date 2021)¹⁴

2.48 The Pembrokeshire Local Development Plan has taken into account the close interrelationship with the Pembrokeshire Coast National Park. The plan is compatible with the LDP for the National Park in terms of vision, objectives and policies and approach to key policy areas, including the building of sustainable communities, the promotion of a sustainable economy, the protection of the environment, achieving sustainable accessibility and respecting the distinctiveness of each plan area and those who live in, work in and visit those areas.

Development Plans for Neighbouring Local Planning Authorities

2.47 Broad alignment of cross boundary policies with those of neighbouring Local Planning Authorities has been achieved through collaboration with Pembrokeshire Coast National

¹³ A non statutory plan recommended by the Department for Transport

¹⁴ The Pembrokeshire Coast National Park Local Development Plan was adopted in September 2010.

**Carmarthenshire County Council
Local Development Plan¹⁵**

2.49 Carmarthenshire County Council's plan area adjoins that of Pembrokeshire County Council and a broad consistency of planning policy approaches in the respective areas has been achieved, while recognising the importance of the respective policy framework responding to the distinctive needs and characteristics of each individual plan area. The Carmarthenshire plan is also of particular significance because of the regional importance of Carmarthen, identified¹⁶ as a 'Hub' location serving Pembrokeshire alongside the Pembrokeshire Haven towns and Fishguard / Goodwick 'Hubs'.

individual plan area. The role of Cardigan as a service, community and employment centre serving villages in north-east Pembrokeshire is particularly significant.

**Ceredigion County Council Local
Development Plan¹⁷**

2.50 Ceredigion County Council's plan area adjoins that of Pembrokeshire County Council and a broad consistency of planning policy approaches in the respective areas has been achieved, while recognising the importance of the respective policy frameworks responding to the distinctive needs and characteristics of each

¹⁵ Preferred Strategy published Autumn 2009, timetable for Deposit Plan Winter 2010; submission 2011

¹⁶ Wales Spatial Plan 2008 Update.

¹⁷ Ceredigion Preferred Strategy published spring 2009, timetable for Deposit Plan Autumn 2010; submission 2011.

Chapter 2 – Key Plans and Strategies affecting Pembrokeshire

Chapter 3: Key Trends and Issues

Key Economic, Social and Environmental Trends and Issues

- 3.1 The key trends and issues to be addressed by this Plan have been identified following consideration of:
- A review of baseline economic, social and environmental information;
 - The results of pre deposit consultation with key stakeholders; and
 - The results of the Sustainability Appraisal/Strategic Environmental Assessment Scoping Exercise.
- 3.2 The issues identified through this process have directly informed the strategy for this Plan.

Pre Deposit Consultation

- 3.3 Pre deposit consultation provided a clear indication of those issues that key stakeholders consider to be of primary importance to land use planning in Pembrokeshire. These issues have been grouped into the following categories:
1. Sustainable communities;
 2. A strong rural and urban economy;
 3. Infrastructure, transport and accessibility and
 4. Environment.

- 3.4 A detailed list of those issues identified through the consultation process is contained in the Summary of Issues from Public Consultation Events (March 2010) and forms part of the evidence base.

Background

- 3.5 Pembrokeshire is a predominantly rural County, with a strong maritime influence and has a history of development based on agriculture, tourism, defence, energy and port activities centred on the Milford Haven Waterway. The area is characterised by a series of distinct, yet interdependent settlements. The unique environment and strong sense of community is attractive to both residents and visitors and provides a distinctive sense of place. The Pembrokeshire ports and the Haven Waterway are international assets, critical to the future energy security of the UK.

1. Sustainable Communities

Issues

- In-migration
- Lack of affordable housing to meet local needs
- Implications of an ageing population
- Implications of increasing numbers of second/holiday homes
- Scale and location of growth that is appropriate to the County
- Adequacy of gypsy and traveller accommodation – demand exceeding capacity
- Need in some areas for new or improved school facilities
- Restricted opportunities for continued education/adult learning and training
- Lack of community facilities
- Loss of rural services
- Structural changes to health/social care provision
- Lack of sport and leisure opportunities
- Sustaining Welsh language and culture
- Settlement Boundaries – infill and rounding off (development in rural areas)
- Mixed-use schemes
- Health or social inequalities

Strategic Objective derived from these issues:

- To develop vibrant communities providing a range and mix of homes and local services (D)

3.6 The population of Pembrokeshire excluding the National Park is 91,589 (Census 2001). The population density of the County as a whole is 71 people per km². Pockets of deprivation exist in Pembroke, Pembroke Dock and Haverfordwest with two wards amongst the 10% most deprived in Wales in 2008. The County has an ageing population with 19.2% over 65 (whole County) compared to 17.4% in Wales (Census 2001). There is high net out-migration of younger people (16-24 year olds), balanced by high in-migration of people over 45 years old.

3.7 The population of Pembrokeshire is forecast to grow during the Plan period¹⁸. Natural change is low, with deaths slightly outnumbering births but there is significant net immigration which is the main driver of the increasing population. Welsh Government population projections¹⁹ for Pembrokeshire excluding the National Park suggests that population will grow from approximately 97,147 in 2011 to 102,626 in 2021 – an increase of 5,479.

¹⁸ Scale and Location of Growth Background Paper (2010) and Scale and Location of Growth, Addendum Paper (2011)

¹⁹ Welsh Government/Stats Wales 2008-based population projections for Local Authorities and National Parks, published May 2010

- 3.8 The most significant issues relating to Pembrokeshire's population that need to be addressed are the implications of the ageing population profile for household size, housing and increased demand for adult social care. The number of people over 65 is projected to increase from 20,636 in 2011 to 26,458 in 2021. This is an increase of 28%. The increase in population over 85 is even more pronounced, with an expected increase of 43.5% over the same time period. Projections suggest that 26% of the total population will be over 65 by 2021 (Pembrokeshire County Council, 2008)²⁰. The anticipated increase in associated dependency needs of the ageing population requires co-ordinated action by public and voluntary sector agencies. Attention also needs to be paid to the high net out-migration of younger people and the range of opportunities that need to be developed to encourage them to remain in the County.
- 3.9 Projected work force numbers are expected to remain almost static over the next fifteen years²¹.
- 3.10 Just under half the total Pembrokeshire population of 117,100 (2010) live in the five main towns of Fishguard, Haverfordwest, Milford Haven, Pembroke and Pembroke Dock. In 2010 there were an estimated 52,574 households across the Pembrokeshire Local Housing Market Assessment area (which included the National Park) and average household size in that area was 2.23. Pembrokeshire has a much higher proportion of detached houses (41.5%) than Wales (27.1%) or England (22.8%). 85.8% of the housing stock is privately rented or owned, and 14.2% is social housing (Council and other social rented)²². The condition of Pembrokeshire's housing stock across all tenures needs improving, in particular to meet the Welsh Housing Quality Standard and to tackle fuel poverty. Pembrokeshire County Council is on track to meet these standards within its own managed housing stock by 2012. 6.1% of all household spaces in Pembrokeshire are used as second residences /holiday homes²³. This figure varies significantly across electoral divisions in the County, but is significantly higher than that for Wales (1.2%).

²⁰ PCC Population, Household and Labour Force Projections, 2008

²¹ PCC Pembrokeshire Economic Profile (2008)

²² WAG's STATSWALES - 2010 Housing Statistics

²³ Census 2001

- 3.11 Affordable Housing is a key issue for Pembrokeshire. The Pembrokeshire Affordable Housing Delivery Statement 2007- 11 (2009) published jointly by Pembrokeshire County Council and Pembrokeshire Coast National Park Authority identified a need for nearly 3,000 affordable homes based primarily on evidence from the Common Housing Register. The affordability ratio was 7.4:1 for average house price to income in Pembrokeshire in 2008 (Halifax Estate Agents survey). House prices have increased in the area and despite the recent downturn, remain high. High housing costs are preventing those on low incomes and first time buyers from entering the housing market. Drivers of the high demand for housing in Pembrokeshire that has inflated prices include in-migration of those attracted to the County as a retirement destination, employment growth and second home ownership.
- 3.12 By 2021 it is anticipated that 30% of households in Pembrokeshire will consist of one person²⁴. This Plan will need to provide a variety of housing to include a mix of affordable housing and to reflect the rise in one person households.
- 3.13 Life expectancy in Pembrokeshire for women is 81 years and for men 75.9 years; this is in line with the Welsh average. The proportion of the population with a long term illness and general health classified as ‘not good’ is 22.3% and 11.2% respectively, compared with approximately 23% and 12.5% respectively in Wales. The proportion of obese or overweight adults is 55% which is 1% higher than the national proportion.
- 3.14 Overall 25.2% of the resident working age population in Pembrokeshire had at least NVQ4 qualification or above in 2008 compared to 26.5% in Wales and 29% in Great Britain²⁵. Whilst academic achievement is generally good overall, there is a lack of specialised skills in the area and the provision of good quality further and higher education opportunities linked to limited employment opportunities. There is a need to match skill availability to demand (Wales Spatial Plan).
- 3.15 The County is the 8th highest in Wales in terms of the percentage of Welsh speakers (21.8%), and has seen an improvement both in numbers and ranking in recent years, reflecting the growing interest in the language and culture within Pembrokeshire, the strong tradition of speaking Welsh in the north of the County and education policies.

²⁴ Local Housing Market Assessment (2007)

²⁵ Office for National Statistics annual population survey data (Jan 2008 – Dec 2008)

2. A Strong Rural and Urban Economy

Issues

- Poorly performing town centres
- Lack of retail provision/opportunities
- Structural changes in the agricultural industry/farm diversification
- Lack of employment opportunities in rural areas
- Loss of skilled young people from the County
- Underperforming visitor economy
- Need to expand industrial/port activities
- Need to meet local, regional and national demand for minerals – a significant economic resource
- The need to ensure food security
- Wage levels/seasonality of jobs
- Demand for home working/live-work units
- Demand for and need to upgrade camping/caravan accommodation
- Inadequate and/or inappropriate skills base in the local workforce

Strategic Objectives derived from these issues:

- To sustain and enhance the rural and urban economy (C)
- To develop a quality visitor economy founded on an outstanding natural and built environment (H)
- To support the development of the complementary but distinctive roles of Pembrokeshire's Towns, especially within the Haven Hub (F)

- Regenerating Town Centres (G)
- Building on the County's strategic location for energy and port related development (E)

3.16 Agriculture, tourism, energy and public services dominate the current economy of Pembrokeshire. Over the past 30 years the Pembrokeshire economic base has undergone considerable change with the closure of power, oil and defence establishments; rationalisation in public services, agriculture and fishing; and on-going changes in tourism. There has been some compensatory economic development, for instance the recent development of the LNG terminals and Bluestone and the commencement of construction of a new Pembroke Power Station. In overall terms the tourist industry is the County's largest industry and employer, but many of these jobs are part-time and seasonal in nature. Activity in manufacturing, financial and business services sectors is less than half the national average. There are a large proportion of small employers and a relatively high proportion of people are self-employed compared to national levels. Salaries within Pembrokeshire are broadly in line with the Welsh average (ONS 2009 Earnings by workplace data – median earnings in pounds for employees working in area) at £440 a week compared to £440.8 in Wales. A proportion

of employment is seasonal, with higher levels of unemployment, outside peak summer periods²⁶.

3.17 Pembrokeshire's Town Centres have been underperforming in recent years and there is a need to regenerate and improve the environment in a number of towns, as well as increasing the range and quality of shopping opportunities²⁷.

3.18 Industrial development is centred in the main along the north and south shores of the Milford Haven Waterway, where the port of Milford Haven is extremely important, especially for the energy industry, servicing two refineries, tank storage depots and Liquefied Natural Gas (LNG) developments and for ferry services, marine leisure and other port related activities. Haverfordwest, the County town and administrative centre, is the key employment area in Pembrokeshire, being the location of the main public service sector employers which include the County Council, Pembrokeshire College, Withybush Hospital and the Local Health Board.

3.19 Minerals in Pembrokeshire are a significant resource, essential for economic growth, an important employment sector and a geological study resource. There are 15 quarries in the Plan area (some straddling the boundary with the National Park²⁸, with three of these dormant at present. They contain a mix of resources but are primarily hard rock. Marine dredged sand and gravel, brought in through Pembroke Dock, makes a significant contribution as a resource.

3.20 There is an expectation²⁹ that an appropriate contribution will be made towards meeting local, regional and UK needs for minerals through this Plan.

3.21 A 10 year landbank for hard rock and a 7 year landbank for sand and gravel throughout the Plan period are requirements of national policy. In the Plan area, minerals policies have been developed using a County reserve figure which includes consented production within and outside the Pembrokeshire Coast National Park³⁰.

²⁶ Pembrokeshire Economic Profile (2008)

²⁷ Background Paper for Local Development Plan: Retail, Main Towns, July 2008, County Wide Retail Capacity Study (2010)

²⁸ Some of these quarries straddle planning authority boundaries

²⁹ South Wales Regional Aggregates Working Party Overview

³⁰ This approach has been agreed with the National Park Authority as an interim approach pending the longer-term cessation of minerals production in the National Park and its re-apportionment to other parts of the region (not necessarily just the residual area of Pembrokeshire)

3. Infrastructure, Transport and Accessibility

Issues

- Limited provision of public transport
- Limited car parking
- Impact of traffic
- The need to reduce travel
- Infrastructure constraints on scale and location of development – sewerage capacities/drainage issues
- Limited role of airport
- Variable quality and availability of ICT infrastructure – broadband internet coverage and quality
- The need to maintain and improve rail links
- Inadequate access, to, from and within the County
- The need to identify locations and make provision for recycling facilities

Strategic Objectives derived from these issues:

- To improve access to goods and services (I)
- To mitigate and respond to climate change (A)

3.22 There are three key Trunk Roads whose routes run into Pembrokeshire, namely the A40 (T), A477 (T) and A487 (T). They link to the two ferry terminals, at Pembroke Dock (A477 (T)) and Fishguard Harbour (A40 (T) and A487 (T)). The A4076 (T) is a further important Trunk Road, linking Haverfordwest with Milford Haven. 65.6% of people travel to work by car, however 21.7% of households are without a

car and for them the provision of public transport is critical. Public transport use for travelling to work is low; 0.38% commute by trains and 3.01% travel by bus, minibus or coach (Census, 2001). However a greater proportion of people work at or from home in Pembrokeshire than in England and Wales or Wales as a whole³¹. The provision of dedicated school transport is of great significance. PCC has identified a need for significant investment in transport infrastructure, for example dualling the A40 and improving the A477.

3.23 There are also strategic rail links to and from Pembrokeshire. The main rail corridor from the east runs to Haverfordwest and Milford Haven. There is a spur from this line running north to Fishguard Harbour. Additionally, there is a further link to Narberth, Tenby, Pembroke and Pembroke Dock. These lines all have a passenger service and most carry some freight traffic.

3.24 Milford Haven Port is the busiest port in Wales and the 3rd most important in the UK (Milford Haven Port Authority Annual Report 2009). With 25% of the country's petrol and diesel requirements and up to 30% of its gas being handled at the port, Milford Haven is the Energy Capital of the UK (Milford Haven Port Authority Annual Report and Accounts

³¹ LDP Background Paper: Scale and Location of Growth (2010)

2008). During 2009, the port handled just over 59m gross tons of shipping which amounted to over 39m tonnes of cargo. There are also important pipeline links from the Milford Haven ports into other parts of Wales and England. There are two Irish Sea ferry terminals in Pembrokeshire at Fishguard and Pembroke Dock providing important freight and passenger links to and from Ireland. While sea travel to and from Ireland is declining in terms of numbers of passengers there has been an increase in freight. This increase in freight has implications for the transport network. There is an airport in Haverfordwest which is primarily used for private flying, club flying, training and receipt of medical supplies. The Regional Transport Plan identifies Haverfordwest (Withybush) Airport as one of three small regional Airports in south west Wales. There could be modest expansion of ancillary facilities at the airport during the Plan period, more significant growth in activity being constrained by the capacity / alignment of the runways and by the use of part of the airfield by the Pembrokeshire County Show each year.

- 3.25 Sewage and off site drainage infrastructure capacity³² is a significant issue for some locations within Pembrokeshire with development in some areas dependant upon updated sewerage infrastructure and upgraded/updated waste water treatment works.
- 3.26 There are emerging concerns regarding the adequacy of water resource capacity in Pembrokeshire and additionally some local connection issues may arise. There is some potential for loss of resources³³ during the Development Plan period, primarily as a result of the implications of the review of consents under the Habitats Directive. Dwr Cymru Welsh Water³⁴ has identified measures to resolve these issues, for which regulatory funding will be required to meet revisions to three abstraction licences, with such revisions likely to take effect post 2020.
- 3.27 There are significant geographical constraints on access to and performance of high speed broadband internet in some areas of Pembrokeshire. In areas without access there are implications for businesses and for the ability of people to work from home. The County Council is committed to working with Welsh Government and the business community to resolve these difficulties.

³² For foul drainage this includes biological and hydraulic capacity.

³³ Identified by Environment Agency Wales

³⁴ DCWW Revised Draft Water Resources Plan (2011)

4. Environment

Issues

- Efficient use of resources
- The need for high quality, sustainable design to improve the environment and people's health and well being
- Access to adequate recreational open/green space
- Meeting national targets for renewable energy
- Effects of climate change
- Flooding
- Impact of pollution on the environment and people's health and well-being
- Loss of and threats to heritage assets
- Erosion of local distinctiveness
- Loss of and threats to species and habitats
- Impact of development on landscape and environment
- Brownfield land prioritised for development over Greenfield land
- Improving water quality and conservation
- The need to reduce and appropriately manage waste

Strategic Objectives derived from these issues:

- To protect and enhance the natural and built environment (J)
- To deliver design excellence and environmental quality (B)
- To mitigate and respond to climate change (A)
- To improve access to goods and services (I)
- To develop a quality visitor economy founded on an outstanding natural and built environment (H)

3.28 The predominance of designated sites in the County demonstrates its importance, internationally and nationally, across a rich diversity of habitats, including river, marine, lowland heaths and semi-natural oak woodland and some coastal and estuarine areas. These assets, including marine and terrestrial Special Areas of Conservation (SACs), Special Protection Areas (SPAs), Sites of Special Scientific Interest (SSSIs), National Nature Reserves (NNRs), Local Nature Reserves (LNRs) and Wildlife Reserves³⁵ need to be managed carefully for both local and national benefit and to safeguard the unique environment. New sites may be designated during the Plan period through a consultation process with the Countryside Council for Wales (CCW)³⁶.

3.29 As well as habitats there are many important species present across the County as a whole, with otters, bats, dormice, farmland birds, Marsh Fritillary and Brown Hairstreak butterflies locally prevalent. Whilst the total area which is designated for biodiversity is 35.3 km² (3530 ha) or 3.4% of the land area, many species exist and migrate across the area as a whole and beyond. The LDP plays an important role in enhancing biodiversity across the County as a whole

³⁵ Wildlife Trust of South and West Wales Nature Reserves

³⁶ Definitive information on nature designations is available from CCW <http://www.ccw.gov.uk/Splash.aspx>

and protecting designated sites and species and essential ecological connectivity ‘corridors’ for biodiversity from damaging development. Some habitats are important for their ground water dependent ecosystems, an issue picked up by the Water Framework Directive and the Water Resources Management Plan for Welsh Water 2012, which identifies water resources as an issue for part of the County, but identifies proposed solutions.

3.30 The Water Framework Directive also identifies the need to maintain water quality across the Plan area, this including rivers, primary aquifers, source protection zones, estuaries and the coast.

3.31 Rivers such as the Western Cleddau (for instance in Haverfordwest), the Ritec and the lower Teifi are prone to flooding. 2.2% of existing residential properties are located on floodplains. Housing is identified as being highly vulnerable to flooding in Technical Advice Note 15 and this Plan needs to ensure that future development is well planned to avoid impacts in the future. The County Council is committed to working with partner organisations to ensure that future development takes into account flood risk, which is increasingly important.

3.32 Pembrokeshire has a rich geological diversity that needs protection from development

that would damage it, including sites listed in the schedule of Regionally Important Geological Sites (RIGS) (non statutory designations), SSSIs designated for their geological or geomorphologic features and several Geological Conservation Review (GCR) sites.

3.33 The County has a high number of heritage assets. The Plan area has 1632 listed buildings and 236 Scheduled Ancient Monuments. There are 20 Historic Parks and Gardens, two Historic Landscapes, 24 Conservation Areas - with a Townscape Heritage Initiative in Pembroke Dock, two country parks and 8.64km² of village green and common land, which together add to the special natural characteristics and cultural heritage of the area. These areas are an important part of what makes the Plan area distinctive.

3.34 Pembrokeshire has a range of previously developed (brownfield) land. One of the issues in Pembrokeshire is that many of these sites, such as some former airfields, may not be suitable for development because of their location and/or scale. Brownfield land within or adjoining settlements and suitable for development should be prioritised for development over greenfield land in accordance with national planning policy. Some brownfield sites in the Plan area have contamination problems which will need remediation in conjunction with their redevelopment.

- 3.35 Article 5.2 of the EU Landfill Directive (1999) requires the UK to achieve targets relating to the reduction of waste to landfill which have been adopted by the Welsh Government. This means that by 2020 no more than the equivalent of 35% of the biodegradable municipal waste produced in 1995 may be disposed of through landfill/landraising. The revised Waste Framework Directive 2008/98/EC lays down further measures and requires the Welsh Government to produce a waste strategy in accordance with the Directive's requirements. The revised National Waste Strategy for Wales 2010 lays down new, tougher targets, including a re-use / recycling/composting target of 70% by 2024/25. The Welsh Government is also seeking powers for landfill bans/restrictions under the proposed Waste (Wales) Measure 2010. This Plan makes provision for the identification of locations for facilities for recycling and disposal as required by the South West Wales Regional Waste Plan (1st Review, 2008) and to meet the likely demands of these new targets.

Chapter 3 – Key Trends and Issues

Chapter 4: Vision and Objectives

- 4.1 In considering how this Plan should tackle key issues affecting the County, identified in Chapter 3, and guide and manage future development, it is important to have a clear Vision and Objectives for what the County should be like at the end of the Plan period – 2021³⁷.
- 4.2 The overall Vision of this Plan describes the land use elements of the Vision for Pembrokeshire as set out in the Wales Spatial Plan (People, Places, Futures: The Wales Spatial Plan 2008 Update) and Pembrokeshire's Community Plan (Update³⁸ 2009).

Vision

'A network of strong communities supported by a robust, sustainable, diverse high value-adding economy underpinned by the Area's unique environment, maritime access and internationally important energy and tourism opportunities' (*Vision for Pembrokeshire the Haven - Wales Spatial Plan 2008*)

To ensure that Pembrokeshire is prosperous and that it remains vibrant and special. (*Pembrokeshire Community Plan 2010*)

The LDP Vision:

"To ensure that Pembrokeshire is prosperous and that it remains vibrant and special by creating: a network of strong urban and rural communities in Hub Towns, Service Centres, Service and Local Villages supported by a robust, sustainable, diverse high value-adding economy underpinned by the Area's unique environment, maritime access to the Milford Haven Waterway and Fishguard Harbour and internationally important energy and tourism opportunities."

- 4.3 There are significant challenges facing Pembrokeshire in the period leading up to 2021. Many of these have been highlighted in Chapter 2 which identifies the main issues that this Plan addresses. This Plan complements national and other local policies relevant to Pembrokeshire, particularly the Wales Spatial Plan and the Community Plan and it is sensible that it should accord with their headline visions.

³⁷ "The LDP should be based on a vision of the future which should be clear, realistic, and based on the objectives and priorities of the relevant community strategy" (Para 2.10 Local Development Plans Wales 2005)

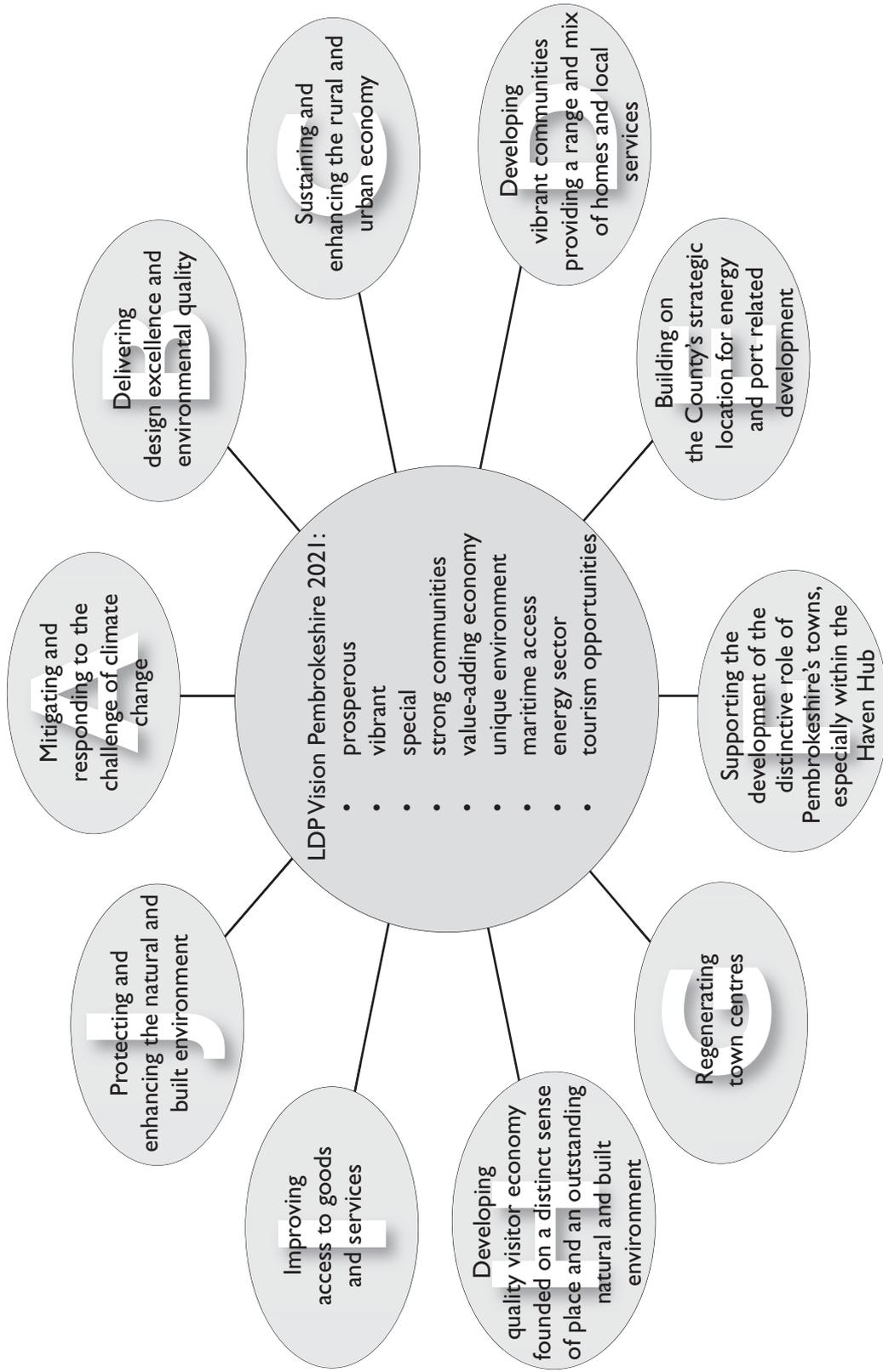
³⁸ "The Wales Spatial Plan provides the overarching policy framework for the preparation of LDP. Local Planning Authorities are required to have regard to both the vision and propositions set out in the document" (Para 2.33, LDP Manual 2006)

Delivering the Vision

- 4.4 The Vision describes the type of place the Council would like Pembrokeshire to be in 2021. In order to achieve this it is helpful to break this Vision down to identify the key elements that will deliver it.

- 4.5 The key principle to deliver the Plan is identified as being sustainable development; the objectives that underpin this key principle and the Vision are identified, together with objectives and sub-objectives on the next pages.

Figure 1: Strategic Objectives to deliver the Vision – Sub Objectives developing these are shown in Figure 2.



Delivering the Objectives

- 4.6 Ten strategic objectives pick up on the different elements of the Vision as highlighted in Figure 1.
- 4.7 Sustainable development is an overarching principle that is crucial to the Plan's implementation. The strategic objectives and sub objectives (shown in Figure 2) combine to deliver this and will tackle many of the issues identified earlier in the Plan.
- 4.8 There are interconnections between a number of the objectives. For example 'regenerating Pembrokeshire's town centres' supplies job opportunities within the towns and better services for local people and visitors.
- 4.9 Delivering the Vision and principle of sustainable development will be a complex process and in order to achieve this for Pembrokeshire the County Council must work with partner organisations to respond positively to climate change, one of the biggest challenges facing society. The objective to mitigate and respond to the challenge of climate change underpins the delivery of the Plan.
- 4.10 Delivering sustainable development in the context of climate change means thinking carefully about the location and design of new development. This means locating new development in appropriate locations that will not require relocation in the future as a result of issues such as flooding and will not unnecessarily cause additional travel³⁹. Careful planning will mitigate against society facing future costs which could undermine sustainable development and economic growth. As well as location, the objective of delivering design excellence is a crucial element of sustainable development. To reduce long term running costs and prevent the need for expensive alterations at a later date excellent design at the earliest stage is crucial.
- 4.11 There are inevitably dilemmas and conflicts that will emerge in delivering the Vision for the County. To deliver strong communities across the County means strengthening both rural and urban communities. This means supporting the development of rural communities which has the potential to increase the need to travel. Such impacts can however be mitigated and

³⁹The Stern Report (2006) noted that in the UK annual flood losses alone could increase from 0.1% of GDP today to 0.2-0.4% of GDP once the increases in global average temperatures reach 3 or 4 degrees Celsius.

reduced by developing a framework which promotes employment, services and sustainable transport options in rural areas and focuses growth on existing rural communities with services. Other impacts on landscape and biodiversity likely to emerge from a more rural focus on development will be mitigated by policies focusing on good design, appropriate scale of development, and requiring landscape and biodiversity protection measures where necessary.

- 4.12 Figure 2 on next page shows how this Plan will deal with the issues identified, how the Plan's objectives have been transformed into policy approaches and how these will be monitored.

Figure 2: Relationship between Issues, Objectives, Policies and Monitoring

Key Issue	Objective	Sub-Objective	Delivered by policy approach	Key monitoring outcomes
Topics identified from public, stakeholder consultation and evidence base	Area of concern to be addressed by the Plan	Detailed element/ breakdown of the area of concern	Policy to address the area of concern	An assessment of whether the Plan is working
Key Issue	Objective	Sub objective	Delivered by Policy Approach	Key monitoring outcomes
Environment (4) Infrastructure, Transport and Accessibility (3)	Mitigating and responding to climate change (A) and Improving access to goods and services (I)	<ul style="list-style-type: none"> To retain best quality agricultural land for productive purposes. To minimise development on areas of land at flood risk. 	<p>Allocated sites identified in sustainable locations appropriate for different types of development.</p> <p>Criteria based policy to assess whether proposals are appropriate in nature and location.</p>	<p>1. Development takes place in accord with the strategy of the Local Development Plan.</p> <p>2. No significant additional flood risks arising from development.</p> <p>3. Development is delivered in line with the settlement hierarchy.</p>
		<ul style="list-style-type: none"> To promote housing development in settlements where good levels of services already exist to reduce the need to travel. To reduce the need to travel to access work, services and goods. 	<p>Identify Settlement Boundaries for settlements where development is considered appropriate.</p> <p>Settlement hierarchy approach directs housing allocations and windfall to settlements with a good level of goods and service provision.</p> <p>Criteria based policies enable new service and community facilities to be opened in settlements across the hierarchy.</p> <p>Employment allocations identified where appropriate and criteria based policies enable new employment premises to be opened in settlements across the hierarchy.</p>	
		<ul style="list-style-type: none"> To be efficient in the use of resources and energy. 	<p>Criteria based policy requiring development proposals to minimise energy demand, improve efficiency and promote power generated from renewable resources.</p> <p>Criteria based policy on sustainable design.</p>	

Key Issue	Objective	Sub objective	Delivered by Policy Approach	Key monitoring outcomes
<p>A Strong Rural and Urban Economy (2)</p> <p>Infrastructure, Transport and Accessibility (3)</p>	<p>Building on the County's strategic location for energy and port related development (E)</p>	<ul style="list-style-type: none"> To ensure sufficient land is available for port and energy / renewable energy technologies both for research and for delivery in key sites on the Haven and in the Hub Towns. 	<p>Allocated employment sites to enable energy related developments both for research and development on the Haven and in the Hub Towns.</p> <p>Criteria based policy supportive of port related development proposals.</p>	<p>4. Availability and take up of employment land is secured for Port and energy / renewable energy related sectors,</p> <p>5. Levels of new infrastructure provided over the course of the Plan and progress with the prioritisation/ funding and development of key strategic transport schemes and improved ICT connectivity.</p>
		<ul style="list-style-type: none"> To improve connectivity across the County and particularly to the Hub Towns and Haven. 	<p>Requirements for future transport infrastructure improvements identified</p>	
		<ul style="list-style-type: none"> To provide necessary infrastructure for development to take place. 	<p>Policy framework that facilitates improvements to communications infrastructure.</p> <p>Criteria policy which ensures necessary infrastructure is provided with all developments.</p>	
<p>A Strong Rural and Urban Economy (2)</p> <p>And</p> <p>Regenerating Town Centres (G)</p>	<p>Supporting the development of the distinctive role of Pembrokeshire's towns, especially within the Haven Hub, (F)</p> <p>And</p> <p>Regenerating Town Centres (G)</p>	<ul style="list-style-type: none"> To strengthen and improve the retail offer. To strengthen Haverfordwest's role as a sub-regional centre. 	<p>Criteria based policy on sustainable design.</p> <p>Criteria based policy on historic environments.</p> <p>Town Centre boundaries identified with policy approach which protects core areas for retail.</p> <p>Appropriate retail allocations are identified within the Hub Towns (Town Centres) and Service Centres (Local Retail Centres) to develop the distinctive roles of centres and strengthen Haverfordwest's role as a sub-regional centre.</p>	<p>6. Pembrokeshire's town and local centres are vibrant and diverse. Haverfordwest's role as a sub-regional centre is strengthened.</p>

Key Issue	Objective	Sub objective	Delivered by Policy Approach	Key monitoring outcomes
A Strong Rural and Urban Economy (2) Environment (4)	Developing a quality visitor economy founded on a distinct sense of place and an outstanding natural and built environment (H)	<ul style="list-style-type: none"> To encourage development that complements the natural and built environment. To improve the range and quality of attractions and accommodation. 	Criteria based policy on tourism proposals which enables appropriate new development to take place and allows for the upgrading of existing facilities.	7. A range of holiday accommodation and attractions are available to meet the different needs of visitors.
A Strong Rural and Urban Economy (2)	Sustaining and enhancing the rural and urban economy (C)	<ul style="list-style-type: none"> To reduce the need to travel. To facilitate agricultural diversification in rural areas 	<p>New employment and mixed-use sites are allocated in appropriate locations.</p> <p>Criteria based policies on the economy (including on employment sites and community facilities) which enables development in settlements across the hierarchy. Criteria based policy to protect existing employment sites.</p> <p>Criteria based policy approach to manage agricultural diversification.</p>	<p>8. New employment and mixed-use sites for live-work units are provided in both urban and rural areas and existing sites are safeguarded.</p> <p>9. A range of employment opportunities exist in urban and rural areas</p>
		<ul style="list-style-type: none"> To safeguard the mineral resource and manage its development. 	Safeguarded minerals resource with appropriate Buffer Zones and a policy framework on minerals development.	10. Development which would undermine the safeguarded minerals resource is not permitted.
Sustainable Communities (1)	Developing vibrant communities providing a range and mix of homes and local services (D)	<ul style="list-style-type: none"> To provide sufficient land to meet the housing needs arising within the County Council's planning area. To provide housing which is affordable. 	<p>Land is identified within the Plan for 5700 dwellings.</p> <p>Criteria based policy establishing affordable housing targets. All development in Small Local Villages to be for affordable housing.</p>	11. An estimated 5700 new dwellings are provided of which at least 980 new affordable homes are provided.
		<ul style="list-style-type: none"> To protect local culture and language. 	Criteria based policy on the Welsh language	12. Development is sensitive to the needs of language sensitive communities in scale and nature
		<ul style="list-style-type: none"> To enable the provision of community facilities. 	Identified allocations for community facilities. Criteria based policy to protect and provide community facilities.	13. Existing community facilities are protected and provision enhanced

Key Issue	Objective	Sub objective	Delivered by Policy Approach	Key monitoring outcomes
Environment (4)	<p>Delivering design excellence and environmental quality (B)</p> <p>and</p> <p>Protecting and enhancing the natural and built environment (J)</p>	<ul style="list-style-type: none"> To protect and enhance the natural environment, particularly designated nature sites and protected species and habitats across the plan area. 	<p>Identified designated nature sites on the Proposals Maps.</p> <p>Identified green wedges on the Proposals Maps.</p> <p>Criteria policy protecting landscape, biodiversity and habitats.</p>	<p>14. Landscape quality, diversity and distinctiveness is maintained</p> <p>15. Development does not compromise the favourable conservation status of species and habitats of European significance and wherever possible enhances biodiversity</p>
		<ul style="list-style-type: none"> To manage waste sustainably. 	<p>Criteria-based policies for assessment of waste management proposals.</p> <p>Allocations for new waste facilities.</p> <p>Criteria policy on use of recycled and secondary aggregates</p> <p>Criteria policy on recovery and re-use of waste.</p>	<p>16. Waste facilities to meet the County's requirements.</p>
		<ul style="list-style-type: none"> To conserve and enhance the historic environment. To achieve good sustainable design. 	<p>Criteria based policy approach to assess development proposals which would impact on the historic and built environment.</p> <p>High quality sustainable design policy.</p>	<p>17. A flourishing historic and built environment.</p> <p>18. High quality sustainable design.</p>

Chapter 5: Plan Strategy

5. LDP Strategy

5.1 The Strategy is designed to deliver the Vision for Pembrokeshire, meet the objectives of this Plan and respond to the issues identified to deliver sustainable development. It is derived from national and regional policy principles and an evaluation of economic, social and environmental factors and the key issues and characteristics that make Pembrokeshire unique.

5.2 The strategy focuses on enabling development in accordance with the objectives and sub-objectives established in Figure 2 Chapter 4: It includes a settlement strategy that aims to achieve a balanced distribution of new development between urban and rural Pembrokeshire. Within the rural area, growth is focused on those settlements with a good level of service provision. It is anticipated that 60% of housing will be built in the urban areas and 40% in the rural areas.⁴⁰

5.3 The Preferred Strategy considered alternative strategies. These alternatives included a strategy focusing growth mainly on the Hub Towns, and another directing growth to linked settlements in rural areas which in combination provided a range of services. A strategy for a more balanced distribution of growth, targeting those settlements with a good range of services and facilities, was determined to be the best approach to deal with the issues facing Pembrokeshire and to meet the Plan's Vision and Objectives.⁴¹

5.4 This strategy will be implemented through developments that comply with 16 Strategic Policies contained within this chapter and supported by General Policies and allocations, set out in the following chapter. The Strategic Policies include:

- An over-arching Strategic Policy on sustainable development that relates to all proposals.

⁴⁰ Appendix 3 provides further information.

⁴¹ Evidence to support the chosen strategy is contained within various background papers and supporting documents, including:

- Scale and Location of Growth paper, 2010
- Summary of Issues from Public Consultations
- Rural Facilities survey report, 2008
- Local Housing Market Assessment, 2007
- LDP Sustainability Appraisal, 2010

- Strategic Policies relating to specific land use and a range of topics that are within the influence of the planning system. These policies indicate the role that a particular land-use or topic has in achieving the Vision and Objectives for Pembrokeshire over the Plan period.
- A small number of area-based Strategic Policies, setting out appropriate scales and detailed locations for future development. The area-based Strategic Policies will deliver the spatial aspects of the Vision and Objectives and are also supported by General Policies and allocations.

5.5 The Key Diagram illustrates the elements of the spatial strategy including the location and status of settlements in the settlement hierarchy and important transport routes and Hubs.

SP 1 Sustainable Development

All development proposals must demonstrate how positive economic, social and environmental impacts will be achieved and adverse impacts minimised.

All key issues apply.

This Strategic Policy will contribute towards achieving Objective(s): A, B, C, D and J

The following General Policies provide more detailed guidance on this Strategic Policy: GN.1 – GN.4, GN.33 – GN.38.

5.6 The planning system provides for a presumption in favour of sustainable development and national planning policy provides a definition of sustainable development in Wales⁴². The overarching aim of the Plan is to ensure that Sustainable Development is achieved. This means ensuring that the types of development that take place are appropriate for their location and built and designed in such a way as to achieve positive economic, social and environmental impacts. Detailed policies such as General Policies GN.1 to GN.4 and GN.33 to GN.38 of the Plan will be critical in ensuring that this Strategic Policy is met. These policies focus on ensuring that proposals are appropriate in scale and nature for different locations, that the design achieves safe, attractive and inclusive environments which are sustainable and optimise energy use and efficiency and incorporate renewable energy technologies where feasible, whilst addressing landscaping and infrastructure requirements of any development.

⁴² See sections 4.1 and 4.2 of Planning Policy Wales (Edition 5)

5.7 The delivery of zero-carbon development and wider use of low-carbon and no-carbon technology in new building projects is being driven by Government targets and associated changes to the Building Regulations, the related 'Code for Sustainable Homes' and the requirements of BREEAM. This policy is complementary to these initiatives, which in combination will help to deliver new development that is sustainable.

SP 2 Port and Energy Related Development

Development at the Ports of Milford Haven and Fishguard will be permitted for port related facilities and infrastructure, including energy related development.

Linked key issues: A strong rural and urban economy, Infrastructure, Transport and Accessibility

This Strategic Policy will contribute towards achieving Objective(s): A, C and E

Topic-based Strategic Policies

5.8 The following Strategic Policies relate to a range of land-uses and topics which will contribute to achieving positive change and development in Pembrokeshire. They relate to topics identified under the objectives of this Plan and should contribute towards achieving these objectives.

The following General Policies provide more detailed guidance on this Strategic Policy: GN.4, GN.6, GN.9, GN.21, GN.35 - 39 and GN.41.



- 5.9 Milford Haven Port (which incorporates the dock areas at both Milford Haven and Pembroke Dock) provide internationally important and scarce deep-water port facilities in a sheltered location. At Fishguard Harbour (Goodwick) and Milford Haven Port improvements to facilities and infrastructure will benefit the local and national economy and will confer benefits on other countries, particularly the Republic of Ireland. These areas have been spatially defined on the Proposals Maps. The spatial area defined recognises those areas that are most suitable for these forms of development, but the policy is not intended to protect such areas exclusively for such development. Individual proposals coming forward under policy SP2 will require project level Habitats Regulation Assessment to consider their likely significant effects on the features of the SAC. The seaward limit of planning control is normally the mean low water mark (at Pembroke Dock it is the mid-channel mark). Development proposals below this mark (or beyond the mid-channel mark at Pembroke Dock) are outside the scope of the planning system, being regulated under the provisions of other legislation.
- 5.10 Milford Haven Port already hosts major energy-related installations and infrastructure and there is potential to further develop this role. It also provides a ferry terminal, at Pembroke Dock, providing freight and passenger connections to the Republic of Ireland. As well as the ferry terminal, there are also extensive areas of employment land at Pembroke Dockyard, together with smaller areas used for other purposes. Within Pembroke Dockyard, discrete areas of land are available for re-use for employment and/or port-related purposes. Additionally, re-configuration of areas currently in use may be proposed in conjunction with transformative development proposals. At Milford Dock, current land uses include employment, leisure, marina, residential, retail, berthing for fishing vessels and port-related engineering. Further land in this area is available for re-use and there is a possibility that, as at Pembroke Dockyard, re-configuration of areas currently in use may be proposed in conjunction with transformative development proposals.
- 5.11 Fishguard Harbour is primarily a ferry terminal and like Pembroke Dock provides onward connections to the Republic of Ireland.

SP 3 Employment Land Requirements

Land is provided for the development of 173 hectares of employment land on a mix of strategic and local employment sites. Strategic employment sites are identified at the following locations:

Site Name	Site Reference	Area (ha)	Use Class
Blackbridge, Milford Haven	S/EMP/086/LDP/01	33.45	B1, B2, B8
Pembrokeshire Science and Technology Park, Pembroke Dock	S/EMP/096/00001	22.38	B1
Withybush Business Park, Haverfordwest	S/EMP/040/00001	20.61	B1
Trecwn	S/EMP/136/0001	21.11	B1, B2, B8

The specified uses are those that will be permitted on the listed sites. Where appropriate, other classes of employment use or compatible sui generis uses may also be permitted (or combinations of such uses).

Linked key issues: A strong rural and urban economy, Infrastructure, Transport and Accessibility

This Strategic Policy will contribute towards achieving Objective(s): C and E

The following General Policies provide more detailed guidance on this Strategic Policy: GN.5 – GN.9, GN.40 and GN.41.

- 5.12 In accordance with Planning Policy Wales (Edition 5, November 2012), this policy provides a range of sites in sustainable locations that are suitable for development for enterprise and employment purposes.
- 5.13 The Wales Spatial Plan Update 2008 identifies as a strategic priority an aim to develop a more diverse and entrepreneurial knowledge-based economy and identifies both energy and the environment as being critical to achieving success in this area.
- 5.14 To support the future development of port and energy related activities in proximity to the Milford Haven Waterway, strategic employment sites are allocated at Blackbridge (Milford Haven) and at the Pembrokeshire Science and Technology Park (Pembroke Dock). The energy sector (renewable energy technology in particular) is important as a potential growth sector in the Waterway area.
- 5.15 A further strategic employment site is provided at Withybush (Haverfordwest), which will support employment growth in the County town. This site is on the strategic road network, providing connections to Fishguard to the north and other parts of south and west Wales to the east.

- 5.16 A major opportunity site also exists at Trecwn (a former Ministry of Defence site).
- 5.17 Policy GN.37 will be particularly relevant to the delivery of strategic employment sites, to ensure the avoidance of significant adverse impact through the maintenance and enhancement of protected and priority species, their habitats and designated sites. Policy GN.37 also sets out a requirement for mitigation provisions in appropriate cases.
- 5.18 Local employment sites are identified at a range of other locations in the Hub Towns and additionally in some rural settlements. This will support the plan’s growth and distribution strategy in a sustainable manner.
- 5.19 The development of employment premises in rural settlements is encouraged, ensuring there will be greater opportunities for the rural population to work nearer their homes and thus reduce the demand for travel into Pembrokeshire’s main towns. Pembrokeshire already has a high level of self-employed individuals - many of whom work from home – and this will be encouraged further. Improved infrastructure, transport and communication networks will be important in encouraging such growth.
- 5.20 In addition to the identified new employment sites a criteria-based policy approach will provide opportunities for new employment proposals to come forward on unallocated land in or well-related to settlements and in rural locations where such a location is essential to the enterprise.

SP 4 Promoting Retail Development

The retail hierarchy for Pembrokeshire is:

Sub-regional Town Centre	Haverfordwest
Town Centre	Pembroke Dock, Pembroke, Milford Haven, Fishguard, Narberth
Local Retail Centre	Goodwick, Neyland, Crymych, Letterston, Johnston, Kilgetty

All new retail and leisure development should be consistent in scale and nature with the size and character of the Centre and its role in the retail hierarchy.

Proposals which would undermine the Retail Hierarchy will not be permitted.

Linked key issues: A strong rural and urban economy

This Strategic Policy will contribute towards achieving Objective(s): D, F, G and I

The following General Policies provide more detailed guidance on this Strategic Policy: GN.12 – GN.15

- 5.21 Retail proposals will be expected to reflect the level of hierarchy within which the proposal is located in both scale and nature. All the Town Centres are designated in part as Conservation Areas and maintaining the individual character of these Towns must form an important element of any development proposal.
- 5.22 Proposals within Haverfordwest should make a positive contribution to its role as the County town and a sub-regional town centre. Proposals which enhance provision, particularly of larger comparison stores, within the Town Centre will be encouraged and an allocation for such units is made as part of the Plan.
- 5.23 Proposals within Pembroke Dock should reflect the role played by the town as the important retail centre in South Pembrokeshire. Proposals which build on connections between the town and marina will be encouraged as well as improved pedestrian connections from the town centre to the developments at London Road. A redevelopment opportunity exists for the St Govan's Centre within the Town Centre.
- 5.24 It is anticipated that proposals within Milford Haven, Pembroke, Fishguard and Narberth will be of a smaller scale than those proposed in Haverfordwest and Pembroke Dock. Proposals in Narberth, the smallest of the town centres will be expected to reflect the niche retail nature of the existing town centre.
- 5.25 Proposals within the Local Retail Centres should not undermine or impact on the vitality or viability of surrounding Town Centres, but should maintain the service provision of these settlements and continue to provide facilities for the surrounding rural areas.

SP 5 Visitor Economy

Proposals for development relating to the visitor economy will be supported provided that they are in sustainable locations, contribute to the diversity and quality of accommodation and attractions, respect and protect the environment and benefit local communities.

Linked key issues: A Strong rural and urban economy, Environment, Infrastructure, Transport and Accessibility

This Strategic Policy will contribute towards achieving Objective(s): H

The following General Policies provide more detailed guidance on this Strategic Policy: GN.16 – GN.21, GN.34 and GN.35

- 5.26 The General Policies establish the locations that will be considered appropriate for different types of development and the criteria that proposals will be expected to meet in order to enhance the sustainability of Pembrokeshire as a visitor destination.

- 5.27 Pembrokeshire's natural and built environment has attracted visitors for many years, both to the National Park and further inland to the County's rivers, mountains, heritage and historic towns and villages. The visitor economy is now one of the most significant drivers of the local economy and both the Wales Spatial Plan Update 2008 and Pembrokeshire County Council Tourism Strategy (2006-2012) recognise its importance as a sector to the County.
- 5.28 A focus for the future is the provision of a strong and diverse year round industry based on a high quality destination which visitors will want to revisit. A crucial feature of achieving this is ensuring that the aspect that draws visitors - the quality of the environment – is enhanced by any development that takes place. To ensure this is achieved, proposals for visitor attractions and leisure facilities in the countryside, are required to demonstrate that such a location is essential.

SP 6 Minerals

A contribution to the national, regional and local need for a continuous supply of minerals will be met by:

- 1. Maintaining a reserve of hard rock and sand and gravel during the Plan period;**
- 2. Safeguarding known resources⁴³ of coal and aggregates (including sand and gravel and hard rock) from permanent development, except those in settlements; and**
- 3. Safeguarding the landfall locations for marine dredged sand and gravel.**

Linked key issues: A strong rural and urban economy

This Strategic Policy will contribute towards achieving Objective(s): C

The following General Policies provide more detailed guidance on this Strategic Policy: GN.22 – GN.25

- 5.29 Minerals Technical Advice Note 1 on Aggregates (2004) requires minimum landbanks to be maintained throughout the Plan period (a 10 year supply of hard rock and a 7 year supply of sand and gravel).

⁴³ At outcrop locations

- 5.30 The Pembrokeshire Coast National Park Authority is not required to maintain a landbank for hard rock or sand and gravel and is only expected to contribute to supply in exceptional circumstances.
- 5.31 Based on an ‘in principle’ agreement between the Council and the National Park Authority, a Pembrokeshire-wide reserve provides for a combined landbank for hard rock of 36.47 years and for sand and gravel of 17.86 years at 2012, with 28.82 years of hard rock supply and 8.36 years sand and gravel available at 2021^{44 45}.
- 5.32 This policy safeguards the mineral resource of the Plan area (coal, hard rock, sand and gravel) and the landfall for offshore working, in accordance with national⁴⁶ and regional policy⁴⁷, to ensure availability for future generations and to ensure that the resource in Pembrokeshire is able to contribute to the national, regional and local demand for minerals. Existing mineral working sites are listed at Appendix 2 and the extent of the safeguarded areas⁴⁸ is shown on the Proposals Map.
- 5.33 The Council acknowledges the policy direction of focusing mineral working outside the National Park. It has identified the sand and gravel resource⁴⁹ for the Plan period and will secure the required sand and gravel land bank progressively, through review of this Plan, with an associated monitoring trigger, to maintain an above minimum landbank. The landbank for hard rock is plentiful and a generous landbank will remain at the end of the plan period.
- 5.34 The minerals industry has not given an indication of its preference for future sand and gravel production sites within the Plan area and in that context, neither sand and gravel working allocations nor identification of Preferred Areas for future working are appropriate for this Plan. Instead, an Area of Search is identified for future sand and gravel working, which is the safeguarded sand and gravel resource area. This forms an element of the safeguarded mineral resource shown on the Proposals Map.

⁴⁴ Taking account of the approved quarry extensions at Pant Gwyn Quarry and Trefign Quarry.

⁴⁵ Mineral Landbank Calculations (based on December 2008 data) Summary Statement for Pembrokeshire County Council - Updated, July 2012

⁴⁶ Minerals Planning Policy Wales (2000), Minerals Technical Advice Notes (Wales) 1 (2004) and 2 (2009)

⁴⁷ the Regional Technical Statement for the area covered by the South Wales Aggregates Working Party (2008)

⁴⁸ Mineral Mapping Project Wales, WAG (BGS), 2010

⁴⁹ BGS Minerals Mapping Wales 2010

5.35 Further discussions will now take place within the region between Local Planning Authorities and with minerals operators to identify the best potential locations for future sand and gravel working in Pembrokeshire and south west Wales. These will examine the nature and extent of potential alternative supplies, including opportunities to use recycled secondary products. The LDP therefore presents an interim position on minerals production, particularly in relation to sand and gravel. The Council is committed to maintaining the momentum towards the eventual cessation of minerals production in the Pembrokeshire Coast National Park and will work collaboratively to help resolve this issue, while recognising that full achievement will only be reached once existing

consented quarries in the National Park are worked out or production ceases for other reasons. Should any shortfall in the reserve be revealed through annual monitoring, planning applications in the Areas of Search will be assessed against Policy GN.23.

SP 7 Housing Requirement

Provision is made for approximately 7,300 dwellings in the Plan period, to enable delivery of 5,700 dwellings.

Linked key issues: Sustainable Communities

This Strategic Policy will contribute towards achieving Objective(s): D

The following General Policies provide more detailed guidance on this Strategic Policy: GN.11, GN.26 – GN.32



- 5.36 The LDP housing requirement is derived from Welsh Government's 2008-based household projections⁵⁰. The household projections indicate that a total of 5,724 new homes are required from 2011-2021, at an annual rate of 572 per year⁵¹. A major driver of the housing requirement is the reduction in the average size of households, and particularly the increase in single-person households. This changing nature of household provision is one aspect of the increasing need for homes.
- 5.37 New homes will be developed mainly on land allocated specifically for housing and in sustainable locations within defined Settlement Boundaries, with care taken to protect and enhance the natural and built environment. The scale and distribution of housing development in Pembrokeshire will address imbalances in the age profile of the population, for example by assisting young people to set up new households in rural villages.
- 5.38 Sufficient residential land is made available to meet the future needs of communities for both market and affordable housing. On the basis of sites allocated for housing under Policy GN.27, as well as completions, units under construction and allowances for windfall sites, small sites, conversions, demolitions and bringing empty properties back into beneficial use, the Plan makes provision for 7,329 dwellings. This allows for 1,605 dwellings more than the 5,724 units required, to allow for choice, flexibility and renewal of the existing housing stock and for non-take up of sites. The scale of housing land provision is based on an anticipated growth in population of approximately 9,000. Detailed analysis in relation to the housing requirement is set out in the Scale and Location of Growth ADDENDUM 2011 background paper which draws on population and household estimates prepared by Welsh Government⁵² and the County Council. A summary of the housing requirement and supply is attached at Appendix 3, with further site specific guidance included in the accompanying Supplementary Planning Guidance (SPG) on Development Sites.

SP 8 Affordable Housing Target

At least 980 new affordable dwellings will be provided.

Linked key issues: Sustainable Communities

This Strategic Policy will contribute towards achieving Objective(s): D

The following General Policies provide more detailed guidance on this Strategic Policy: GN.27, GN.28 and GN.29

⁵⁰ Publication post-dated the base date for the Plan

⁵¹ Scale and Location of Growth Background Paper (2010) and Scale and Location of Growth, Addendum Paper (2011)

⁵² Welsh Government Household Projections 2008

- 5.39 Everyone in the County should have access to a good quality home that meets their housing requirements. The provision of a choice of housing that is affordable to the local population is vital in achieving this.
- 5.40 The need for affordable housing in Pembrokeshire is acute across the whole County⁵³ and is informed by the Common Housing Register, the Pembrokeshire Local Housing Market Assessment (2012) and the Pembrokeshire Housing Strategy. In January 2010 there were 2,427 households in need⁵⁴ of affordable housing. The LHMA identified an annual shortfall of 1656 affordable homes over 10 years to meet accumulated historical under provision. A detailed critique of the flaws in the LHMA methodology, which is considered to result in gross over assessment of the scale of need by duplicate counting and an alternative methodology to derive the scale of need are included within the background paper 'Statement of Housing Need, 2011'.
- 5.41 The scale of affordable housing needed in Pembrokeshire is significantly greater than can be provided through current levels of Welsh Government Social Housing Grant. The planning system, through the use of planning obligations, can contribute towards the provision of affordable housing. The majority of affordable housing provision to meet the target is expected to be delivered through on site developer contribution.
- 5.42 The affordable housing target comprises a realistic assessment of how many affordable homes will be developed over the Plan period to meet newly arising need and to contribute to existing identified need. The target provides for affordable homes delivered through various means, including:
- Planning obligations negotiated as part of all residential developments - approximately 476 dwellings;
 - On sites developed by Registered Social Landlords – approximately 401 dwellings;
 - Other sources, including exception sites and self-build affordable housing – approximately 105 dwellings.
- 5.43 The County Council has undertaken viability appraisals to establish indicative (percentage) targets for developer provision of affordable housing on allocated sites. These demonstrate that it is usually viable for affordable homes to be provided on site and targets between up to 5% and 25% have been set.

⁵³ Local Housing Strategy for Pembrokeshire 2007-2012

⁵⁴ Derived using data from the Common Housing Register

5.44 In the smaller settlements in the settlement hierarchy (those identified as Small Local Villages) all residential development will be for local needs affordable housing⁵⁵. Development in these settlements is likely to take the form of single plot developments or developments of up to 5 units. Proposals for self-build low cost home ownership to meet a local need will be supported in these locations. In Large Local Villages affordable housing on site will be required on proposals of 2 or more units. A small proportion of the affordable housing target is expected to come forward under this approach.

5.45 Exception sites for affordable housing will also be considered. The County Council is committed to collaborative work with the Welsh Government and Pembrokeshire Coast National Park Authority to improve understanding of housing need at community level and to identify and bring forward suitable sites.

SP 9 Welsh Language

Development will be managed sensitively in areas where the Welsh Language has a significant role in the local community. This may include phasing, signage and / or other appropriate mitigation measures.

Linked key issues: Sustainable Communities

This Strategic Policy will contribute towards achieving Objective(s): D and H

The following General Policies provide more detailed guidance on this Strategic Policy: GN.1

5.46 An important part of what makes Pembrokeshire special to both residents and visitors is its linguistic culture. The Wales Spatial Plan recognises that the Welsh language has a significant role within communities and should be promoted as a positive attribute in accordance with Iath Pawb's⁵⁶ vision of creating a modern bilingual society. As shown by Figure 4 below, across the County some 23.9% of the population were Welsh speakers at the time of the census 2001, an increase of 5.6% on 1991. There is considerable geographic variation in the incidence of Welsh speakers, with a very low proportion in the south of the County and a much higher prevalence in the north of the County.

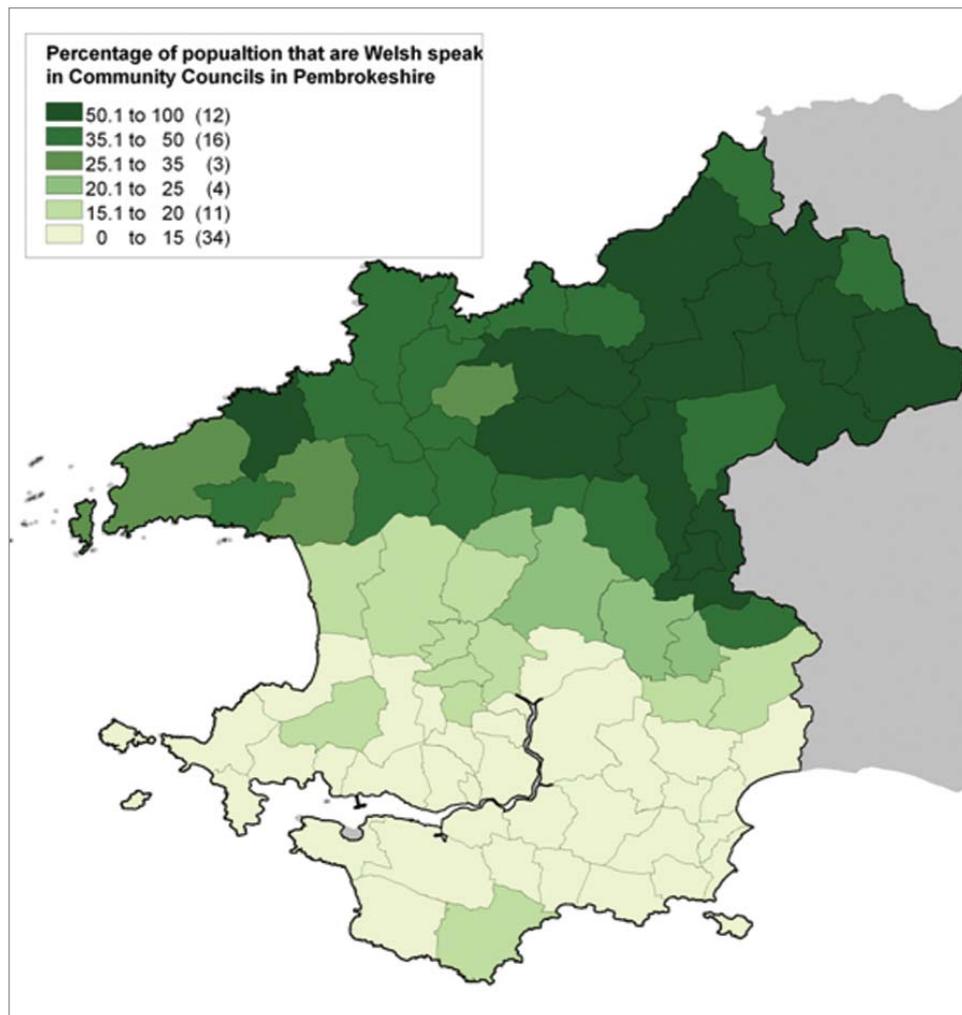
⁵⁵ In line with Technical Advice Note 6, section 4.2 (July 2010)

⁵⁶ Welsh Assembly Government, 2003

Pembrokeshire County Council Local Development Plan - Adopted 2013

- 5.47 This policy emphasises the need to protect the cultural and linguistic profile of those local communities where the language has a significant role, in so far as this is possible through the planning system.
- 5.48 This Plan seeks to maintain the County’s bilingual distinctiveness and the policy will apply to development proposals in all community councils defined as ‘language sensitive’, that is, communities where more than 25% of the population over the age of 3 is Welsh speaking⁵⁷. This policy should be read in conjunction with TAN 20 and the Development Sites SPG. The Development Sites SPG identifies where phasing is required for allocations in the Plan. Where an application is for a windfall site which would otherwise fail to comply with criteria 1 of Policy GN.1 General Development Policy but would be acceptable if phased, then phasing may be required.

Figure 4: Incidence of Welsh Speakers by Community Council (2001)



⁵⁷ Guidance has been taken from “Planning and the Welsh Language: the Way Ahead (2005)”

SP 10 Transport Infrastructure and Accessibility

Improvements to the existing transport infrastructure that will increase accessibility to employment, services and facilities, particularly by sustainable means, will be approved.

Identified improvements to the existing transport infrastructure will be safeguarded.

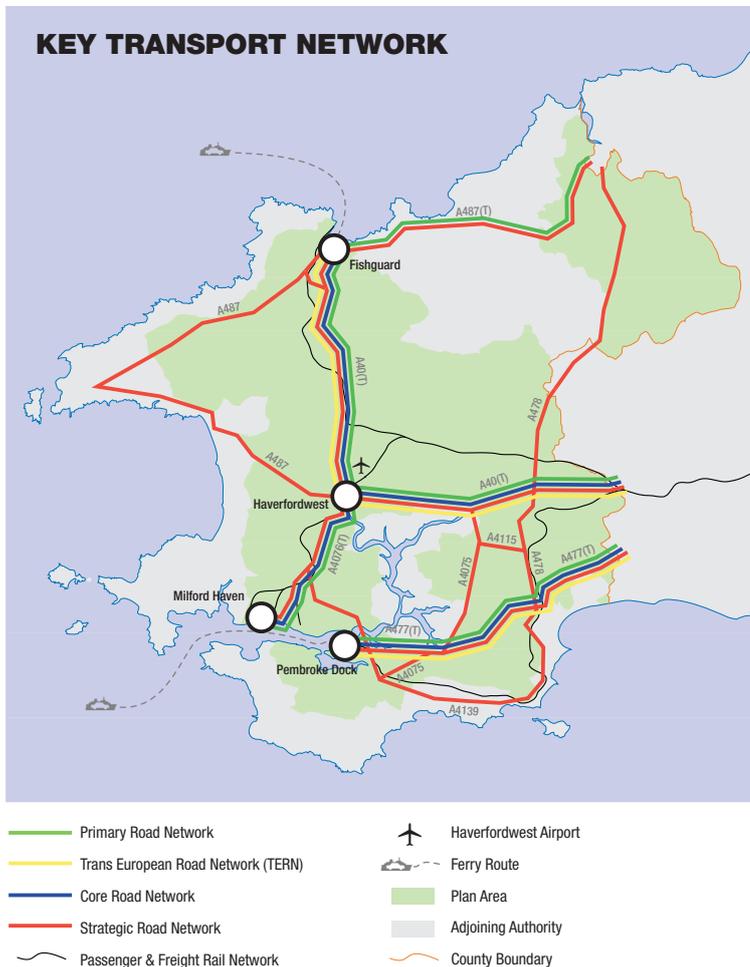
The following General Policies provide more detailed guidance on this Strategic Policy: GN.1 and GN.39

5.49 In accordance with Planning Policy Wales (Edition 5, November 2012) and Technical Advice Note (Wales) 18, this policy identifies and safeguards proposed improvements to transport infrastructure that will support economic growth. The improvements identified in the Plan and on the Proposals Map are likely to take place in the Plan period. These include improvements identified in the Regional Transport Plan for South West Wales, the programmes of the Welsh Government for Trunk Roads and the County Council for County roads.

Linked key issues: A strong rural and urban economy, Infrastructure, transport and accessibility

This Strategic Policy will contribute towards achieving Objective(s): E and I

Figure 5



SP 11 Waste

Production of waste and its impact on the environment will be minimised and the use of waste as a resource maximised, through re-use, recovery for materials or energy and, where this cannot be achieved, safe disposal, using the best practicable environmental option.

Linked key issues: Environment

This Strategic Policy will contribute towards achieving Objective(s): B and J

The following General Policies provide more detailed guidance on this Strategic Policy: GN.24, GN.40 – GN.42.

5.50 This policy establishes the authority's strategic approach to planning for sustainable, integrated waste management, in pursuance of European, UK and Welsh legislation. It elaborates on the provisions of the South West Wales Regional Waste Plan 1st Review (2008) (the RWP), which focus on:

- a) Provision of locations / sites suitable for the location of additional 'within building' waste facilities; and
- b) Identification of sites and areas of search for new 'open-air' waste facilities. LDP Policy takes into account the impact of the Wales Waste Strategy ('Towards Zero Waste') on the Regional Waste Plan. In each case the RWP seeks capacity for facilities that could serve more than one local authority area, with the

accompanying maps identifying various locations, including some in Pembrokeshire.

5.51 The RWP suggests that the total area of land required in South West Wales for new in-building facilities ranges from 60 hectares to 85.2 hectares (depending on the option chosen) and an Appendix to that document lists sites in each Unitary Authority area (including Pembrokeshire) where this might potentially happen (these being major industry sites and some other sites where Use Class B2 might be accepted). This Plan provides an update on sites with potential for this type of use. The RWP makes it clear that a surplus of land is available for accommodation of even the highest estimate of the land requirement for new waste management facilities in the region. The LDP provides a choice of potentially suitable sites for various waste management activities and will rely on the market to make choices over whether to locate within the Plan area or elsewhere within the region. The sites allocated by policy GN.40 plus the available Class B2 land within the B2 sites listed in the same policy meet the Regional Waste Plan's requirements for the Plan area.

5.52 The Waste Planning background paper summarises the current legislative position on waste management and its implications for Local Authority

municipal waste management. It outlines the waste facilities that may be needed in the Plan area. It also identifies the existing waste facilities in the Plan area.

- 5.53 The waste policies that follow in the General Policy chapter identify locations at which new waste management facilities could potentially be provided, as well as presenting criteria based policies for evaluation of any proposals for such uses that may be proposed on unallocated land.

Area-based Strategic Policies

- 5.54 Strategic Policies in this section relate to the locations at which developments will take place, and explain how the scale and nature of development is linked to its location, taking into consideration effective and sustainable accommodation of the impacts of development.

The Settlement Strategy

- 5.55 The settlement strategy aims to distribute new development appropriately across rural and urban areas, using a settlement hierarchy that incorporates the principles of the Wales Spatial Plan. The settlement strategy aims to direct housing, employment and services to locations where people already live and work, in line with the Wales Spatial Plan and the settlement hierarchy.

- 5.56 New allocations for housing development will be directed to the Hub Towns, which are Haverfordwest, Milford Haven, Neyland, Pembroke, Pembroke Dock, Fishguard and Goodwick, and, in rural Pembrokeshire, to those settlements identified as appropriate for future growth in the settlement hierarchy. The settlement hierarchy classifies all settlements according to their functional characteristics and provision of services and facilities, with Settlement Boundaries defined for Narberth, the Service Centres, Service Villages, and Local Villages⁵⁸.

- 5.57 Approximately 45% of the population already live in rural areas. Therefore by distributing housing and employment growth more equitably across Pembrokeshire there should be greater opportunity for people to work and live in the same area and thus reduce their need to travel.

- 5.58 The capacity of infrastructure has helped to shape the settlement strategy. By focusing development in villages and towns with existing services and facilities there should be a reduction in the pressure to provide new facilities. This approach will also support those services and facilities already in existence. Site allocations have taken into account deliverability and have been informed by Dwr Cymru Welsh Water and Environment

⁵⁸ The settlement hierarchy was devised using data from Pembrokeshire County Council's Rural Facilities and Retail studies as well as the principles of the Wales Spatial Plan

Agency advice on infrastructure, water resources, surface water drainage and flood risk, to ensure that development is directed to settlements where capacity is available or is likely to be made available in the Plan period with some allocations phased to take account of current infrastructure constraints.

the future. A criteria based policy allows for new community facilities to be developed on suitable unallocated sites and establishes tests which will be used to assess proposals which would involve the loss of a community facility.

5.59 Housing development in Pembrokeshire is heavily reliant on the many builders who focus on developing smaller sites. Part of the reason that Pembrokeshire’s housing completions have remained relatively stable in recent years, despite economic fluctuations, is because building on such a scale is more resilient to market forces and easier to finance. Hence, in terms of deliverability, the approach in rural areas has been to enable smaller sites to come forward.

5.60 Community facilities are an integral element of sustainable communities. Those settlements with strong levels of community facilities are identified for growth in the settlement hierarchy. The General Policy on community facilities identifies allocations for new community facilities including new schools, school site extensions, an extension to Withybush hospital and extensions to local cemeteries. These will help to ensure that communities are well served in

SP 12 The Settlement Hierarchy

A settlement hierarchy is defined on the basis of functional characteristics and availability of services and facilities, as follows:

1. Hub Towns

Haven Hub:

- Haverfordwest**
- Milford Haven**
- Pembroke Dock**
- Pembroke**
- Neyland**

North Pembrokeshire Hub:

- Fishguard**
- Goodwick**

2. Rural Settlements

2a Rural Town:

- Narberth**

2b Service Centres:

- Crymych**
- Johnston**
- Kilgetty**
- Letterston**

2c Service Villages

Abercych	Begelly	Blaenffos
Boncath	Broadmoor	Bwlch-y-Groes
Carew / Sageston	Cilgerran	Clarbeston Road
Clunderwen	Cosheston	Croesgoch
Crundale	Eglwyswrw	Hayscastle Cross ⁵⁹
Hermon	Hook	Houghton
Hundleton	Jeffreyston	Lamphey
Llanddewi Velfrey	Llandissilio	Llangwm
Maenclochog	Mathry	Milton
New Hedges	Penally	Pentlepoir
Pont-yr-Hafod ⁵⁹	Puncheston	Robeston Wathen
Roch	Rosemarket	Simpson Cross
Spittal	St. Dogmaels	St. Florence
Tavernspite	Tegryn	Templeton
Tiers Cross	Wolfscastle	

2d Large Local Villages

Burton	Burton Ferry	Camrose
East Williamston	Freystrop	Hill Mountain
Keeston	Llanstadwell	Ludchurch
Masclle Bridge	Pen-y-Bryn	Scleddau
Stepaside	Summerhill	Trefgarn Owen
Waterston		

2e Small Local Villages

Ambleston	Barnlake	Bentlass
Bethesda	Carregwen	Castlemorris
Cold Blow	Cold Inn	Glandwr
Glogue	Lampeter Velfrey	Liddeston
Little Honeyborough	Little Newcastle	Llandeloy
Llanfyrnach	Llangolman	Llanteg
Llanteglos	Llanychaer	Llawhaden
Llwyncelyn	Llys-y-Fran	Lower Freystrop
Maddox Moor	Maiden Wells	Martletwy
Newchapel	New Moat	Pelcomb Cross
Penffordd	Penycwm	Pleasant Valley
Portfield Gate	Postgwyn	Princes Gate
Redberth	Reynalton	Rhoshill
Sardis	Square and Compass	St. Nicholas
St. Twynells	Sutton	Thomas Chapel
Thornton	Treffgarne	Treffynnon
Troopers Inn	Tufton	Uzmaston
Wallis	Walton East	Wiston
Wolfsdale	Woodstock	

Linked key issues: Sustainable Communities

This Strategic Policy will contribute towards achieving Objective(s): A, C, D, F, I and J

⁵⁹ In the interests of place-making and to support the vitality and viability of rural communities in north west Pembrokeshire, the villages of Hayscastle Cross and Pont-yr-Hafod are included in the Service Village category.

5.61 The following matrix indicates the locations at which some types of development are likely to be accepted

5.62 The matrix shows that at every level of the hierarchy this Plan provides opportunities for a range of development and land-uses.

Policy	Haven Hub Towns	North Pembrokeshire Hub Towns	Rural Towns	Service Centres	Service Villages	Large Local Villages	Small Local Villages
Housing Allocations	✓	✓	✓	✓	✓		
Windfall market housing	✓	✓	✓	✓	✓	✓	
Local need affordable housing	✓	✓	✓	✓	✓	✓	✓
Exception sites for affordable housing	✓	✓	✓	✓	✓	✓	✓
Employment Allocations	✓	✓	✓	✓	✓		
Employment sites through criteria-based policies	✓	✓	✓	✓	✓	✓	✓
Community facilities – within or well-related to settlements	✓	✓	✓	✓	✓	✓	✓

SP 13 Settlement Boundaries

Settlement Boundaries are shown for all settlements and define the areas within which development opportunities may be appropriate. Within Small Local Villages, Settlement Boundaries are defined indicating where local needs affordable housing will be permitted. In Hub and Rural Towns, Service Centres and Service Villages Settlement Boundaries define the physical, functional and visual extent of the settlement and take into account proposed allocations. Local Village Settlement Boundaries are defined more tightly, limiting opportunities to small scale infill and rounding off.

5.63 A Settlement Boundary ensures that development takes place in sustainable locations and that the natural environment is protected. For most types of development the most appropriate location is within a Settlement Boundary, although in some cases there will be justification for an edge-of-settlement or countryside location. The General Policies clarify locations considered acceptable for specific land-uses, including exceptional circumstances in which development may take place outside and adjacent to a Settlement Boundary. Development proposals for housing in the Hub Towns, Rural Towns, Service Centres and Service Villages will be expected to take into account, in the mix of housing type, size

Linked key issues: ALL

This Strategic Policy will contribute towards achieving Objective(s): A, C, D, I and J

and tenure, the increasing numbers of single person households and the ageing population.

SP 14 Hub Towns

Within the Hub Towns development will encourage sustainable communities and complementary relationships between the Towns by promoting each of the following:

- 1. Development in locations which support and reinforce the roles of the towns within the Hubs;**
- 2. High quality accommodation that supports diversity in the residential market;**
- 3. Opportunities for new commercial, retail, tourism, leisure and community facilities;**
- 4. Appropriate land uses which are well-related to a Settlement Boundary; and**
- 5. Accessibility to services by a range of sustainable modes of transport.**

Linked key issues: ALL

This Strategic Policy will contribute towards achieving Objective(s): A, C, D, E, F, G, I and J

- 5.64 The Wales Spatial Plan Update 2008 identifies the importance of developing the Area's three strategic Hubs, two of which (the Haven Hub and the Fishguard and Goodwick Hub) are located within Pembrokeshire. A significant proportion of residential development will be directed to the Hub Towns during the Plan period. Land is allocated for

development for employment purposes in most Hub Towns, to support their continued role as centres of economic and social activity.

- 5.65 All Hub Towns have Settlement Boundaries which indicate the areas in which there is a presumption in favour of development, subject to all other policy considerations being satisfied. Some uses can take place where they are well-related to a Settlement Boundary, for example employment development and affordable housing on exception sites. Areas outside the Settlement Boundaries are considered countryside.

Haverfordwest

- 5.66 Haverfordwest is the County town of Pembrokeshire, located in the centre of the County with good road links to all areas within Pembrokeshire and strong road and rail connections to the rest of south and west Wales and beyond. It is the main administrative centre of Pembrokeshire and has significant Further Education / Higher Education and healthcare provision. The role of Haverfordwest as a sub regional Centre will develop over the Plan period, with growth in population, employment opportunities and an improved retail offer. A strategic housing allocation at Slade Lane will meet a significant proportion of the Plan's housing requirements at

Haverfordwest. Land is allocated for employment purposes in various locations across the town, with significant development opportunities at Withybush Business Park (a strategic employment site which is identified for high quality business uses). Haverfordwest's town centre is constrained by flood risk and topography but the opportunity remains to regenerate and build on the strength of the Town Centre, with a site immediately adjacent to the current retail area identified within the Town Centre boundary, to allow for some larger modern comparison units to be developed. Allocations for new community facilities including a hospital extension and new primary schools are identified on the Proposals Map.

Milford Haven and Neyland

5.67 Milford Haven and Neyland are considered in combination due to their close proximity and the nature of living and working patterns in the area, in particular the number of large energy-related employment sites near the Haven waterway. Milford Haven is a town centre with a limited catchment area, and the town centre will be consolidated and improved links developed to the marina area. Both towns have marinas and strong links to the Haven Waterway, providing opportunities to develop in the leisure, tourism and fishing industries.

5.68 There is a strategic employment allocation at Blackbridge, east of the town of Milford Haven. This site is one of the last remaining undeveloped sites adjacent to the Haven Waterway with deep water access, and offers potential for major development which can take advantage of the potential for deep water berthing of vessels.

Pembroke Dock

5.69 Pembroke Dock is a key service, employment and retail centre in south Pembrokeshire. Opportunities exist to strengthen the Town Centre by selective redevelopment which could improve the environment and increase the opportunity for larger retail units. Consent exists for the creation of a marina at Martello Quay. This opportunity should build on the town's commercial strength by linking it with the Town Centre. Redevelopment of an identified retail allocation site should also offer this opportunity. The port at Pembroke Dock connects the area to international trade and is developing as a centre of excellence for marine engineering related employment activity. Developments that seek to draw benefits to Pembrokeshire from these ports are to be welcomed. The Bridge Innovation Centre at the Pembrokeshire Science and Technology Park offers the potential to consolidate and build on the opportunities associated with

Pembrokeshire's strategic location and suitability for energy-related development.

Pembroke

- 5.70 The historic town of Pembroke will benefit from developments that further strengthen the conservation of its impressive built and natural heritage. It is an important tourist destination, as well as a town centre with a significant retail and service offer. Proposals to increase the quality of leisure-based facilities are encouraged. The Plan also safeguards land for various road improvement schemes in the town.

Fishguard and Goodwick

- 5.71 Fishguard and Goodwick play an important service role for North Pembrokeshire, and would benefit from investment to improve their retail and service provisions and reduce the need for residents to travel to other areas for work and shopping. There is consent for a supermarket on the old Junior School site and this site is allocated for retail use in this Plan. Fishguard Harbour provides an excellent sheltered location for Irish Sea ferry service to and from Ireland, with good links to the Trunk Road network and to the rail network. The Wales Spatial Plan Update 2008 identifies as a strategic priority the need to maximise the potential of the

area's maritime assets and proximity to Ireland. A marina allocation is identified in Fishguard to develop these maritime assets. In order to enable the delivery of small industrial units to complement the existing provision at Feidr Castell, two sites are identified for new employment provision, one on the former Dewhirst factory site and one behind the Parrog. These employment site allocations will enable the development of units which are complementary in nature to the existing port and the proposed marina.

SP 15 Rural Settlements

Within the Rural Settlements development will encourage sustainable communities and a thriving rural economy by promoting:

- 1. Development of a scale and nature identified as being appropriate for the settlement.**
- 2. High quality accommodation of tenure(s) appropriate for the settlement.**
- 3. Opportunities for new commercial, retail, tourism, leisure and community facilities.**
- 4. Appropriate land uses which are well-related to a Settlement Boundary.**
- 5. Greater accessibility to existing and new services.**

Linked key issues: ALL

This Strategic Policy will contribute towards achieving Objective(s): A, C, D, E, G, I and J

- 5.72 Pembrokeshire’s rural area is defined as all areas apart from the Hub Towns, and includes the small market town of Narberth. Just under half of Pembrokeshire’s population live in the rural area, and the strategy to direct a significant proportion of new residential development to settlements in the rural area is designed to improve the economic and social wellbeing of rural communities. Villages in the rural area are classified according to a settlement hierarchy, based on evidence of facilities and services available within those villages and their potential to accommodate further development. Those with high service provisions - with particular importance given to services such as a shop, Post Office or primary school - are considered more sustainable locations for development and are accordingly weighted more significantly in the settlement hierarchy.
- 5.73 The settlement hierarchy recognises that keeping services viable in rural areas is increasingly challenging, and aims to develop those settlements where services are most likely to remain viable in the medium to long term. New employment, retail and community facilities to support existing rural communities are supported, and future reviews of the Plan will allow an opportunity to revise how villages are classified in the hierarchy.
- 5.74 In the Service Centres, Service Villages and Large Local Villages a range of different housing types, employment and service proposals will be permitted. In Small Local Villages the housing will be restricted to local affordable housing only⁶⁰. Some uses can take place where a proposal is well-related to a Settlement Boundary, for example some types of employment proposal and affordable housing on exception sites. In Small Local Villages Settlement Boundaries are used to provide clarity on where local needs affordable housing may be suitable, and where employment and community facilities may come forwards within or adjacent to the Settlement Boundary.
- 5.75 The Wales Spatial Plan Update 2008 identifies the importance of spreading benefit and growth from the Hubs to the wider hinterlands and smaller rural communities and recognises that all communities need to be strengthened and sustained and both rural and urban deprivation tackled. It states that it is important that housing growth also seeks to revitalise and sustain smaller centres and communities. The Local Housing Strategy for Pembrokeshire (2007 – 2012) identifies as a key theme more accessible, affordable housing, particularly in rural areas to help sustain fragile communities.

⁶⁰ Supplementary Planning Guidance on affordable housing defines local needs affordable housing.

5.76 This Plan's approach follows guidance in Planning Policy Wales (Edition 5, November 2012) (paragraph 9.2.22) and recognises that providing some growth in rural communities may assist in providing sufficient demand to support the retention of facilities within rural settlements. Directing housing towards settlements with strong service provision also reduces the need for residents to travel. The settlement hierarchy is based on existing service provision⁶¹.

Narberth

5.77 Narberth is an attractive market town in east Pembrokeshire with a niche retail offer that attracts visitors from a wide catchment area. Development in Narberth should maintain the attractiveness of the experience of living in and visiting the town. Residential development during the Plan period will include a range of different housing types. Narberth offers good links to the A40 and therefore an employment allocation has been made along Redstone Road. Further proposals to develop and expand employment premises which are within or well-related to the Settlement Boundary of the town are also encouraged.

Service Centres

5.78 Four settlements are identified in the settlement hierarchy as Service Centres: Crymych, Johnston, Kilgetty and Letterston. The Vision for Service Centres is that they consolidate and develop their roles as places where a good range and choice of services are provided, are accessible to their own population and a wider rural hinterland, and reduce the need for the rural population to travel to towns for retail, leisure and employment purposes. The four Service Centres have excellent public transport connections and are sustainable locations for development in rural Pembrokeshire. Housing, employment or mixed-use and community facility allocations are identified where appropriate for Service Centres.

Service Villages

5.79 There are 44 villages defined in this category of the settlement hierarchy. Each village offers a good provision of services and facilities to meet the day to day needs of their population, but plays a more limited role for the wider population. Where appropriate sites are available, housing allocations for market and affordable housing have been identified in Service Villages, with the precise

⁶¹ See also Technical Advice Note 6, section 4 (July 2010)

number for each village varying according to their location, service provision and capacity to accommodate development. Proposals to develop and expand employment premises in Service Villages are encouraged, as a means of reducing the need for people to travel long distances to work in towns.

Local Villages

5.80 Villages with a more limited service provision are not expected to accommodate significant levels of development during the Plan period. Some modest development of homes will be permitted in these villages within identified boundaries. Housing allocations have not been identified here. Two categories of Local Villages are identified. There are 16 Large Local Villages of a greater character and population size. Within these Villages market housing will be permitted, but Affordable Housing will be required on all developments of 2 units or more. There are 56 Smaller Local Villages where only local needs affordable housing will be permitted. Proposals to increase the service provision and employment opportunities in these Local Villages, which are of an appropriate scale and nature, are encouraged.

SP 16 The Countryside

The essential requirements of people who live and work in the countryside will be met whilst protecting the landscape and natural and built environment of Pembrokeshire and adjoining areas. Development which minimises visual impact on the landscape and relates to one of the following will be promoted:

- 1. Enterprises for which a countryside location is essential;**
- 2. Opportunities for rural enterprise workers to be housed in suitable accommodation that supports their employment⁶²; and**
- 3. The re-use of appropriate existing buildings.**

Linked key issues: ALL

This Strategic Policy will contribute towards achieving Objective(s): A, C, D, E, G, I and J

5.81 All locations outside the Settlement Boundaries are considered to be countryside. Generally, national and local planning policies restrict residential development in areas defined as being in the countryside to those whose employment requires them to live in close proximity to their place of work in the countryside. Criteria for such proposals are established by national policy. In some instances conversions of

⁶² See also Technical Advice Note 6, section 4 (July 2010)

traditional buildings in the countryside into residential use will be permitted where it means a traditional or historic building, which might otherwise be lost, is conserved and used. The building must be physically capable of accommodating the new use with minimal alteration to the original structure. Converting non traditional buildings may be acceptable for employment uses.

- 5.82 New business development proposals within the countryside will need to demonstrate that a countryside location is essential for their business. Existing businesses will be supported by allowing extensions where appropriate. Where development has to take place to meet the essential requirements of people who live and work in the countryside, it is important that the visual impact of any development is minimised.
- 5.83 National Policy enables One Planet Developments to take place where they are zero carbon in construction and use and achieve an ecological footprint of 2.4 global hectares per person or less in terms of consumption and demonstrate clear potential to move towards 1.88 global hectare target over time.
- 5.84 Pembrokeshire and its wider context, has a range of important environments and landscapes, some of which are shown on the Proposals Maps as nature designations. In

addition to the specific environments that are protected by a range of designations, there are a number of non designated landscapes, woodlands, hedgerows, trees and species that occur across the Plan area and contribute to making Pembrokeshire a special place. Some of the species found in Pembrokeshire are of significant value to the area's ecology including European protected species such as bats, otters, dormice and the marsh fritillary butterfly.

- 5.85 Pembrokeshire's outstanding natural and historic environments are part of what attracts huge numbers of visitors every year and are a valuable resource for the County as a whole. As well as being a working environment the countryside offers a range of diverse recreational opportunities for residents and visitors. This Plan aims to protect the countryside and manage its use, so that these important elements can be provided.
- 5.86 There are many challenges in maintaining a strong natural and historic environment whilst ensuring that other key objectives in the Plan such as providing housing or building on the County's strategic location for energy and port related development are met. General Policies on development will ensure that these challenges are managed successfully.



Chapter 6: General Policies

GN.1 General Development Policy

Development will be permitted where the following criteria are met:

1. The nature, location, siting and scale of the proposed development is compatible with the capacity and character of the site and the area within which it is located;
2. It would not result in a significant detrimental impact on local amenity in terms of visual impact, loss of light or privacy, odours, smoke, fumes, dust, air quality or an increase in noise or vibration levels;
3. It would not adversely affect landscape character, quality or diversity, including the special qualities of the Pembrokeshire Coast National Park⁶³ and neighbouring authorities;
4. It respects and protects the natural environment including protected habitats and species;
5. It would take place in an accessible location, would incorporate sustainable transport and accessibility principles and would not result in a detrimental impact on highway safety or in traffic exceeding the capacity of the highway network;
6. Necessary and appropriate service infrastructure⁶⁴, access and parking can be provided;
7. It would not cause or result in unacceptable harm to health and safety;

8. It would not have a significant adverse impact on water quality; and
9. It would neither contribute to the coalescence of distinct settlements nor create or consolidate ribbon development.

- 6.1 The purpose of this policy is to provide a framework for evaluation of potential development impacts. This will be used in conjunction with other plan policies to determine whether the proposed development is appropriate.
- 6.2 The policy will operate as a mechanism to ensure that all development is appropriate for the immediate location in which it is proposed and its wider setting/context. Proposals must respect the capacity of individual settlements to accommodate growth in terms of both scale and rate of development, and in relation to the settlement's position within the hierarchy. In the countryside proposals must demonstrate that such a location is necessary for the development and that the nature of the proposal is appropriate within a rural area. The scale, nature and siting of a proposal must be appropriate to the location proposed and must not undermine the character of either the site or the locality.

⁶³ In accordance with section 62(2) of the Environment Act 1995, as amended

⁶⁴ Infrastructure includes power supplies, water, foul and surface water drainage and disposal and telecommunications

- 6.3 The amenity enjoyed by people in their homes, workspaces and recreational areas will be protected from harmful, inappropriate development. Amenity is defined as those elements in the appearance and layout of settlements and the countryside which make for a pleasant life.
- 6.4 Pembrokeshire's natural and built environment will be protected from inappropriate development and, where possible, enhanced. Various designations, including nature designations, geological and geomorphological designations, Town and Village Greens, Common Land and Green Wedges⁶⁵ contribute to conserving the character of Pembrokeshire's green spaces and their surrounding environs. Furthermore the Plan area has many attractive functional landscapes which are dependent on sound land management and conservation practices and has a close physical and functional interrelationship with the neighbouring Pembrokeshire Coast National Park. Any development proposal must therefore demonstrate that it respects the natural environment, the landscape character, coherence and integrity, native species, soils, and ground and surface waters. Sensitive landscaping and planting, and the creation,
- 6.5 Urban and rural woodland, tree cover and hedgerows contribute to the visual quality and diversity of the landscape, to recreational and educational opportunities and to substantive environmental benefits such as additional or enhanced priority habitats and feeding grounds, shelter, shade, improved carbon capture, ameliorating microclimates and improving air quality. Development proposals should utilise the natural features of a site. Development that would impact upon trees, woodland and/or hedgerows will require an arboricultural survey and should aim to retain and adequately protect these features prior to, during and after development. Prospective developers of schemes that may impact upon Ancient or Semi-Natural Woodland should consult the Ancient Woodland Inventory⁶⁶ prior to any disturbance of a site. The Local Planning Authority will consult with CCW prior to authorising development on sites affecting
- maintenance and management of landscape features important to wildlife will be encouraged. Where a development proposal would result in the loss of a local landscape feature it must demonstrate that this would be outweighed by its positive impact on the overall distinctive character of the area.

⁶⁵ See Policy GN 36 Green Wedges for further details

⁶⁶ see Forestry Commission Wales website: <http://www.forestry.gov.uk/forestry/INFD-8VPJFD>

Ancient or Semi-Natural Woodland. In exceptional circumstances, where the need for a development exceeds the wildlife and/or amenity value, a good standard of replacement must be agreed prior to their removal. Pembrokeshire has a full set of quality assured LANDMAP⁶⁷ layers which evaluate the visual and sensory landscape, cultural landscape, landscape habitats, the geological landscape, and the historic landscape and, along with national planning policy, applicants are encouraged to use this information to inform their proposals as it will be used in development decision making⁶⁸.

6.6 Developments must be of a scale which the adjacent road network has the capacity to serve, without detriment to the highway network or the environmental characteristics of the road. Where necessary developers will fund improvements which are required to make development proposals acceptable. All new development should be highly accessible although settlement dispersal means that access by car will continue to play an important role in many parts of

Pembrokeshire. Walking and cycling have an important role, particularly within settlements, to reduce the number of short trips taken by car. Developers will be required to give careful consideration to location, design and access arrangements. Transport Assessments will be required for proposals likely to generate significant additional journeys, to demonstrate that sustainable transport and accessibility principles have been built into the development, including provision of cycle parking and 'set-down' areas for buses. SPG setting out Parking Guidelines will advise on appropriate levels of provision for various types of development in different locations depending on existing service provision.

6.7 Service Infrastructure includes parking, power supplies, water, means of sewage disposal, surface water disposal and telecommunications. In some instances it may be necessary for a developer to contribute to the cost of increasing service infrastructure in an area where there is a shortage.

⁶⁷ See LDP Background Paper 'LANDMAP Summary Report' January 2009

⁶⁸ See Policies on the Natural Environment, Planning Policy Wales (Edition 5, November 2012) Chapter 5 and Technical Advice Notes (TAN) 5 and 10

- 6.8 Where there are concerns that a proposal would cause harm to health and safety through contamination, adverse impact on air quality, land instability, flooding or erosion, professional advice will be sought from the relevant authority. Where such concerns relate to fluvial or coastal flooding and / or erosion, the provisions of the relevant Shoreline Management Plan and / or Catchment Flood Management Plan will inform consideration of the health and safety issues. In some instances, anticipated on-site or off-site problems may render development inappropriate; in other cases, development may be possible if mitigation is available, to make the proposal resilient to the identified problems. No housing allocations have been identified within C1 or C2 flood zones in the Plan. A small number of other allocations are located within C1 or C2 flood zones. Where allocations are at risk of fluvial or surface water flooding, this is identified within the SPG Development Sites, with requirements establishing the level of information to be provided at application stage.
- 6.9 Decisions on proposals made within the safeguarding zone of an existing installation or for new hazardous installation(s) (including airfields) will be informed by guidance from the relevant safeguarding bodies on the health and safety implications of the proposal, including compatibility with adjacent and nearby land uses and the implications for approach routes in the vicinity. A separate advisory note will be prepared on which hazardous installations have safeguarding zones and how further information relating to these zones can be obtained.
- 6.10 Part of protecting Pembrokeshire's distinctiveness, both in terms of landscape and culture involves protecting the distinctive nature of its settlements. Therefore proposals which would contribute to the coalescence of settlements or to ribbon development which encroaches into the countryside will not be permitted.

GN.2 Sustainable Design

Development will be permitted where relevant criteria are met:

1. It is of a good design which pays due regard to local distinctiveness and contributes positively to the local context;
2. It is appropriate to the local character and landscape/townscape context in terms of layout, scale, form, siting, massing, height, density, mix, detailing, use of materials, landscaping and access arrangements / layout;
3. It incorporates a resource efficient and climate responsive design through location, orientation, density, layout, land use, materials, water conservation and the use of sustainable drainage systems and waste management solutions;
4. It achieves a flexible and adaptable design;
5. It creates an inclusive and accessible environment for users that addresses community safety;
6. It provides a good quality, vibrant public realm that integrates well with adjoining streets and spaces and
7. It contributes to delivering well-designed outdoor space with good linkages to adjoining streets, spaces and other green infrastructure.

- 6.11 Delivering sustainable development underpins the Planning system in Wales. As part of the overall sustainable development agenda for Wales and for Pembrokeshire this policy seeks to deliver more sustainable buildings and places by ensuring that all new development is designed and constructed to meet all relevant policy criteria and with low maintenance implications. As well as being of significant importance for all new buildings, the policy criteria will also apply to alterations and extensions to existing buildings. For small scale proposals policy criteria considerations will be proportionate to the type of development proposed.
- 6.12 Good design is reliant on proposals emerging from an understanding of the site and its context, rather than relying on the unimaginative use of standard site layouts and building types. This policy aims to raise the standard of design for all new development across the County in order to create attractive and functional buildings and spaces and to improve areas of poor design and layout.

- 6.13 The natural and built environment of Pembrokeshire contributes significantly to the quality of life for both residents of, and visitors to, the area. The Wales Spatial Plan⁶⁹ seeks to reverse a trend for Wales to become more uniform with standard building types often failing to reflect traditional local building styles, through the promotion of local distinctiveness. Different design characteristics exist in different areas of the County therefore it is important that developers adopt a design led approach that ensures all new development responds positively to the characteristics of the site and its surroundings. This policy aims to ensure that all new development makes a positive contribution to the local character and distinctiveness of the built and natural environment and the communities within Pembrokeshire. Where no strong local characteristics exist then good, contemporary, sustainable design will be appropriate.
- 6.14 Whilst place making is about ensuring that an area retains its unique character, this principle is not contrary to good, contemporary design. As acknowledged in Planning Policy Wales (Edition 5, November 2012)⁷⁰, ‘design’ goes beyond traditional aesthetic considerations and concerns the relationship between all elements of the natural and built environment. This policy promotes a more considered approach to the design of buildings in Pembrokeshire rather than a uniform design solution for all areas and encourages the use of appropriate aspects of local design traditions and characteristics to produce contemporary buildings.
- 6.15 Climate change is a key long-term environmental challenge and the need to reduce emissions and use resources more efficiently is essential. New development will be expected to conform to the recognised national sustainable building standards of the Code for Sustainable Homes (CfSH) and/ or the Building Research Establishment Environmental Assessment Method (BREEAM). These are set out in national planning policy⁷¹. Developers will be required to address energy efficient and climate responsive design at an early stage in the design process through sustainable densities and patterns of development and the incorporation of sustainable building design. Consideration should be given to location, layout, orientation, density, land use, materials, construction techniques, landscaping, water conservation and the use of

⁶⁹ People, Places, Futures: Wales Spatial Plan, Welsh Assembly Government 2008

⁷⁰ Chapter 4.11.1

⁷¹ Planning Policy Wales (Edition 5, November 2012) Section 4.12 Planning for Sustainable Buildings

- sustainable drainage systems (SuDS) and waste management solutions. New development proposals will be expected to incorporate sustainable drainage systems and, where appropriate, the use of recycled construction materials, including secondary aggregates.
- 6.16 Designs will need to incorporate responses to the likely impact of climate change in relation to increased temperatures via natural shading, cooling and ventilation and the implications of storms and flooding. Buildings and related infrastructure should be designed to be flexible not only to climatic change but also to accommodate a variety of uses and changing needs over their lifetime.
- 6.17 The public realm should be considered as an integral element of the design process. Development proposals should be designed, constructed and maintained to create a good quality, accessible and vibrant public realm that relates well to adjoining streets and spaces. Proposals should integrate into existing movement networks, maximising connectivity, whilst providing a sense of continuity and enclosure to support the creation of locally distinctive and legible streets and spaces.
- 6.18 The principle of inclusive design should be applied to all new development in order to create accessible environments for all users that encourage walking, cycling and the use of public transport. Proposals should encourage streets and spaces as multi functional places with the pedestrian taking priority, as advised in the 'Manual for Streets'⁷².
- 6.19 Developers will be required to improve community safety through the design of new development, by introducing appropriate security measures and enabling communities to foster a sense of ownership and responsibility for local space. This will, in turn, make communities more desirable places to live and visit.
- 6.20 Supplementary Planning Guidance (SPG) will be prepared on design.

⁷² 'Manual for Streets' (DfT/CLG, 2007)

GN.3 Infrastructure and New Development

Where development generates a directly related need for new or improved infrastructure, services or community facilities and this is not already programmed by a service or infrastructure company, then this must be funded by the development, and:

1. Related in scale and kind to the development; and
2. Provided on site wherever appropriate. In exceptional circumstances contributions may be made to the provision of facilities elsewhere, provided their location can adequately service the development. The timely provision of directly related infrastructure, services and community facilities shall be secured by planning condition(s), the seeking of planning obligation(s) by negotiation, and/or by any other agreement or undertaking.

The viability of a development will be a key consideration when securing planning obligations and dispensation may be allowed where these requirements cannot be supported by land values.

Measures necessary to physically deliver a development and ensure that it is acceptable in planning terms will be required in the first instance. Where appropriate contributions may be sought for a range of purposes, including:

- 1) Affordable housing
- 2) Recreational and Amenity Open Space
- 3) Sustainable Transport Facilities
- 4) Education
- 5) Community Facilities, including libraries,
- 6) Regeneration
- 7) Waste
- 8) Renewable and low carbon energy
- 9) Biodiversity

In the event that viability considerations indicate that not all the identified contributions can reasonably be required, priority contributions will be determined on the basis of the individual circumstances of each case. In the case of housing developments, priority will be given to affordable housing unless there is an overwhelming need for the available contribution, in whole or in part, to be allocated for some other appropriate purpose/s.

- 6.21 New development places additional demands on infrastructure and services and therefore will be expected to make a contribution⁷³ to social, cultural and physical infrastructure. The provision of adequate and efficient facilities, including utilities such as water supply; foul and surface water drainage; waste management; power generation and distribution; telecommunications; public transport; open space and community facilities, underpins the delivery of sustainable development within the Plan area.
- 6.22 It is also important that provision is made for the mitigation of potential adverse impacts of new development upon biodiversity and cultural heritage. Adverse impacts might include, for example, increased erosion, pressures on habitats and species, changes in landscape character, diminishing cultural heritage or linguistic vitality, noise intrusion, air quality and traffic congestion.
- 6.23 Where necessary, developments will be required to contribute towards infrastructure, landscape improvements and mitigation measures, through planning obligations⁷⁴, unilateral undertaking or a Community Infrastructure Levy⁷⁵ as appropriate. The Council is currently assessing its position with regards to the Community Infrastructure Levy and will consider whether to introduce a Charging Schedule for larger projects. Such a Schedule would function alongside the continued use of planning obligations for small-scale infrastructure and to ensure the provision of affordable housing. Requirements for contributions could include affordable housing, transportation, physical infrastructure, flood alleviation schemes, Sustainable Drainage Systems (SuDS)⁷⁶, energy schemes, education provision, libraries, community safety, creation or improvements of the leisure network, community facilities, and biodiversity / nature conservation.
- 6.24 Detailed requirements for any such contributions (including priorities) will be identified in SPG to enable prospective developers to factor the necessary costs into their development finance at an early stage.

⁷³ Physical and / or financial

⁷⁴ Planning obligations, sometimes called “Section 106 Agreements” are legally binding agreements entered into between a local planning authority and a developer

⁷⁵ The Planning Act 2008 (Clause 11), The Community Infrastructure Levy Regulations 2010

⁷⁶ The Flood and Water Management Act, 2010

6.25 This policy allows for the relocation of critical infrastructure, such as roads, electricity substations, pumping stations and waste water treatment facilities, as an exception, where this is either adversely affected by fluvial or coastal flooding and / or erosion or identified as extremely vulnerable in the relevant plan.

6.26 General resource efficiency of energy, heat and water is an important element of good design. Minimising resource demand has huge benefits, including assisting meeting UK targets to tackle climate change, reducing pressure on local resources such as water reserves and reducing long term running costs to individual householders.

GN.4 Resource Efficiency and Renewable and Low-carbon Energy Proposals

Development proposals should seek to minimise resource demand, improve resource efficiency and seek power generated from renewable resources, where appropriate. They will be expected to be well designed in terms of energy use^{77 78}.

Developments which enable the supply of renewable energy through environmentally acceptable solutions will be supported.

6.27 The UK has signed up to the EU Renewable Energy Directive which includes a UK target of 10% (2010) rising to 15% (2020) of energy from renewable sources by 2020. The Planning and Energy Act 2008 enables Local Planning Authorities in Wales to set reasonable requirements in this Plan for “the generation of energy from local renewable sources and low carbon energy and for energy efficiency”⁷⁹. Work undertaken on behalf of the Welsh Government⁸⁰ has demonstrated the potential for renewable energy to contribute to the energy needs of major developments in Pembrokeshire.

⁷⁷ See Planning Policy Wales (PPW), section 4.12 and Technical Advice Note (Wales) 22 (TAN22) – Planning for Sustainable Buildings

⁷⁸ Proposed revisions to Part L of the Building Regulations have been subject to consultation. If agreed, the changes would result in many matters relating to achievement of zero carbon / low carbon / improved energy standards becoming a matter for consideration under the Building Regulations. To avoid duplication, a consequential partial phasing out of the sustainable buildings policy currently in TAN22 and associated revisions to PPW are under consideration by Welsh Government.

⁷⁹ Welsh Assembly Government Technical Advice Note 22: Sustainable Buildings (2010)

⁸⁰ Research undertaken by Aecom for Welsh Assembly Government – Renewable Energy Toolkit, Pilot study Pembrokeshire 2010

- 6.28 Pembrokeshire has significant potential to provide further energy from all renewable sources, building on its existing role as an energy centre. However, it lies outside the Strategic Search Areas for wind energy⁸¹. This policy aims to encourage further use of renewables to produce energy, which will help to meet Government targets for generating power from renewable sources.
- 6.29 Renewable energy technologies are found at a variety of scales, from micro-generation through to large-scale. There are also a range of different technologies available, with offshore facilities dependent on landfall infrastructure sites. These include:
- a) Generation of power from biomass
 - b) Hydro-power
 - c) Generation of power from landfill gas
 - d) Generation of power from municipal and industrial waste
 - e) Solar water heating and photovoltaics, also passive solar design
 - f) Generation of power from sewage gas
 - g) Tidal and tidal stream energy
 - h) Wave energy
 - i) Offshore wind energy
 - j) Onshore wind energy
 - k) Various micro-generation technologies, including micro-turbines and small-scale solar power, coupled with insulation and rainwater recycling
 - l) Ground sources (accessed via heat pumps)
- 6.30 The sites for these proposals do not necessarily have to be directly linked to new development proposals, but major schemes will often require a functional link between the source of power and a user for the end product and / or the National Grid. Larger settlements or employment developments can provide a heat anchor for such proposals.
- 6.31 Landscape impact, alone and in-combination, will be a material consideration in the evaluation of renewable energy proposals, with LANDMAP providing a valuable landscape analysis tool.
- 6.32 Development proposals will be expected to show that energy use has been taken into consideration at the design stage. This is a matter which is currently controlled through planning policy, but regulation may switch to Part L of the Building Regulations during the Plan period.

⁸¹ Identified in Planning Policy Wales (Edition 5, November 2012) 2010 Update Technical Advice Note 8

- 6.33 Offshore renewable energy developments are normally outside the jurisdiction of the planning system, but such developments may require a landfall site for energy infrastructure. This policy supplements Government policy and guidance⁸² to provide further basis for determination of renewable and low-carbon energy proposals. Information on allocations identified as having potential to re-use heat and power, for instance through District Heating Networks, is included in the Development Sites Supplementary Planning Guidance⁸³.
- 6.34 For major Development Sites, proposals will be expected to consider the potential for re-use of waste heat and power in, for example District Heating Networks in line with the conclusion of Background Paper E8 “Renewable Energy Study”.

GN.5 Employment Allocations

The following sites are allocated for employment use:

Site Reference	Site Name	Area (ha)	Use Classes
EMP/040/00003	Merlins Bridge Creamery Extension	5.13	B1, B2, B8
EMP/040/00005	Withybush North of Business Park	6.09	B1, B2, B8
EMP/040/00004 and /040/00009	Withybush East of Business Park	15.38	B1, B2, B8
EMP/086/00001	Haven Head Business Park Northern Extension, Milford Haven	3.82	B1, B8
EMP/086/LDP/01	Adjacent to Marble Hall Road, Milford Haven	6.86	B1, B8
EMP/086/LDP/02	Milford Haven Gas Storage Site	0.68	B1, B8
EMP/093/00001	North of Honeyborough Industrial Estate	8.55	B1, B8
EMP/034/LDP/01	Goodwick - Former Dewhirst Factory	0.99	B1, B8
EMP/034/LDP/02	Goodwick - Parrog	0.6	B1, B8
EMP/030/00001	Crymych - adjacent to Riverlea / opposite Llygad-yr-Haul	5.2	B1, B8
EMP/034/00006	Celtic Link Business Park, near Scleddau	13.47	B1, B2, B8
EMP/132/00001	A4115, Templeton	2.88	B1, B8
EMP/053/00001	Old Station Yard, Letterston	1.23	B1, B8
EMP/000/LDP/01	Carew Airfield	5.6	B1, B8
EMP/088/LDP/01	Rushacre Enterprise Park Extension	1.32	B1, B8

The specified uses are those that will be permitted on the listed sites. Where appropriate, other classes of employment use or compatible sui generis uses may also be permitted (or combinations of such uses).

⁸² sections 12.8 and 12.9 of Planning Policy Wales (Edition 5, November 2012) and Technical Advice Note (Wales) 8 on Renewable Energy (2005)

⁸³ See the LDP Renewable Energy Study, paragraph 5.9 and 5.10

- 6.35 Employment land allocations complement the existing employment sites, the most significant of which are listed in the Supplementary Planning Guidance (SPG) - Development Sites, together with further information on allocated development sites. Development of new sites and changes to existing sites will, in combination, ensure that there is a continuous supply of suitable, available employment land across the Plan area, providing choice and flexibility, to meet the requirements of section 7.5 and the introduction to Figure 7.1 of Planning Policy Wales (Edition 5, November 2012).



GN.6 Employment Proposals

Employment proposals (B1, B2 and B8) on unallocated land will be permitted:

1. On sites within Settlement Boundaries;
2. On sites well-related to a Settlement Boundary if no sites within the same Settlement boundary exist to serve the development;
3. In countryside locations only if no other suitable sites exist and the enterprise requires such a location; and in all cases provided no allocated sites can reasonably accommodate the proposed development.

6.36 This policy supports the economy, by providing an opportunity for new employment proposals to take place on unallocated land which is within or well-related to settlements and also in countryside locations where such a location is justified by the nature of the proposal. A definition of what is considered well-related is provided in the Glossary.

6.37 This policy is of particular help in supporting rural development proposals⁸⁴. There is a requirement that a sequential test be performed to ensure that there is no existing or allocated employment site that can reasonably be used.

GN.7 Mixed-Use Allocations

The following sites are allocated for mixed use development, within which a considerable proportion of the development shall be employment-related:

Site Reference	Site Name	Area (ha)
MXU/040/01	Haverfordwest - Old Hakin Road	1.31
MXU/048/01	Johnston - Arnold's Yard	5.47
MXU/086/01	Dale Road, Hubberston	4.64

6.38 Mixed-use development may combine employment and other compatible uses (such as residential, leisure and community facilities) on the same site. It may include live – work units, but might alternatively or additionally include a mix of different land use(s) within a single site. The purpose of this policy is two-fold – firstly, by providing a range of uses, it will encourage sustainable and thriving communities where people can undertake more than one activity within a single site, such as living, working and recreation. Secondly, it may stimulate investment in employment development in conjunction with the development of residential or other forms of development on the site. The allocations of this policy will also contribute

⁸⁴ See also Technical Advice Note 6, para 3.1.3

towards the supply of suitable employment land across the Plan area, helping to meet the requirements of section 7.5 and the introduction to Figure 7.1 of Planning Policy Wales (Edition 5, November 2012).

- 6.39 To ensure that proposals on each mixed use site include a proportion of employment uses, Supplementary Planning Guidance (SPG) will be prepared for each site, taking into account viability issues and also providing an indicative mix of uses to inform the submission of any subsequent planning application. The SPG would be subject to local consultation in the normal manner.
- 6.40 Where applications come forward on mixed use sites in advance of SPG being adopted the proposals will be required to demonstrate the scheme will provide considerable employment land unless economic viability considerations justify a more modest provision. Planning conditions or legal obligations will be used to ensure that schemes approved under this policy deliver the envisaged employment development element. Where employment uses on mixed use sites (including those within a live-work unit) are proposed for change to another use, the requirements of policy GN.8 must be satisfied.

- 6.41 Mixed-use proposals on non-allocated sites will be considered against the relevant General Policies contained within the Plan for the combination of uses proposed. The Council is supportive of mixed-use proposals, live-work units and home working where the location proposed is appropriate for that combination of use. Applicants will be required to demonstrate compliance with all relevant policies, for example, mixed-use proposals containing an element of residential use will only be considered suitable in locations where residential use would be considered appropriate. The Council recognises that small-scale employment premises can often co-exist within or adjacent to residential development and that such co-location may in many instances bring sustainability benefits, provided that issues such as amenity can be satisfactorily addressed.

GN.8 Protection of Employment Sites and Buildings

Proposals to redevelop, or use, business, general industrial, storage or distribution sites or buildings for other purposes will only be permitted where one of the following criteria is met:

- 1. The present use is inappropriate for the locality;**
- 2. There is adequate alternative provision for employment land in the vicinity; or**
- 3. The continued use of the site or premises has been shown to be unviable.**

- 6.42 The purpose of this policy is to ensure that existing sites used for employment purposes (Use Classes B1, B2 and B8) are not lost to other uses unless there is a clear justification for accepting an alternative use. This will help to ensure that an adequate supply of employment sites remains available in the Plan area. Loss of such sites is only permitted where one of the policy criteria can be satisfied.
- 6.43 Allocated employment sites and existing employment sites are specifically protected from such changes of use, with this policy providing similar protection for unallocated sites, but with a degree of flexibility provided by the policy criteria.
- 6.44 To demonstrate that an existing use is inappropriate for a locality, a developer should provide evidence in terms of its nature, scale and impact on the local road network or on local amenity.
- 6.45 In relation to criterion 2, the availability of adequate alternative employment site provision in the vicinity must be demonstrated.
- 6.46 Evidence of a lack of viability should include evidence of a lack of financial profit (for example from published accounts) and evidence of an inability to sell / rent the site. In order to demonstrate that a site is unviable for sale or for letting, the developer will be expected to demonstrate that they have marketed the site at an appropriate price, at locations and for a length of time appropriate to the degree of speciality of such a property and the prevailing market conditions. Further advice will be provided (in a Development Management Policy Note) on marketing requirements, including length of time on the market.
- 6.47 The loss of an employment site where this would have a detrimental impact on the settlement's role in the hierarchy will be resisted.
- 6.48 Where a change of use from an employment use to a housing use is deemed acceptable, the dwellings added to stock as a consequence will be counted as windfall development (see Appendix 3).

GN.9 Extensions to Employment Sites

Proposals to diversify or intensify employment uses and/or extend them onto adjacent land will be permitted where the scale and nature of the original development together with the extension is compatible with its location.

- 6.49 This policy will support the Pembrokeshire economy by facilitating business growth in appropriate cases.

GN.10 Farm Diversification

Diversifying the range of economic activities on a farm will be permitted where the following criteria are met:

- 1. The proposed use helps to support the continued agricultural operation of the farm;**
- 2. If a new building is justified⁸⁵ it should be sited in or adjacent to an existing group of buildings; and**
- 3. If a retail use is proposed the scale and scope will not harm the vitality and viability of retail facilities in any nearby settlements, or undermine the retail hierarchy.**

- 6.50 It is important to sustain economic activity in rural communities whilst protecting the character of the landscape. This policy aims to provide for farm diversification as a means of sustaining the long-term viability of farming in Pembrokeshire. Some schemes may require the provision of new buildings and others development in the countryside. However, such activities are likely to have less impact on an area if they can be accommodated in existing buildings preferably located within close proximity to farm holdings. Where appropriate a planning condition will be imposed, or a planning obligation secured by agreement, to ensure that the development remains part of the agricultural unit. Effects on the character of the area, on residential amenity or on nearby small scale retail facilities by reason of the development's scale, nature, operation, noise from traffic generation, will need to be carefully considered. In terms of farm shops planning conditions may be applied to limit the range and source of goods which can be sold from the premises and to ensure the net retailing floor space is appropriate.

⁸⁵ see Welsh Assembly Government Technical Advice Note 6: Planning for Sustainable Rural Communities, July 2010, section 3.7.

- 6.51 Government planning policy advises that farm diversification is an economic diversification proposal on a working farm which is subject to planning control. A working farm is one which is involved in the husbandry of land or animals as a means of gaining income. Farm diversification proposals are likely to be small scale offering supplementary income thereby helping to sustain the viability of that farm. When a farm diversification proposal is submitted the applicant should provide additional information to justify the proposal. A brief explanation of some or all of the following will be expected: the farm's history, the need for new buildings and why existing ones are not suitable, the relationship between the farming activity and the proposed diversification or any longer term needs for expansion.
- 6.52 The scale of development will also form a key consideration in determining the compatibility of proposals with the locality, with those deemed inappropriate to a countryside location being directed to the employment sites provided for in the Plan. If evidence demonstrates that a farm is no longer a working farm or the proposal to diversify would in effect result in the business no longer being a working farm, then the proposal will be treated against the other employment policies of the Plan and the Plan's conversion policies as appropriate⁸⁶.



⁸⁶ See also GN 11 Conversion or Change of Use of Agricultural Buildings, Welsh Assembly Government: Farming, Food and Countryside: Building a Secure Future, May 2009; Planning Policy Wales (Edition 5, November 2012), Technical Advice Note 6, Section 3 (July 2010), Technical Advice Note 18, Transport, March 2007

GN.11 Conversion or Change of Use of Agricultural Buildings

The renovation, conversion or change of use of agricultural buildings outside any Settlement Boundary will be permitted for an employment use, self-catering or for residential use, provided the following criteria are met:

For employment related activities (excluding holiday accommodation):

1. The building is physically capable of accommodating the new use and any associated requirements without extensive alteration or extension; and
2. Outside storage, new services, access works, fences, walls or other structures associated with the use of the building or its curtilage can be provided, without harming the landscape setting; while

For residential use, holiday accommodation or live-work units:

1. The building is traditional in nature and character;
2. The building is physically capable of accommodating the new use and any associated requirements without extensive alteration, expansion or rebuilding;
3. Any necessary alterations are kept to a minimum, can be carried out without adversely affecting the character of the

building or its setting, and are in matching and/or sympathetic materials; and

4. **Outside storage, new services, access works, fences, walls or other structures associated with the use of the building and its curtilage can be provided, without harming the landscape setting or the character of the building.**

6.53 Pembrokeshire is a rural County and as such there are many traditional buildings outside the main settlements whose character and appearance contribute significantly to the County's distinctive landscape, history and sense of place. This policy therefore enables the re-use of agricultural buildings in appropriate circumstances and distinguishes between instances where existing agricultural buildings may be converted to employment use, and where it may be acceptable for more traditional buildings to be converted to residential or holiday accommodation or livework units⁸⁷.

6.54 Applications for conversion (change of use and adaptation) should avoid the introduction or intensification of uses which would be detrimental to the amenity of an area. Proposals for the re-use of a complex of buildings or an individual building with a large aggregate

⁸⁷ See Planning Policy Wales (Edition 5, November 2012), paragraph 7.6.5 and Technical Advice Note 6 (July 2010)

floor area must deal with the complex as a whole and not seek piecemeal development. The impact of the development on the vitality and viability of nearby settlements will also be a relevant consideration⁸⁸.

6.55 There will be circumstances where a building cannot be converted because it is too small for the use proposed. Likewise the conversion may not be possible because the use itself, or the alterations / extensions necessary to accommodate that use will adversely affect the building's character. In these instances planning permission will not be granted. In some cases the re-use of the building can be successfully achieved without damaging its character but only by not allowing the building's exterior to be altered or extended. In such instances permitted development rights will often be removed as a condition of the permission, to protect the building.

6.56 When considering the conversion of agricultural buildings to residential uses or live-work units the building must be traditional in character and domestic in scale, structurally sound, of permanent and substantial construction and capable of conversion without major or

complete reconstruction⁸⁹. Traditional agricultural buildings are defined as:

- Those constructed of locally produced materials, the use of which is longstanding in the area, (normally implying walls of locally dressed stone or of clom construction);
- Those which generally reflect the original use in the building (in many such cases design will complement the original purpose); and
- Those which are substantially in their original form (although buildings where an original thatched roof has been replaced with a later slate or corrugated metal roof may be regarded as traditional). Such buildings will generally be of some considerable age, and only rarely will buildings of less than a hundred years old meet the definition.

6.57 There are circumstances where the full-time residential use of a conversion would be inappropriate because of its provision of a reduced standard of living conditions in terms of low level of privacy or amenity provision. In these situations holiday occupancy conditions, limiting the time a single household may stay in a unit and return by, may be applied.

⁸⁸ See also Technical Advice Note 6, para 3.2 (July 2010)

⁸⁹ See also Technical Advice Note 6, para 3.5 & 3.6 (July 2010)

GN.12 Town Centre Development

Within the Town Centres identified on the Proposals Map development will be permitted providing the following criteria are met:

1. It falls within use classes A1, A2, A3, B1, C1, C2, C3, D1 or D2 of the Use Classes Order or is a sui generis use normally found in shopping centres, or any mixed use comprising one or more of these use classes;
2. The proposal would not create a concentration of more than a third of non A1 (retail) uses within a Primary Frontage as defined on the Proposals Map;
3. The proposed development does not undermine or prevent the development of an identified retail allocation within the Town Centre; and
4. It does not propose a change of use to residential use (C3) on a ground floor in a Primary or Secondary Frontage.

6.58 Town Centre boundaries have been identified on the Proposals Maps for each of the Town Centres identified by the Strategic Policies (Haverfordwest, Pembroke Dock, Milford Haven, Pembroke, Fishguard and Narberth). In line with Planning Policy Wales (Edition 5, November 2012)⁹⁰ these areas represent the most suitable locations for new retail, commercial and leisure development as they already

have strong concentrations of these uses and are located near sustainable transport links.

6.59 Within the Town Centres, Primary Frontages have been identified where the strongest groups of retail (A1) uses exist and Secondary frontages have been identified in areas with a broader mix of uses⁹¹. It is important that A1 uses remain predominant in Primary Frontage areas as they are key to retaining the vitality and viability of these centres. As a guide no more than 30% of the linear frontage within a Primary Frontage in a shopping centre should be non A1 use class. In Secondary Frontages changes of use to other uses apart from A1 will be acceptable provided they do not propose a change of use of the ground floor to residential use.

6.60 In most instances conversion to residential on a ground floor will not be appropriate. This is particularly the case in Primary and Secondary Frontages. This is to maintain the potential for retail, leisure and commercial uses at a ground floor level within the Town Centres and to protect their vitality.

6.61 Retail allocations have been identified within certain Town Centres⁹²; with a presumption in favour of their redevelopment for retail. GN.13 'Retail Allocations' lists individual allocated sites.

⁹⁰ Paragraph 10.1.2

⁹¹ Background Paper on Retail: Main Towns 2008

⁹² Pembrokeshire County Wider Retail Capacity Study 2010

GN.13 Retail Allocations

The following sites are allocated for retail development:

Site Reference	Site Name	Use	Area (ha)
RT/040/01	Fred Rees Site, Haverfordwest	Comparison units	0.31
RT/096/01	St Govan's Centre, Pembroke Dock	Mix of comparison and convenience units	0.23
RT/034/01	The Old Primary School Site, Fishguard	Convenience - Foodstore	1.34
RT/088/01	The Old Primary School Site, Narberth	Mix of comparison and convenience units	0.41
RT/050/01	Kingsmoor foodstore allocation, Kilgetty	Convenience - Foodstore	2.86

6.62 Exemplary design that integrates positively with existing development will be expected on these sites. There is potential for residential development at first floor level in St Govan's Centre and the Narberth Old Primary School site. All developments should be designed to maximise connections with existing and proposed townscapes, for example there is an opportunity in the redevelopment of the St Govan's Centre to build on existing connections to the Town Centre and develop new connections to the proposed marina.

6.63 The allocations have been made in accordance with guidance from national planning policy, following analysis of need⁹³.



⁹³ See Pembrokeshire County wide Retail Capacity Study 2010

GN.14 Major Out-Of-Town Centre Development

Proposals for major retail development outside the defined Town Centre boundaries will only be permitted where:

- 1. The development would not undermine the retail hierarchy set out in the Strategic Policies; and**
- 2. The development either by itself or in combination with other permitted or allocated retail developments would not undermine the vitality and viability of any of the Town Centres or Local Retail Centres.**

6.64 Major retail proposals are considered to be any proposals above a net floorspace of 500 square metres. Any proposed additional floorspace which would take an individual store to above 500 square metres net will also be assessed under this policy. Proposals for stores below this size which are aimed at serving immediate neighbourhood needs will be assessed under GN.15 Small Scale Retail.

6.65 National policy establishes that a retail impact assessment must be submitted for retail developments over 2,500 square metres gross floorspace⁹⁴. In the case of Pembrokeshire, where many Centres have small retail provisions, more modest scale development can have a significant impact on the vitality and viability of existing town and local centres. For this reason a retail impact assessment will be generally be required for developments above 500 square metres net. In some instances, a retail impact statement may be required for smaller units where it is considered that the development, either alone or in combination with other developments, could harm nearby Centres. Indicators that should be included within a retail impact assessment are established in national policy.

6.66 National policy establishes the approach to applying the needs and sequential tests for retail development⁹⁵.

⁹⁴ Technical Advice Note 4: Retailing and Town Centres (1996)

⁹⁵ Planning Policy Wales (Edition 5, November 2012)

GN.15 Small Scale Retail

The development, or extension, of small scale retail facilities will be permitted where:

- 1. The proposal is within a Settlement Boundary; and**
- 2. The proposed use will not impact negatively on the vitality and viability of any Town or Local Retail Centre.**

6.67 This policy applies to proposals with a net floorspace of less than 500 square metres. Such provision can be a valuable addition to local communities both within larger towns and smaller or more rural settlements and can increase the sustainability of communities by reducing the need to travel⁹⁶.

6.68 An important consideration when assessing any proposal will be the potential impact of the development on the vitality and viability of any Town Centre or Local Retail Centre. Any proposal which would undermine the retail hierarchy set out in the Strategic Policies will not be supported.

6.69 Proposals above this scale will be assessed under GN.14 Major Out of Town Centre Development and the National Planning Policy Tests established in Planning Policy Wales (Edition 5, November

2012). Proposals for a change of use which would result in the loss of retail provision will be assessed in accordance with national policy⁹⁷ and Policy GN.33 Community Facilities.

GN.16 Visitor Attractions and Leisure Facilities

A. New visitor attractions and commercial recreation and leisure proposals will be permitted where both the following criteria are met:

- 1. The site is well located in relation to A or B class roads and/or, rail stations and/or bus routes; and**
- 2. The site is within or immediately adjoins a settlement, unless the proposal requires a countryside location, in which case evidence must be provided to support this.**

B. Extensions to the area, or an intensification, of the visitor, commercial recreation or leisure facility will be permitted where the scale and nature of the facility and of the proposed extension would be compatible with its location.

⁹⁶ Background Paper: Local Retail Centres (2009)

⁹⁷ Planning Policy Wales (Edition 5, November 2012) paragraph 10.3.9

6.70 Pembrokeshire's Tourism Strategy focuses on the importance of delivering quality provision that is open all year round with sustainability at its heart. In line with the Strategic Policy on the Visitor Economy, proposals will be expected to demonstrate that they are building on the distinctiveness of the locality by the offer that they are presenting.

6.71 This policy aims to support new visitor attractions and leisure facilities that are well located to serve both residents and visitors. Visitor attractions and leisure facilities should, where practicable, be located on previously developed land.

GN.17 Self-Catering and Serviced Accommodation

Proposals for self-catering, serviced or hotel accommodation excluding caravan accommodation will be permitted where:

A. For new developments either

1) It is within or is well-related to a Town, Service Centre or Service Village;

or

2) The proposal is for the conversion of an existing dwelling, a historic building or a traditional agricultural building.

B. For extensions:

The scale and nature of the accommodation, including the extension, would be compatible with its location.

6.72 Self catering and serviced accommodation comprises non caravan accommodation. Self catering accommodation includes any building for which the primary purpose is self contained holiday letting. Serviced development relates to accommodation where an element of service is provided, such as for bed and breakfast and hotel businesses.

6.73 Self-catering or serviced development can be appropriate either where it is within or wellrelated to a settlement or where it makes use of an existing dwelling. The reasoned justification for GN.26 Residential Development sets out circumstances where conversion of historic buildings would be acceptable for residential use. Traditional agricultural buildings when converted may also be appropriate for self-catering or catered development. GN.11 Conversion or Change of Use of Agricultural Buildings sets out criteria for conversion or change of use of agricultural buildings.

6.74 Where possible proposals will be encouraged to make use of existing buildings. GN.1 General Development Policy seeks to ensure that development is of an appropriate scale for the site and area within which it is located. This consideration is of particular importance when considering proposals for the visitor economy.

- 6.75 Proposals for new self-catering, serviced accommodation or hotel accommodation are considered to be those types of accommodation not currently existing on an application site, whereas extensions are considered to be extensions to the existing use with the same type of accommodation.
- 6.76 Planning conditions will be imposed where appropriate to ensure that facilities remain as holiday accommodation units and are not used as permanent accommodation or occupied as a primary residence. In these situations holiday occupancy conditions, limiting the time a single household may stay in a unit and return by, may be applied.

GN.18 Touring Caravan and Tent Sites

- A. New touring caravan and tent sites will be permitted if they fall outside the Community Council areas of Amroth, St Florence, East Williamston, Penally, Saundersfoot and St Mary out Liberty and provided that either:**
- 1. The site is within or well-related to a settlement identified in the hierarchy as a Town, Service Centre or Service Village; or**
 - 2. The site is within or well-related to a Local Village and will provide a community facility not present within the existing settlement;**
- B. The enlargement of the area of a touring caravan or tent site will be permitted where it would achieve a demonstrable overall environmental improvement both for the site and its setting in the surrounding landscape.**
- C. An increase in the number of touring caravan or tent pitches will be permitted where the site is outside the Community Council areas of Amroth, St Florence, East Williamston, Penally, Saundersfoot and St Mary out Liberty and would achieve a demonstrable overall environmental improvement both for the site and its setting in the surrounding landscape.**

- 6.77 The tourism offer in Pembrokeshire should be a quality sustainable provision, which gives visitors an outstanding experience and maximises the benefits that tourism brings for local communities, whilst minimising potentially adverse landscape and other environmental impacts.
- 6.78 Any new touring or tent sites must be within or well-related to a settlement identified in the hierarchy as a Service Village, Service Centre or Town in order to achieve these objectives. This will ensure that visitors are able to access easily those services and facilities available in nearby settlements, for example walking to nearby pubs or restaurants. A definition of well-related is provided in the glossary. Any proposed sites must be within or in physical proximity to the settlement and be seen as part of the same landscape as the settlement. New sites will be permitted where they are within or well-related to a settlement identified as a Local Village in the hierarchy, where evidence is provided that the site will provide a service or facility such as a shop not otherwise available in the settlement and which will be available and accessible to the local community to use. In such instances planning conditions requiring that the facility be open to the general public will be attached to consents.
- 6.79 Avoiding over-development of the visitor economy is critical to its enduring success. Survey information⁹⁸ reveals excessive pressures for touring caravan and camp sites in the south east of Pembrokeshire, outside the National Park, where 20 of 48 touring sites and 50% of all permitted touring pitches permitted are located in the six named Community Councils. In order to sustain the quality of tourism offer and the contextual landscape within this area and to encourage the dispersal of tourism across Pembrokeshire, additional sites or extensions of sites within the named Community Councils would be inappropriate.
- 6.80 Proposals for types of temporary accommodation such as yurts or teepees will be considered under this policy. Conditions ensuring that touring and tent pitches are maintained for holiday accommodation and do not become permanent fixtures in the landscape will be applied.
- 6.81 Proposals for the extension of existing sites should demonstrate that an environmental improvement will be achieved both for the site and for its setting. Many existing sites in Pembrokeshire already provide a high quality offer and are operating at capacity. It is often preferable for these sites to expand than for new sites to develop to accommodate demand.

⁹⁸ Background Paper: Static and Touring Caravan and Campsites 2010

- 6.82 Where proposals relate to increases in pitch numbers or seek to change tent pitches to unit pitches (touring and tent) the Authority will normally expect at least one third of the total number of pitches to remain exclusively for tents. This is to ensure that Pembrokeshire continues to provide a range of accommodation types for visitors.
- 6.83 This policy applies to those sites with planning permission and those with a Certificate of Lawful Existing Use or an Established Use Certificate. '28 day rule' sites or sites operated by 'exempted organisations', do not fall within the scope of this policy. In all relevant instances it will be a requirement that:
- a) A condition preventing year-round occupancy is part of any permission granted; and
 - b) Additional land is not used under the 28 day rule for tent pitches. This will be secured either by legal agreement or planning obligation.

GN.19 Static Caravan Sites

- A. Proposals for new static caravan and chalet sites or extensions to existing sites by an increase in the number of pitches will be permitted where:**
 - 1. the site is within the Settlement Boundary of a defined settlement;**
- B. The enlargement of the area of a static caravan or chalet site will be permitted where it would achieve a demonstrable overall environmental improvement both for the site and its setting in the surrounding landscape.**
- C. Upgrading of touring pitches to static pitches will be permitted where:**
 - 1. The site is well-related to a settlement identified in the hierarchy as a Service Village, Service Centre or Town; or**
 - 2. The site is well-related to a Local Village, and will provide a community facility not present within the existing settlement, and**
 - 3. In all cases the following should apply:**
 - i) There is no overall increase in the number of pitches; and**
 - ii) There would be a demonstrable overall environmental improvement both for the site and its setting in the surrounding landscape; and**
 - iii) The site is outside the Community Council areas of Amroth, St Florence, East Williamston, Penally, Saundersfoot and St Mary out Liberty.**

- 6.84 Static caravans play an important role in Pembrokeshire's visitor economy⁹⁹; however bedspace provision of static caravans / pitches across Pembrokeshire consistently exceeds demand. Evidence from monitoring suggests that current static caravans situated on sites are not fully occupied and that further capacity exists under current consents for a significant number (365) of additional caravans to be added to existing sites. Some static caravan sites prove visually intrusive and as such may be detrimental to the overall quality and viability of tourism in Pembrokeshire. To prevent further detrimental impacts it is considered inappropriate to allow for new sites to be developed except in settlements.
- 6.85 However the upgrading of existing touring pitches in sustainable locations can offer the opportunity to improve the overall stock of holiday bed spaces in the static caravan sector and improve existing touring sites. It will apply only to existing touring pitches that are fully authorised by express planning permission. Development should not have adverse landscape impacts and should incorporate screening to ensure that the site blends into the landscape.
- 6.86 Planning conditions will be imposed where appropriate to ensure that facilities remain as holiday accommodation units and are not used as permanent accommodation or occupied as a primary residence. In these situations holiday occupancy conditions, limiting the time a single household may stay in a unit and return by, may be applied.
- 6.87 This policy also allows improvements to the provision of accommodation types, reflecting a trend by some operators moving to this type of accommodation.
- 6.88 In some instances wooden chalets can improve the appearance of a site. The chalets must not be larger than the legal definition of a caravan and proposed changes will only be supported where the proposal is deemed acceptable in terms of landscape impacts and appropriate screening methods have been devised.

⁹⁹ See Background Paper: Caravan Survey 2009

GN.20 Site Facilities on Existing Caravan and Camping Sites

Proposals to upgrade and improve facilities on static caravan, touring caravan and tent sites will only be permitted where:

- 1. The proposal will not undermine the viability or vitality of a facility within a nearby settlement; and**
- 2. The proposals incorporate the best practicable environmental standards covering all facets of the development.**

6.90 The design and siting of facilities needs to be sensitive to the landscape. Wherever possible applicants should incorporate Sustainable Drainage Systems into development to minimise surface water runoff. Any landscaping measures should maximise biodiversity and use native species appropriate to the landscape setting. Any buildings must demonstrate that they are in line with the requirements of the Council's Design Guidance for Sustainability SPG.

6.89 The Authority is keen to see improvements that will increase the quality of the tourism offer provided in a way that does not harm the environment and landscape or impact negatively on facilities that are located in nearby settlements. In a number of sites it will be desirable to improve washing and toilet facilities, and in larger sites the provision of additional facilities such as laundry facilities or a games room may be justified. Where possible existing structures or buildings should be re-used.



GN.21 Marinas

Sites for marinas are allocated within the existing harbours and docks at Fishguard Harbour and Pembroke Dock.

Site Reference	Site Name
MAR/096/LDP/01	Martello Quays, Pembroke Dock
MAR/034/LDP/01	Fishguard Harbour

Proposals for new or extended marinas will be permitted where the following criteria are met:

1. The development is located within or adjoining an existing settlement;
2. The development would not have a significant detrimental impact on the landscape character of the coast;
3. Ancillary proposals will not undermine the vitality or viability of facilities in existing centres; and
4. The proposal would not conflict with the sustainable management of the coast.

6.91 The Welsh Government recognises the important contribution that marinas make to Wales’ visitor economy¹⁰⁰. A supply of berths and associated services at intervals around the Welsh coast is desirable to facilitate maritime leisure travel.

6.92 Marina locations will be expected to relate well to an existing settlement because of their scale and nature, with proposals along the undeveloped coast being unacceptable. Marinas provide developed, permanent, floating, year round facilities, and the best location for these is often within existing ports, harbours and coastal towns. Ancillary developments such as restaurants, shops, toilet facilities, chandlers and boat storage, car parking and housing are often required to support the social vibrancy and economic viability of marinas. These also favour developed locations where they will not compromise important landscapes or areas protected

¹⁰⁰Welsh Assembly Government: Coastal Tourism Strategy 2008

for their conservation value. Such proposals will be acceptable where it is demonstrated that they will not undermine the vitality and viability of facilities in the existing centres. Good quality road access is also required for landward servicing.

- 6.93 Policy GN.37 Protection and Enhancement of Biodiversity, will be particularly relevant to any marina proposals with potential to impact on internationally or nationally important sites, in particular the Pembrokeshire Marine SAC, Cardigan Bay SAC and Carmarthen Bay and Estuaries European Marine Site.
- 6.94 Marina proposals are sometimes outside planning jurisdiction, which normally finishes at the Mean Low Water Mark. However, most, proposals will have landward implications for access and service provision, which will fall within Local Planning Authority jurisdiction. These aspects of development proposals will frequently require Environmental Impact Assessment. Many aspects of marina proposals will also require consideration under other consenting regimes.
- 6.95 At Fishguard Harbour there is consent for a marina development. The landward extent of this is shown on the Proposals Map. At Pembroke Dock (West Llanion Pill) there is a consented marina development known as Martello Quays, also shown on

the Proposals Map. Additionally this policy provides criteria for evaluation of proposals for new and extended marinas at other locations.

- 6.96 In evaluating marina proposals, account should also be taken of the policies and proposals of the relevant Shoreline Management Plan.

GN.22 Prior Extraction of the Mineral Resource

Where new development is permitted in an area of mineral resource, prior extraction of any economic reserves of the mineral must be achieved, wherever appropriate in terms of economic feasibility and environmental and other planning considerations, prior to the commencement of the development.

- 6.97 The purpose of this policy is to avoid inappropriate sterilisation of the mineral resource where development is proposed. Market demand for the material beneath the development site at the time of development will be a factor in determining whether prior extraction is feasible. There may also be circumstances where the desirability of retention of on-site features of a site (for instance existing trees and hedgebanks) might preclude prior extraction.
- 6.98 Safeguarding covers the outcrop area of the economic mineral resource but excludes settlements.

6.99 Policy GN.37 will be particularly relevant to proposals for mineral working in mineral safeguarding areas on which there are nature conservation designations. The designations are therefore likely to preclude any future working of the mineral resource beneath the protected sites, in spite of the safeguarding.

6.100 There are only a few LDP allocations within the safeguarding zones for the mineral resource and in these rare instances the allocation will take precedence over the safeguarding requirement. However, in accordance with the policy on Prior Extraction, it will be expected that the mineral resource at such sites will be extracted before development commences wherever feasible.



GN.23 Minerals Working

Proposals for mineral working and extensions to existing sites will be permitted where the following criteria are met:

1. In the case of non energy minerals the mineral is required to supply an identified need which cannot be supplied from secondary or recycled materials or existing reserves;
2. In the case of non energy minerals the scale of the development is appropriate to serve the local market and a suitable proportion of the regional market;
3. In the case of former minerals sites, there is no adverse effect on land which has been satisfactorily restored and the proposal makes a valuable contribution to the character of the local landscape and local environment; and
4. There is provision for landscaping, groundwater protection, a beneficial after-use, restoration and post-closure management of the site, including the progressive restoration of sites where appropriate.

6.101 This policy will be applied to new workings, extensions to existing workings and reworking or reopening of old workings. It will be used to consider applications for all types of minerals including hard rock, sand and gravel, coal, oil and gas, and for coal bed methane.

- 6.102 The purpose of this policy is to provide a framework for consideration of proposals for new or extended minerals sites. Priority will be given to the use of recycled material and secondary aggregates before new sources of supply are developed. Primary mineral extraction will only be permitted where it can be demonstrated that there is no practicable substitute material which can be provided at less environmental cost. The Authority recognises there is a need for a change to the pattern of supply of aggregates from primary resources to alternatives and that an overprovision of primary aggregates as a result of extant planning permissions and granting new ones would encourage production of unsustainable resources.
- 6.103 In order to ensure that the disturbance of land is kept to a minimum, progressive restoration will be expected wherever possible although it is recognised that this is likely to be more appropriate to sand and gravel developments than longer life, hard rock operations.
- 6.104 Extraction of coal-bed methane has not previously been widely undertaken, but with recent technological developments and changes to fuel supply requirements it may become economically feasible in the Plan period. A Government licence is required before coal-bed methane can be extracted, but a separate planning permission is also required before such activity can take place.
- 6.105 Where mineral exploration takes place to establish whether or not economic exploitation of a mineral resource is feasible, it may not require planning permission. However, if permission is deemed to be granted under the Town and Country Planning (General Permitted Development) Order 1995, certain conditions will nonetheless be required. Where permission is needed, the proposal will be expected to meet the general policy requirements of this Plan, in particular those set out in GN.1 General Development Policy as well as in this policy.

GN.24 Recycled Waste Materials and Secondary Aggregates

Proposals to use recycled waste materials as secondary aggregates (including the use of construction materials arising from demolition) will be permitted where the following criteria are met:

- 1. The effect of using this material does not significantly harm sites, buildings, walls or features of historic, architectural or archaeological interest;**
- 2. The scale of the operation is appropriate to the area in which the source material is found;**
- 3. Where a single site is proposed to deal with waste arising from more than one location, that site is wherever possible well located in relation to the source materials;**
- 4. The waste and secondary aggregates products will, wherever feasible, be transported by rail or water; and**
- 5. There is provision for landscaping, groundwater protection, beneficial afteruse, restoration, and post-closure management of the site, including wherever possible details of progressive restoration of the site.**

6.106 National guidance¹⁰¹ places an expectation that secondary aggregates will form an increasing proportion of overall aggregates supply in future years, reducing the need to work primary aggregates at source.

GN.25 Buffer Zones around Mineral Sites

New mineral extraction and new sensitive development will not normally be permitted within Buffer Zones around mineral working sites, where such uses would potentially have an adverse impact on one another because of their close proximity.

6.107 Buffer Zones around mineral sites are shown on the Proposals Maps and are used to overcome conflicts between mineral workings and other land uses¹⁰². These Buffer Zones are distinct from those associated with the mineral safeguarding zones required by Welsh policy, which are also shown on the LDP Proposals Map. The Buffer Zones introduced by this policy are placed around all active mineral workings and also inactive (dormant) quarries. Proximity of mineral workings and sensitive land uses (in particular housing, hospitals and schools) within Buffer Zones is not normally permitted because of the potential negative impact of one type of development on the other. These arise because of noise and dust from mineral extraction and processing and vibration from blasting operations. Buffer Zones provide areas of protection around permitted and proposed mineral workings.

¹⁰¹ Minerals Technical Advice Note 1 (Aggregates), paragraph 157

¹⁰² Minerals Planning Policy Wales and Minerals Technical Advice Notes

Some types of less sensitive development (possibly including industry, offices and ancillary development related to mineral working) may be acceptable in a Buffer Zone but development which would be sensitive to mineral working, including housing, hospitals and schools will, in most cases, be resisted. A further exception to the general approach is listed in Minerals Planning Policy Wales (paragraph 40), where the site of the new development in relation to the mineral operation would be located within or on the far side of an existing built up area which already encroaches into the Buffer Zone. This has been taken into consideration in preparing this Plan's site-specific proposals.

- 6.108 The maximum extent of the Buffer Zone is based on standard national guidelines, which are 100 metres for sand and gravel and 200 metres for hard rock (there are no active or dormant coal working activities in the Plan area) and takes account of:
- The size, type and location of the workings;
 - The topography of the surrounding area;
 - Existing and anticipated levels of noise and dust;
 - Current and predicted vibration from blasting operations and availability of mitigation measures; and
 - The mineral being extracted and the nature of the operation.

GN.26 Residential Development

Residential development will be permitted where the proposal is for one or more of the following:

- 1. Open market housing or affordable housing to meet local needs, located within the Settlement Boundary of a Town, Service Centre, Service Village or Large Local Village as defined in the settlement hierarchy;**
- 2. Affordable housing to meet local needs, located within the boundary of a Small Local Village;**
- 3. The replacement or sub-division of an existing dwelling;**
- 4. The conversion of an historic building to residential use; or**
- 5. A rural enterprise worker's dwelling.**

New homes on sites of 0.10 hectares and above will be built at a density of at least 25 dwellings per hectare, rising to at least 30 dwellings per hectare on sites in Towns. In exceptional circumstances evidence of infrastructure or physical constraints may justify a lower density.

- 6.109 New homes will generally be permitted within Settlement Boundaries as these are locations with good access to services. New homes in Towns, Service Centres, Service Villages and Large Local Villages can be for sale on the open market or be affordable housing to meet local needs. The release of small sites as an “exception” to general housing provision is addressed in Policy GN.29.
- 6.110 Within Small Local Villages, small scale, affordable housing to meet local needs allows development to occur naturally and sustainably, supporting local services and communities. This is particularly important to preserve the social fabric of a community, to encourage the continuation of local traditions and cultures, and to support the Welsh language¹⁰³. Planning Policy Wales (Edition 5, November 2012) allows for sensitive infilling of small gaps within small groups of dwellings, or minor extensions to groups¹⁰⁴. Within this Plan such infilling will only be accepted within Settlement Boundaries.
- 6.111 Redevelopment or replacement can allow the development of housing accommodation which is better adapted to meeting present and future housing needs, contribute to energy efficiency and reduced carbon dioxide levels as long as the quality of the environment is enhanced. The existing dwelling should not be a Listed Building, or an important building that defines the character of an area.
- 6.112 The sub-division of an existing dwelling into two or more separate dwellings will be permitted subject to the criteria of GN.1 General Development Policy being met. Particular consideration will be given to the impact of the proposed sub-division on the amenity of the intended occupiers and neighbouring residents, the effect on the character and appearance of the building and the implications for local parking and traffic capacity.
- 6.113 Conversions of historic buildings to residential use will be permitted where the applicant demonstrates exemplary standards of design and sustainability. Such buildings can make a significant contribution to the aesthetic quality of urban and rural landscapes and the proposal must demonstrate that it complements and enhances its surroundings. Proposals for conversion of historic buildings will be permitted subject to the structure being capable of conversion without extensive alteration and retaining substantially the original form, with few changes to cosmetic

¹⁰³ See Technical Advice Note 6, Section 4 (July 2010)

¹⁰⁴ Paragraph 9.3.2

detail. Such buildings may include town or country houses, religious buildings and former military premises. Any conversion of an historic building must preserve and enhance external and internal features that are indicative of its former uses. The conversion of agricultural buildings is dealt with under GN.11 Conversion or Change of Use of Agricultural Buildings.

where development would otherwise have an unacceptable impact on issues such as highway safety or sustainable water supplies, a lower density may be accepted.

- 6.114 Proposals to provide residential accommodation for an essential rural enterprise worker will be determined against the principles of Technical Advice Note 6 (July 2010). The applicant must demonstrate a functional need to be based in close proximity to the enterprise, and that no viable alternative accommodation exists locally, including conversion opportunities and dwellings available on the housing market.
- 6.115 It is important that new residential development uses land efficiently. A minimum density ensures the efficient use of land across the Plan area. The density of residential development will be higher in towns because the concentration of services in these locations can and should serve higher population densities. In exceptional circumstances, for example

GN.27 Residential Allocations

The following sites are allocated for residential development.

Housing Allocations	Site Reference	Minimum number of Units	Area (ha)	Indicative Affordable Housing Requirement
Hub Towns				
Haverfordwest - Hermitage Farm	HSG/040/00269	38	1.26	25%
Haverfordwest - Slade Lane North	HSG/040/00273	48 (459*)	15.31	25%
Haverfordwest - Slade Lane South	HSG/040/00274	512	17.05	25%
Haverfordwest – between Shoals Hook Lane and bypass	HSG/040/00275	277	9.26	25%
Haverfordwest - Scarrowscant / Glenover	HSG/040/00106	140	4.73	25%
Milford Haven - Steynton Thornton Road	HSG/086/00223	224	7.49	Up to 5%
Milford Haven - Steynton Beaconing Field	HSG/086/00129	149	4.54	Up to 5%
Milford Haven - Hubberston West of Silverstream	HSG/086/00095	50	1.66	Up to 5%
Milford Haven - South West of The Meads	HSG/086/00222	93	3.09	Up to 5%
Milford Haven - Castle Pill	HSG/086/00318	72	3.05	Up to 5%
Milford Haven - Hubberston Adjacent to Kings Function Centre, Dale Rd	HSG/086/00117 HSG/086/00225	151	5.16	Up to 5%
Neyland - East of Poppy Drive	HSG/093/00066	101	3.37	10%
Pembroke Dock - North of Pembroke Road	HSG/096/00238	98	2.81	Up to 5%
Pembroke Dock - North of Imble Lane	HSG/096/00231	96	2.75	Up to 5%
Pembroke Dock - East of Hill Farm, Imble Lane	HSG/096/00233	63	1.79	Up to 5%
Pembroke - North & West of Railway Tunnel	HSG/095/00154	150	5.68	10%
Pembroke - Adjacent to Monkton Swifts	HSG/095/00153	118	3.7	10%
Pembroke - Adjacent to Long Mains & Monkton Priory	HSG/095/00147	115	7.57	10%
Pembroke - North of Gibbas Way	HSG/095/00144	70	2.85	10%
Pembroke - South of Gibbas Way	HSG/095/00144	58	2.33	10%
Fishguard - Maesgwynne Farm	HSG/034/00215	399	13.24	10%
Fishguard -East of Maesgwynne	HSG/034/00165	24	0.81	10%
Fishguard - Old Infants School	HSG/034/LDP/01	21	0.7	10%
Hub Towns Total		3,067	120.20	
Hub Towns Total as percentage of Total allocations		67%	64%	
Rural Town				
Narberth - West of Bloomfield Gardens	HSG/088/00078	89	3.58	25%
Narberth - West of Rushacre	HSG/088/00077	58	2.4	25%
Rural Town Total		147	5.98	
Rural Town Total as percentage of Total allocations		3%	3%	

Housing Allocations	Site Reference	Minimum number of Units	Area (ha)	Indicative Affordable Housing Requirement
Service Centres				
Johnston - Adjacent to Milford Road	HSG/048/00038	130	5.21	10%
Letterston - Court Meadow	HSG/053/00009	90	2.28	Up to 5%
Crymych - Between the School & Station Road	HSG/030/00043	60	2.07	Up to 5%
Crymych - East of Waunaeron	HSG/030/LDP/01	35	1.24	Up to 5%
Kilgetty - Extension to James Park & Cotswold Gardens	HSG/050/00042	75	3.03	20%
Kilgetty - Land to the Rear of Newton Hall	HSG/050/00043	26	1.33	20%
Kilgetty - Land West of Stepside School	HSG/050/00041	19	0.61	20%
Kilgetty - Land to the South of Kilvelgy Park	HSG/050/00044	20	0.8	20%
Service Centres Total		455	16.57	
Service Centres Total as percentage of Total allocations		10%	9%	
Service Villages				
Begelly - North of New Road	HSG/003/00024	65	3	10%
Blaenffos - Adjacent to Hafod	HSG/006/00003	10	0.93	Up to 5%
Boncath - North of Cilfan y Coed	HSG/007/LDP/01	10	0.69	Up to 5%
Broadmoor - Northwest of Lyndhurst Avenue	HSG/008/LDP/01	12	0.48	10%
Cilgerran - Adjacent to Holly Lodge	HSG/020/00062	24	1.1	Up to 5%
Clarboston Road - West of Ash Grove	HSG/022/00012	21	0.83	15%
Clunderwen - Depot Site	HSG/152/LDP/01	28	0.96	Up to 5%
Cosheston - South of Tinkers Fold	HSG/025/00028	6	0.64	10%
Croesgoch - OS 7445, North of the Forge	HSG/028/00012	20	0.67	Up to 5%
Croesgoch - East of the Forge	HSG/028/00013	22	0.73	Up to 5%
Crundale - Opposite Woodholm Close	HSG/029/00014	13	0.51	25%
Crundale - Land at Cardigan Slade	HSG/029/00017	55	2.22	25%
Eglwysrwr - South West of the School	HSG/033/00035	15	0.51	Up to 5%
Hayscastle Cross - Land Opposite Barrowgate	HSG/041/LDP/01	6	0.43	10%
Hook - Rear of Pill Road	HSG/044/00050	15	0.59	10%
Houghton - Nursery	HSG/045/00008	15	2.18	10%
Hundleton - East of Bentlass Road	HSG/046/00015	31	1.26	Up to 5%
Jeffreyston - Rear of Beggars Roost & Sunny Side	HSG/047/LDP/01	18	0.9	25%
Lamphey - South of Cleggars Park	HSG/052/00011	55	2.42	10%
Llandissilio - Pwll Quarry Cross	HSG/060/LDP/01	25	1.75	10%
Llanddewi Velfrey - North of the Village Hall	HSG/057/LDP/01	12	0.5	10%
Llangwm - Opposite The Kilns	HSG/063/00024	25 (75*)	3.01	15%
Maenclochog - North West of the Globe Inn	HSG/081/LDP/01	30 (58*)	2.31	Up to 5%
Mathry - South of the Woodturner's	HSG/085/LDP/01	6	0.2	Up to 5%

Housing Allocations	Site Reference	Minimum number of Units	Area (ha)	Indicative Affordable Housing Requirement
Service Villages (continued)				
Penally - North of The Paddock	HSG/097/LDP/01	8	0.29	25%
Penally - Penally Heights	HSG/097/LDP/02	11	0.56	25%
Pentlepoir - Land adjacent to Coppins Lodge	HSG/099/LDP/01	35	1.68	25%
Puncheston - Opposite Bro Dewi	HSG/108/LDP/01	6	0.39	Up to 5%
Puncheston - West of Awelfa	HSG/108/LDP/02	12	0.44	Up to 5%
Robeston Wathen - South of Robeston Court	HSG/113/LDP/01	14	0.63	25%
Roch - East of Pilgrim's Way	HSG/114/LDP/01	44	2.19	20%
Rosemarket - Opposite The Glades	HSG/116/LDP/01	13	0.5	15%
Sageston - South of the Plough Inn	HSG/015/00022	31	1.27	Up to 5%
Simpson Cross - East of Hill Lane	HSG/119/LDP/01	11	0.54	20%
Spittal - North West of Wesley Way	HSG/120/00018	22	0.87	15%
St Dogmaels - Awel y Mor Extension	HSG/122/00035	16	0.55	Up to 5%
St. Florence - North of Parsons Green	HSG/123/LDP/01	26	1.17	25%
Templeton - South of the B4315	HSG/132/00030	18	1.21	15%
Templeton - South of the Boars Head Junction	HSG/132/LDP/01	28	1.13	15%
Tiers Cross - North of Bulford Road	HSG/135/00004	23	0.91	Up to 5%
Wolfscastle – opposite Haul y fryn	HSG/149/LDP/01	30	1.2	15%
Service Villages Total		887	44.35	
Service Villages Total as percentage of Total allocations		20%	24%	
All Housing Allocations total		4, 556	187.10	

* This indicates sites that will not be wholly developed during the Plan period. Further information is contained in SPG on Development Sites

6.116 Minimum numbers of units identified for each site are indicative. Developers will be expected to demonstrate that they are providing a mix of housing types, to cater for changing patterns in household size, as it is estimated that 30% of all households will be one person households by 2021 (LHMA 2007).

6.117 In terms of phasing it is important that development in certain areas occurs in response to local circumstances. Phasing

development will help integrate new housing into communities with distinct characteristics and cultures, such as the Welsh language, while also responding to constraints on the provision of vital infrastructure.

6.118 Further information relating to the delivery of allocated development sites, including information on phasing, is included in the Development Sites SPG.



GN.28 Local Needs Affordable Housing

Local needs affordable housing will be sought on all housing developments. Indicative targets for provision on allocated sites are set out in Policy GN.27, and on unallocated sites the provision shall be as follows:

1 - In Towns, Service Centres and Service Villages 10% of dwellings proposed will be affordable.

2 - In Large Local Villages 50% of the dwellings proposed will be affordable.

3 - In Small Local Villages all new dwellings must be affordable.

Where it is demonstrated that the provision of an affordable dwelling on site is not possible¹⁰⁵ a commuted sum contribution for affordable housing will be sought. The commuted sum shall be related to the contribution rates set out above and charged on the basis of floorspace (per sq. metre).

The authority may seek a higher percentage contribution on any site where local circumstances and/or recent developments in the area suggest it would be financially viable. Where a sustained positive change in the financial viability of development can be demonstrated through monitoring¹⁰⁶ the local authority will seek a higher percentage contribution towards affordable housing. In Towns, Service Centres and Service Villages a provision of affordable housing below the target figure may be appropriate where this is supported by economic viability evidence.

¹⁰⁵ Such as on small sites where an entire affordable dwelling cannot be provided

¹⁰⁶ Indicators and timeframes for implementing changes to the target will be contained in Affordable Housing Supplementary Planning Guidance

- 6.119 The need for affordable housing is acute in Pembrokeshire, evidenced by housing waiting list data, Local Housing Market Assessments and Community Council surveys. The Welsh Government has made the delivery of affordable housing a priority for the planning system¹⁰⁷, and a community's need for affordable housing is a material planning consideration. It is anticipated that at least 980 new affordable homes will be provided over the Plan period.
- 6.120 The authority will seek a material or financial contribution to affordable housing from all new open market housing developments in order to maximise the delivery of affordable housing in an effort to meet the existing and newly-arising need. Where the site is large enough the developer will be expected to provide affordable housing on-site, in accordance with percentage targets stated in GN.27 (for housing allocations) or GN.28 (for windfall sites). These targets are derived from housing viability tests and form an indicative target. The viability tests, conducted using the 3 Dragons Development Appraisal Toolkit, have regard to unique site characteristics and allow for changes to the state of the economy and the economics of development. Where a developer can demonstrate that the expected percentage is not deliverable, they may negotiate with the LPA to ensure delivery of a reasonable number of affordable homes, which contribute to meeting the need for affordable homes in Pembrokeshire. In Local Villages the objective of residential development is to meet the need for more affordable homes in rural areas and therefore concerns over the viability of development do not justify any relaxation of the policy.
- 6.121 If on site provision is impractical, for example on small scale developments or where through 'rounding' a large site is left with a fraction of an affordable dwelling to provide, the Council will seek a commuted sum contribution to support off site affordable housing provision.
- 6.122 All affordable housing must be available in perpetuity for people in need of affordable housing and any planning permission will be subject to conditions or a planning obligation to ensure that this will be the case. The Authority will not accept piecemeal development of large sites, whether allocated or otherwise, as a means of avoiding the requirement for affordable housing. Affordable Housing SPG contains important details of tenure and type of affordable housing sought by the authority. It also establishes how the contribution percentage rate may be adjusted and how a commuted sum will be applied.

¹⁰⁷ Planning Policy Wales (Edition 5, November 2012), Technical Advice Note 2 (2006), Technical Advice Note 6, Section 4.2 (July 2010)

GN.29 Exception Sites for Local Needs Affordable Housing

Local needs affordable housing on land that would not otherwise be released for housing will be permitted in exceptional circumstances where the following criteria are met:

1. The site is within or immediately adjoining a Settlement Boundary;
2. A local need for affordable housing has been identified;
3. The community in which the site is located is adequately served with facilities to support the proposed development; and
4. All the benefits of affordable housing provision, built for the exclusive occupation of local people in need of affordable homes, will pass to the initial and all subsequent occupants.

6.123 Where there is an identified need for affordable housing, which cannot be satisfied by existing provision, local needs affordable housing can be provided as an exception to normal planning policies. Evidence of need can be drawn from the Local Housing Market Assessment, Common Housing Register data and Community Council surveys. Any application for an exception site must be proportionate in scale and nature to the settlement in which it is located.

6.124 Further information is provided within national policy¹⁰⁸.

GN.30 Specialist and Supported Accommodation

The development, or extension, of specialist residential accommodation will be permitted where a need for such a facility has been identified and the following criteria are met:

1. In the case of new facilities the development is within or immediately adjoining a Settlement Boundary, or involves the adaptation or conversion of an appropriate existing building; or
2. In the case of extensions, the scale and nature of the original development together with the extension is compatible with its location; and
3. In all instances access arrangements allow for the safe manoeuvring of pedestrians, cars, ambulances and delivery and service vehicles.

Land is allocated for an additional care facility at:

Site Reference	Site Name	Area (ha)
SSA/089/01	Park House, New Hedges	1.65

¹⁰⁸ Planning Policy Wales (Edition 5, November 2012), Technical Advice Note 2 (2006), Technical Advice Note 6, para 4.2.2 (July 2010)

6.125 Pembrokeshire has the second highest proportion of older people in its population in Wales, with the population over 65 estimated to be 26% by 2021¹⁰⁹. This policy, therefore, aims to provide accommodation for the special needs of various groups, in particular the elderly (but also other groups) for sheltered accommodation, residential care, extra and domiciliary care, or respite, palliative or hospice care (Class C2 of the Use Classes Order 1987 as amended).

6.126 It is important that this Plan provides sufficient opportunity for the development of care facilities, whether private or publicly funded, in order to meet the identified needs of the population. In all cases a clear, quantifiable and identified need for the facility must be proven. Consideration should also be given to how the development complements the character of the local area and protects the amenity of local residents.

6.127 The allocation at Park House, New Hedges, addresses a proven need for extra care facilities in the area. The site is appropriate for an extension as it has good access and is well located to serve the needs of the area. Further proposals for

the extension of specialist and supported accommodation must also identify a need for such a facility and must be acceptable in terms of their scale, nature and impact on the surrounding area.

GN.31 Gypsy Traveller Sites and Pitches Allocation

Land is allocated for additional Gypsy Traveller accommodation at:

Site Reference	Site Name	Area (ha)	Indicative number of pitches
GT/095/001	Catshole (Castle) Quarry	0.39	8
GT/050/001	Kingsmoor Common, Kilgetty	0.78	15

6.128 Pembrokeshire has the greatest number of authorised gypsy traveller sites of any Local Authority in Wales. Most of these sites are owned and run by the Local Authority but some private authorised sites also exist.

¹⁰⁹ Local Housing Market Assessment, 2007; Population, Household and Labour Force Projections, September 2008; Summary of Issues from Public Consultation Events, October 2008; Key Issues for the LDP identified under Community Plan Priorities, October 2008

- 6.129 The Pembrokeshire Gypsy Traveller Accommodation Need Assessment (2010) demonstrated need for additional pitches to be provided over the course of the first five years of the Plan period. Allocations have been identified to meet this need. The Assessment identified no need for transit pitches over the same period. Should monitoring reveal any further shortfalls, then the Council will identify suitable sites for this type of development.
- 6.130 Proposals for new sites or extensions to existing sites must have good access to services, particularly essential services such as primary schools and doctors' surgeries.
- 6.131 Site design must combine a layout which will meet the needs of the inhabitants of the site, meet standards for pitch separation and mitigate the visual impact of the development on the landscape.
- 6.132 Gypsy Traveller sites require good road access, particularly those which have an element of, or are entirely transit sites. Another criterion of particular importance is the potential impact on amenity of any surrounding properties. GN.1 General Development Policy will therefore be a key consideration for any proposal.

GN.32 Gypsy Traveller Sites and Pitches

Outside of Settlement Boundaries 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.**

GN.33 Community Facilities

A The development of new community facilities¹¹⁰ will be permitted where proposals are located within or are well-related to a settlement.

B Extension(s) to an existing community facility will be permitted where the facility is appropriately located to meet the needs of the community it is to serve.

C The change of use of a community facility will only be permitted where:

Either

1. It can be demonstrated that the continued use of the facility has been shown to be no longer viable;

Or

2. A suitable replacement facility is to be made available.

D The following sites are allocated for the development of new community facilities:

Site Reference	Use	Site Name	Area (ha)
CF/040/01	New Primary School	Slade Lane School Site, Haverfordwest	5.83
CF/040/02	Hospital Extension	Withybush Hospital Extension, Haverfordwest	2.57
CF/040/03	Site Extension	St Marks VA School, Haverfordwest	0.72
CF/096/01	Site Extension & New Access for School	Pennar CP School, Pembroke Dock	1.4
CF/095/01	Cemetery Extension	Monkton Cemetery, Monkton	0.21
CF/048/01	Cemetery Extension	Popehill, Johnston	0.77
CF/035/01	Cemetery Extension	Freystrop Cemetery, Freystrop	0.21

¹¹⁰ Community facilities are any facilities that serve the community and contribute to the quality of everyday life, including local shops, schools, libraries, religious buildings, sports halls and leisure centres, cinemas and theatres, community halls, public houses, post offices and health centres, playgrounds, cemeteries and small scale community based re-use and recycle facilities (including bring sites)

- 6.133 Community facilities are essential to community cohesion and nurturing sustainable communities. This policy seeks to retain the use of community facilities except where they are no longer viable.
- 6.134 A community facility includes the building(s), its curtilage and any associated facilities.
- 6.135 Where a new facility is proposed outside a settlement, the applicant will be expected to demonstrate that the location proposed is the best available and in close proximity to the settlement. The applicant will need to demonstrate that there are no sites that are better related to the settlement on which the facility could be placed.
- 6.136 Extensions to existing community facilities which are not within or well-related to a settlement will be permitted where the applicant can demonstrate that the facility is well located to meet the needs of the community it is to serve.
- 6.137 Acceptable evidence that the facility is no longer required can include any of the following:
- i) Resolution of County or Community Council to close the facility.
 - ii) That the cost of refurbishment, repair or running costs is greater than the income the facility can generate and no suitable funding is available for its support.
 - iii) Lack of reasonable use in the past e.g. demonstration of very limited use in hours or by very few people.
 - iv) Lack of demand by prospective operators as evidenced by appropriate marketing for sale or rent for 6 months or more.
- 6.138 Any replacement facilities must be located to meet the needs of the same local community, provide the same type of provision as the facility being replaced. Alternative facilities could include a mobile service, provision online or a service in another settlement, providing that this is within a reasonable distance for the community it serves.



GN.34 Protection and Creation of Outdoor Recreation Areas

A - Outdoor recreation areas, which include public open spaces, leisure routes and recreational facilities, are protected.

Development will be permitted on outdoor recreation areas where:

- 1. The area has no significant public recreational value; or**
- 2. A suitable replacement facility is to be made available; or**
- 3. The recreational facilities will be enhanced through the redevelopment of part of the site.**

B -New outdoor recreation area(s) will be permitted where the following criteria are met:

- 1. It is well located to serve community needs;**
- 2. It is of appropriate size, design and form to meet the needs of the people it is intended to serve; and**
- 3. Provision is made for the future management and maintenance of the site/route.**

and social interaction. Outdoor recreation areas¹¹¹ are also important to the environment as they can support biodiversity, improve air quality and reduce surface water run off. This policy aims to protect important and valued areas used for leisure and recreation and encourage the creation of new ones.

6.139 Recreational activities are an important means of improving the quality of life of Pembrokeshire’s residents and visitors. Places and facilities such as playgrounds, playing fields, parks and cycle paths are used by people of all ages across the whole of Pembrokeshire and they encourage healthier lifestyles

- 6.140 When assessing the recreational value of outdoor areas the following issues should be considered:
- The quality of facilities and equipment;
 - The clear visibility of the site from nearby homes, and the safety of users whilst accessing and using the site;
 - The contribution the site makes to the overall local provision of recreational areas; and
 - The management and maintenance arrangements for the site.

6.141 Redevelopment of recreational areas, including those not shown on the Inset Maps, must be justified by demonstrating that site has no significant recreational value, using the issues listed above. Where the applicant cannot provide this justification, a replacement facility will be required.

¹¹¹ Outdoor recreational areas of more than 0.25 hectares and all children’s playspaces that are located in Towns, Service Centres and Service Villages are identified in the 2010 Open Space Assessment and are shown on appropriate Inset Maps

- 6.142 Where a replacement facility is to be provided, it must:
- Be located to meet the needs of the same local community as served by the facility it replaces;
 - Be of sufficient size and quality to equal or exceed the recreational value of the facility it replaces;
 - Provide the same facility as it replaces, or be of a type that is recognised as being in short supply in the area; and
 - Include an agreement for the future management and maintenance of the site.

6.143 It may be appropriate to permit a small part of the site to be redeveloped for other purposes if it improves the condition or provision of the recreational facilities.

6.144 New outdoor recreational areas are encouraged. They should have regard for their impact on the character of the area, the quality of life of the local community, be of a type that suits local demographic patterns and in locations where access by a range of means of transport is possible.

6.145 Development of school playing fields will be assessed using GN.33 Community Facilities policy.

GN.35 Protection of Open Spaces with Amenity Value

Development which would adversely affect the appearance, character or local amenity value of areas of public and private open space will not normally be permitted. In exceptional circumstances, where the proposal will bring clear social and/or economic benefits to the local community and make a positive contribution to the built environment, development may be permitted where it can be demonstrated that no suitable alternative site is available.

6.146 This policy seeks to protect open space which has local amenity value¹¹², for example because of its appearance or character. Such spaces can be gardens, civic spaces, cemeteries, green corridors, green spaces around buildings, village greens and land which establishes the setting for a settlement.

6.147 To be of amenity value an area of open space need not have a formal use or be accessible to the general public as long as it contributes to the appearance, character or local amenity value of the settlement or its setting. Space between and around buildings is an essential part of the built environment and often gives a settlement its distinctive character. In addition important

¹¹² Amenity open spaces of more than 0.25 hectares that are located in Towns, Service Centres and Service Villages are identified in the 2010 Open Space Assessment and are shown on appropriate Inset Maps

gaps between discrete groups of buildings or as components of the landscape setting can make an important contribution.

- 6.148 Proposals for the development of amenity open spaces must demonstrate that no suitable alternative site for the development can be found and that the proposed loss of open space/natural features has been minimised. The proposal must make a clear positive social and/or economic contribution to the local area and any development on amenity open space must improve the built environment.

GN.36 Green Wedges

In order to prevent the coalescence of settlements Green Wedges have been identified at the following locations:

- **Haverfordwest / Merlins Bridge (east)**
- **Haverfordwest / Merlins Bridge (west)**
- **Haverfordwest / Portfield Gate**
- **Neyland / Llanstadwell**
- **Fishguard / Goodwick**
- **Fishguard / Lower Town**
- **Tenby / Penally**

These areas have particular importance in maintaining the distinct identities of separate communities. Within the Green Wedges there will be a general presumption against inappropriate development.

- 6.149 Green Wedges play an important role in maintaining Pembrokeshire's landscape setting and preserving openness. Land on the edge of the Hub Towns and tourism centres is vulnerable to the pressure of development, this in turn can result in the urbanisation of rural areas, coalescence of settlements and loss of important green space. This policy aims to identify and protect such vulnerable areas from inappropriate development, as defined in national policy¹¹³, with development proposals determined in accordance with PPW paragraphs 4.8.14-4.8.18.

- 6.150 Specific details of each of the designations are contained in LDP Background Paper 'Green Wedges' September 2010. The spatial extent of the Green Wedge allocations is shown on the LDP Proposals Map.

¹¹³ Planning Policy Wales (Edition 5, November 2012), section 4.8.

GN.37 Protection and Enhancement of Biodiversity

All development should demonstrate a positive approach to maintaining and, wherever possible, enhancing biodiversity. Development that would disturb or otherwise harm protected species or their habitats, or the integrity of other habitats, sites or features of importance to wildlife and individual species, will only be permitted in exceptional circumstances where the effects are minimised or mitigated through careful design, work scheduling or other appropriate measures.

6.151 The protection and enhancement of biodiversity is fundamental to the high environmental quality of Pembrokeshire. Planning proposals that affect internationally, nationally, regionally and locally designated sites, shown on the Proposals Map, are a material consideration when considering a development proposal and will be assessed in accordance with national planning policy and guidance¹¹⁴, working with stakeholders and statutory consultees, and using appropriate data sources¹¹⁵.

Development proposals with potential for adverse effect on internationally or nationally important sites will require detailed assessment before progressing. Specifically if any development proposal¹¹⁶ is likely to have a significant effect on a European site or species it shall be subject to an Appropriate Assessment¹¹⁷ of the implications in relation to the site's conservation objectives.

6.152 This policy aims to ensure that species and their habitats in countryside and urban environments are protected from the potentially adverse effects of development, and where possible enhanced. Potentially adverse effects may include disruption to species and habitats prior to, during and/or after construction, or the cumulative impacts of a development, for example unacceptable noise, lighting or traffic impacts. This policy aims to protect against such adverse effects and therefore mitigation and/or enhancement may be required as an integral part of a development proposal. This policy also aims to protect and maintain ecological connectivity corridors and 'stepping stone' habitats, such as road verges, gardens, rivers and green spaces, and where possible to

¹¹⁴Welsh Assembly Government: Planning Policy Wales (Edition 5, November 2012), Chapter 5 and Technical Advice Note 5 Nature Conservation and Planning 2009

¹¹⁵CCW LANDMAP and Protected Sites Maps, Core Management Plans of relevant European sites, Phase 1 Habitats Survey data, and the West Wales Biodiversity Information Centre geodatabase of species records and habitat information

¹¹⁶alone or in combination with other plans or projects

¹¹⁷Technical Advice Note 5 Nature Conservation and Planning 2009, section 5.3



extend these in order to safeguard biodiversity and habitats and prevent their fragmentation and/or species isolation.

- 6.153 The principles underpinning this policy lie at the heart of the Pembrokeshire Local Biodiversity Action Plan (LBAP) and the concept of sustainable development. The LBAP identifies priority species and habitats considered to be of national, regional and local importance which this policy aims to protect. Due regard is also given to the Natural Environment and Rural Communities (NERC) Act (2006) Section 42 List of “Species and Habitats of Principal Importance for Conserving the Biological Diversity of Wales”. Only in exceptional circumstances will development proposals that detrimentally impact upon such

species and/or their habitats be permitted, and in such circumstances the effects must be mitigated through careful design or work scheduling. Translocation is seldom successful in sustaining the nature conservation interest of affected habitats and should not be used to support a proposal which would otherwise be unacceptable.

GN.38 Protection and Enhancement of the Historic Environment

Development that affects sites and landscapes of architectural and/or historical merit or archaeological importance, or their setting, will only be permitted where it can be demonstrated that it would protect or enhance their character and integrity.

- 6.154 Pembrokeshire has a rich and varied historic environment made up of architectural, historical and archaeological features that are integral to its quality and distinctiveness. The historic environment enhances quality of life, forging cultural identity and community cohesion and is a major asset to Pembrokeshire’s visitor economy. This policy builds on national policy, to draw attention to the scale and significance of these assets within Pembrokeshire and to protect, preserve and enhance these features and designations. It ensures that Pembrokeshire’s historic environment including formally designated sites together with buildings and features of local importance and interest, and their setting, are appropriately protected and enhanced¹¹⁸. Development that may detrimentally affect the character or integrity of such areas will not be permitted.
- 6.155 The special qualities of the historic environment can be derived from numerous other factors, in addition to those listed in formal designations, such as the form, scale or grouping of buildings; vistas and visual composition of the townscape/landscape;
- architectural detailing; building materials; trees and other landscape features. Many of these features make an important contribution to the character and appearance of local communities. Pembrokeshire’s towns and villages contain many buildings that are of local importance and which make a significant contribution to the character and quality of the local area¹¹⁹. The Council will seek to ensure that necessary change is accommodated without sacrificing the essential integrity, coherence and character¹²⁰ of the landscape and will have particular regard to potential developments that, alone or in combination, would have a significant impact on landscapes included in the Register of Landscapes of Historic Interest in Wales¹²¹.
- 6.156 In assessing development that may affect archaeological remains the Council will take into account:
1. Information (including from the Historic Environment Record (HER), held by Dyfed Archaeological Trust) on the character, extent and importance of the remains,

¹¹⁸ Maintained as a separate register

¹¹⁹ See CADWs ‘Converting Historic Farm Buildings’ (2004) guide for further details.

¹²⁰ Integrity refers to how the landscape reads as a whole, while coherence relates to how the individual components of the landscape connect together. Character relates to the combination of essential historic elements which make one landscape distinct from another

¹²¹ Cadw, 1998/2001; based mainly on the degree to which historic and archaeological features have survived, the character and extent of historic interest and how this is apparent in today’s landscape, together with other factors such as associations with art, literature, religion, technology, or folklore

2. The extent to which the proposed development is likely to impact upon them,
3. The means of mitigating the effect of the proposed development by redesign to achieve physical preservation in situ.

6.157 Areas and sites of national significance are protected by national policy including Listed Buildings, Conservation Areas, Scheduled Ancient Monuments, Landscapes of Historic Interest and Historic Parks and Gardens. In addition to national policy adopted Conservation Area Character Appraisals will also be a material consideration when determining planning applications.

GN.39 Transport Routes and Improvements

Improvements to the transport network (new and improved major and minor roads, rail network improvements, cycleways, multi-use routes, sites for park and ride schemes and roadside service areas) will be permitted where the following criteria are satisfied:

- a) The choice of route and / or site minimises the impact on the built and natural environment, landscapes and property; and
- b) Permanent land-take is kept to the minimum that is consistent with good design and high quality landscaping; and
- c) In the case of roads, cycleways, multi-use routes

and park and ride, the scheme will help to improve road safety; and

- d) In the case of roads a full range of practicable solutions to the transport problem has been considered and road enhancement provides the optimum solution; and
- e) In the case of roadside service areas, the scheme must adjoin the strategic road network, focus primarily on serving motorists' needs, not impede the movement of strategic traffic and not undermine retail provision in town centres, local centres or villages'.

The following transport routes and improvements will be safeguarded from development that would be likely to prejudice their implementation.

Welsh Government Road Improvement Schemes:

1. A40 Llanddewi Velfrey to Penblewin – WG Phase 3 scheme Regional Improvement Scheme
2. Improvement to the A40 west of St. Clears¹²²

Local road improvement schemes:

3. Northern Distributor Network – Bulford Road link (Johnston to Tiers Cross)
4. Pembroke Community Regeneration Project Phase 1 (Bridgend Terrace diversion) and Phase 2 (Bush Hill to Monkton bypass route)

¹²² including dualling, subject to proving the business case

5. Blackbridge Access Improvement and Waterston bypass¹²³

6. Southern Strategic Route – A 477 Nash Fingerpost to Energy Site corridor enhancement

Bus and rail interchanges:

7. Fishguard (bus focal point)

8. Goodwick Railway Station (bus / rail interchange)¹²⁴

9. Milford Haven (bus / rail interchange)

10. Pembroke Dock (bus / rail interchange)

Rail network improvements:

11. Clunderwen railway station improvement

Park and ride schemes:

12. Tenby¹²⁵

County Council programmed highway schemes:¹²⁶

13. B4318 Gumfreston to Tenby diversion and improvement phase 3

14. B4320 Monkton re-alignment

15. A40 High Street to A487 West Street ('Chimneys' link), Fishguard¹²⁷

16. Haverfordwest to Narberth Shared Use Path

17. Haverfordwest Sustainable Town Centre Project

6.158 This policy provides a criteria based approach to evaluation of new transport schemes and identifies major proposals in the Regional Transport Plan¹²⁸ relating to the Plan area, together with a smaller number of County Council schemes which are also likely to be implemented within the Plan period. Where known the safeguarded routes / sites are shown on the Proposals Map. and programme information¹²⁹ is shown at Appendix 5.

6.159 These proposals should be viewed in conjunction with Figure 5, which identifies key transport routes to support the transport policies and defines a strategic road network, in accordance with the requirements of Technical Advice Note (Wales) 18 and, where appropriate, based on information in the Regional Transport Plan.

6.160 It is not considered appropriate¹³⁰ for this Plan to identify aspirational proposals where there is no certainty of implementation within the Plan period.

¹²³ Development at this site will be required to comply with the requirements of the Conservation of Habitats and Species Regulations 2010.

¹²⁴ there is also a possibility that an inter-modal freight transfer station could be constructed at this site during the Plan period, but there is no reference to this in the Regional Transport Plan for South West Wales

¹²⁵ possibly with implications for non National Park locations

¹²⁶ not included in the Regional Transport Plan for South West Wales

¹²⁷ Funding has not yet been identified for the Fishguard scheme, but there is an expectation it could be implemented during the Plan period

¹²⁸ 'Progress in Partnership – the Regional Transport Plan for South West Wales 2010 to 2015', October 2009

¹²⁹ in accordance with TAN 18, Transport, paragraph 2.8

¹³⁰ Planning Policy Wales (Edition 5, November 2012)

GN.40 New Waste Management Facilities

The following sites are allocated for the provision of new waste management facilities:

Site Reference	Community Facilities	Area (ha)
WST/LDP/040/01	Extension to the existing Civic Amenity site Winsel near Merlin's Bridge	4.95
EMP/040/00004 and 040/00009	New in-building handling and treatment of waste Withybush East of Business Park (undeveloped residual)	15.38
EMP/040/00005	Withybush North of Business Park	6.09
EMP/040/00003	Merlins Bridge Creamery and extension site	7.63
EMP/000/00003	Milford Haven Refinery (Murco), Milford Haven	123.7
EMP/000/00004	Petro Plus / Dragon LNG	177.2
EMP/086/00003	Thornton Industrial Estate	22.07
EMP/146/00001	Waterston Industrial Estate	9.48
EMP/095/00001	Pembroke Power Station site	195.1
EMP/096/00005	Kingswood, Pembroke Dock	8.39
EMP/096/00006	Waterloo, Pembroke Dock	19.67
EMP/000/00002	Valero Refinery, Rhoscrowther	215.3
EMP/034/00006	Celtic Link Business Park, Scleddau	13.47
S/EMP/136/00001	Trecwn	21.11

6.161 The sites proposed in this policy respond to the identified requirements¹³¹ for new facilities for waste management and treatment over the Plan period.

6.162 The Civic Amenity site at the Salterns, Tenby, is constrained by size. It serves communities within and outside the Pembrokeshire Coast National Park. A new site to serve South East Pembrokeshire is required and this could be located either within or outside the National Park. The Council has

identified a potential site for the new facility within the National Park and intends to submit a planning application to the National Park Authority in the near future. If the application is unsuccessful, the search for a site will continue. If such a site is found in the Council's planning area, any related planning application would be considered through policy GN.41 Waste Minimisation, re-use, recovery, composting and treatment, any other relevant LDP policies and national and regional guidance.

¹³¹ *ibid*

- 6.163 At Winsel, there is an identified need and potential for the site to expand onto adjoining land, subject to improvements to the local highway network.
- sites listed in this policy is expected to be sufficient to meet needs within the Plan period.
- 6.164 In accordance with the Regional Waste Plan a choice of locations and sites for new in-building facilities for handling and treatment of waste and for new open-air waste handling and treatment facilities is provided. These facilities will normally be provided on appropriate B2 employment sites and major industrial sites, some of which are brownfield and / or related to ports. The B2 sites listed in this policy have been identified in accordance with the approach set out in the Regional Waste Plan, paragraph 10.2.2. The sites listed as having potential to accept new in-building facilities for handling and treatment of waste will contribute to the provision of waste management facilities rather than being given over entirely to such uses. The intention of listing them in the policy is to direct development interest to potentially appropriate sites.
- 6.165 The Regional Waste Plan provides maps showing areas of search for new sites for in-building and open-air waste facilities, should the identified sites fail to provide sufficient land to meet requirements. However, the combination of existing waste facilities (as identified in the Waste Planning Background Paper) and the

GN.41 Waste Minimisation, Re-use, Recovery, Composting and Treatment

Proposals for the development of waste minimisation, re-use, recovery, composting and treatment facilities, including waste transfer stations and 'energy from waste' facilities, will be permitted where:

1. The site is located at an existing waste management site or at a unit / on a site allocated or protected for B2 uses or if appropriate, at the type of site otherwise indicated by Welsh Government Technical Advice Note 21 (TAN 21) Waste, paragraph C36: or
2. The site can be readily accessed from A or B class roads where transport by road is the only available option; and

In all cases;

3. There is an identified national, regional or local need for the facility;
4. All waste arisings from the new facility have been considered and mitigated; and
5. The co-location of the new facilities with potential energy users has been considered and incorporated where possible.

In addition, for the development of specialist facilities to process or dispose of hazardous waste:

6. It must be demonstrated that no significant adverse impacts will be caused to the health and safety of the public, the economy or the environment.



- 6.166 Recovery and re-use facilities, including waste transfer stations, serve similar purposes to Civic Amenity sites, but may also handle industrial and commercial wastes, scrap metal collection and processing but not incineration. Advances in technology and the introduction of new legislation, policies and practices mean that many modern waste management / resource recovery facilities appear no different externally to any other industrial processes. Internally, industrial demanufacturing processes or energy generating activities are no different to many other modern industrial processes in terms of their operation or impact.
- 6.167 If waste minimisation, re-use, recovery and composting are not, in combination, sufficient to meet the Welsh Government's targets, there will be a need for further waste treatment facilities to minimise the amount of waste going to landfill or landraise, thereby helping to meet the requirements of the Regional Waste Plan in relation to residual waste and the Welsh, European and UK legislation that it responds to. There will be a regional element to provision of such facilities. There is also a regional element to provision of Anaerobic Digesters, whose use can contribute to reduction in residual waste going to landfill / landraise. Furthermore, there is now a greater expectation from the Welsh Government for regional partnership work, which would potentially include waste facilities shared by more than one local authority.
- 6.168 Large anaerobic digesters to deal with regional demands are suitable for location on existing and proposed Use Class B2 employment sites and on sites close to major commercial energy users that can make use of the products of the facility. Smaller-scale facilities (those of less than 0.25 hectares) are generally co-located with Waste Water Treatment Works or on working farms and are sometimes referred to as 'modular facilities'. While these generally process sewage or slurry, they may also take some food waste to make them viable. Some sites may require adjacent open land for windrow composting of the product material.
- 6.169 Composting is a sustainable process and treatment for green waste. The product must be of sufficient quality to allow a beneficial after-use and this may require use of associated processes such as shredding.
- 6.170 Windrow composting, which takes place on open land, is most suitable in rural locations and sometimes takes place as an element of farm diversification.

- 6.171 Generation of energy from waste is an alternative to landfilling and landraising. Energy from Waste facilities will in most cases be located close to a facility that can use the energy produced. That usually means a major industrial installation or industrial estate with multiple businesses.
- 6.172 The management of hazardous waste at source is often more acceptable than transporting it to a more distant site within or outside the Plan area. Within the Plan area, much of the hazardous and special waste is generated by (and often dealt with within or adjacent to) major industry sites adjoining Milford Haven Waterway. Some such wastes are also generated from marine activities.

GN.42 Disposal of Waste on Land

Proposals for the deposit of waste on land will be permitted where the following criteria are met:

- 1. The proposal represents the only practicable solution, having regard to the waste hierarchy, to an identified national, regional or local need;**
- 2. Adequate measures (operational and aftercare) are proposed to deal with any leachate or landfill gas that might arise from the proposal;**
- 3. A post operational landform compatible with the adjoining topography is achievable; and**
- 4. Provision is made for landscaping, progressive restoration, appropriate beneficial after use(s), restoration, and post closure management of the site.**

- 6.173 This policy is needed to ensure that sufficient, appropriate land can be made available for waste / inert waste, which cannot be dealt with by any other means and to secure stringent safeguards that will apply during operations and following closure. Applicants will also require an Environmental Permit from the Environment Agency Wales.

Chapter 7: Achieving the Vision: Implementation and Monitoring

Introduction

- 7.1 This section explains how the Plan will be delivered, what 'success' will look like, how progress will be assessed and what measures the Council will use to determine whether a full or partial review of the Plan is necessary.
- 7.2 The statutory Development Plan provides a framework for rational and consistent decision making. Public engagement in preparation of this Plan has enabled the whole community – businesses, organisations and the general public to be fully involved in shaping planning policies for the Plan area. The LDP process places emphasis on objectives and policies that are deliverable and on regular, consistent monitoring to record progress. Monitoring and review of the Plan and preparation and publication of annual monitoring reports are statutory requirements.
- 7.3 The County Council is committed to demonstrating progress with Plan delivery. Figure 2, Chapter 2 sets out the relationship between issues, objectives, policies and monitoring to facilitate effective and efficient monitoring of the strategy and policies of the Plan in directing the right scale and type of development to the right locations. A full review of the Plan will be initiated 4 years after adoption. Where monitoring demonstrates that objectives have ceased to be relevant or are not being met the Council will review individual policies, the strategic approach or the whole Plan. As part of any review, consideration will be given to whether the Plan's policies and the underpinning objectives remain capable of being achieved and whether they remain sufficiently resilient to perform throughout periods of economic and social fluctuations.
- 7.4 The influence of the wider international, national and regional economy, including the public sector, on delivery of Plan objectives, strategy and policies will be considered in the evaluation of Plan delivery.

- 7.5 In broad terms ‘success’ in Plan delivery will result in:
- More balanced delivery of urban and rural development;
 - General improvement in design and sustainability;
 - Improved resilience of new development to climate change impacts such as extreme weather events and flooding;
 - Continuing protection and enhancement of biodiversity and landscape
 - Growth in the provision of affordable and general market housing;
 - Improved choice of tenure;
 - A more resilient economic base, with
 - Delivery of key strategic sites
 - Take up of opportunities for farm diversification, and farm based affordable housing through national policy to promote farm management succession;
 - Improved vitality of the Hub Towns through complementary development, regeneration and revitalised, locally distinctive town centres with a good proportion of independent traders and a reduction in vacancy rates of prime retail areas; and
 - Delivery of community facilities.

Implementation

- 7.6 The County Council will have a direct development role, in some aspects of Plan implementation, where it has statutory responsibilities or permissive powers to provide a service (such as in its role as Local Highway Authority, Local Education Authority and Lead Local Flood Authority). However, the vast majority of new development proposals, including employment and housing schemes, will be delivered by the private sector, as will many other types of new development. The third (voluntary) and various other public sector organisations may have a role to play in relation to delivery of some specific types of new development.
- 7.7 The provision of adequate and efficient infrastructure, including utilities such as water supply, sewers, waste management (including waste water treatment), electricity, gas, telecommunications and community facilities, is crucial for sustainable economic growth in Pembrokeshire. New development will place additional pressure on infrastructure, both strategically and at specific sites.

7.8 In some cases the infrastructure required for the new development identified in this Plan will be programmed by service providers and utility companies, working alongside private sector developers. Where required infrastructure improvements are not programmed within the development timescale envisaged by a developer, infrastructure provision directly associated with the development will be an essential requirement to enable development to proceed. In these circumstances, prospective developers will need to provide the infrastructure required (or a financial contribution towards the cost in the case of off-site works) to allow development to go ahead and must therefore factor the necessary costs into their development finance at an early stage. Where unprogrammed improvements to drainage systems are required to allow development to go ahead, these must be to an adoptable standard.

7.9 More stringent requirements for infrastructure and public sector restraint on investment in the provision of new infrastructure and buildings may impact on progress during the early years of the Plan. However, funding sources such as the Convergence Programme may provide resources to enable delivery of proposals, particularly those relating to economic development.

7.10 Supplementary Planning Guidance on Development Sites will provide more detailed information on infrastructure requirements to support the Plan.

Monitoring

7.11 This section outlines the monitoring framework that will enable the Council to review the effectiveness of the Plan. The framework identifies the core policies to be monitored together with a suite of indicators and targets and the data sources that will be used to measure progress over time (this is presented in the table in Appendix 4).

7.12 As part of the monitoring framework the Council will prepare and publish an Annual Monitoring Report (AMR) with appropriate stakeholder involvement. The AMR is the main mechanism for assessing the relevance and success of this Plan and identifying any necessary changes. It is intended to improve the transparency of the planning process and to inform elected members, the community, business and environmental organisations of development Plan issues facing the area. Through the AMR the Council will report on the Plan context and the data collected as part of the monitoring and evaluate the effectiveness of the Plan. Each report will draw on contextual information

including, where appropriate, monitoring outcomes of the Wales Spatial Plan 2008 and the Pembrokeshire Community Plan 2010.

7.13 The Annual Monitoring Reports will be published on the County Council's web-site and submitted to the Welsh Government each year, starting in the year following adoption of the LDP.

7.14 The Welsh Government¹³² recognises that it is unrealistic for all policies to be monitored as this would lead to an unnecessarily large and complicated document. The AMR will focus on the consistent monitoring of key policy outcomes, using a standard set of tests and monitoring requirements to allow trend based evaluation, with other aspects of policy reported on less frequently. Where a failure to meet a target is critical to the success or failure of the Plan, triggers for further action by the County Council are included. Other public sector organisations, statutory undertakers and the private sector, whose activities influence the deliverability of the Plan will be identified within the AMR.

7.15 Some elements of the Plan will be monitored through regular survey work, examples being housing and employment development and changes to town centre areas. In other instances, alternative

approaches may be more appropriate. These could include the following:

- Citizens' surveys;
- Meetings with key stakeholders and the Area Liaison Forums;
- Discussions with topic or area specialists; and
- Analysis of planning application records, including approvals, refusals, appeal decisions and departures.

7.16 Where development is phased, for example to allow for the provision of essential infrastructure, this is built into the expectation of what might be delivered at different dates (this is particularly relevant to housing delivery).

7.17 Key questions for the AMR to consider will include:-

- What new issues have occurred in the area or in local/national policy (key recent changes, future prospects)?
- What are the underlying causal factors of these new issues (for instance new structural social, economic and demographic forces that will impinge on the area)?
- How relevant, appropriate and up-to-date is the LDP strategy and its policies and targets?
- What sites have been developed in relation to the Plan's expectations on location and timing?

¹³² Welsh Assembly Government's 'LDP Manual' (2006)

- What has been the effectiveness of policies (and associated SPG), in dealing with applications, and where appropriate leading to applications for better schemes, and in discouraging inappropriate applications?
- What has been the effectiveness of policies (and associated SPG), in dealing with appeals?
- Have the policies had any unforeseen side effects?

7.18 The key monitoring outcomes shown in Figure 2 of this Plan indicate those elements of the Plan that will attract most attention during annual monitoring. In summary, these are to:

- Ensure that development takes place in accord with the strategy of the LDP (outcome 1);
- Ensure that no additional flood risk arises from development (outcome 2);
- Ensure that development is delivered in line with the settlement hierarchy (outcome 3);
- Provide and secure take-up of new employment land for port and energy/renewable energy related sectors (outcome 4);
- Monitor levels of new infrastructure provided over the course of the Plan and progress with the prioritisation/funding and development of key strategic transport schemes and improved ICT connectivity (outcome 5);
- Ensure that town and local centre vibrancy and diversity are maintained and that Haverfordwest's role as a sub-regional centre is strengthened (outcome 6);
- Provide a range of holiday accommodation and attractions available to meet the different needs of visitors (outcome 7);
- Ensure new employment and mixed-use sites for live-work units are provided in both urban and rural areas and existing sites are safeguarded (outcome 8);
- Ensure a range of employment opportunities exist in urban and rural areas (outcome 9);
- Ensure that development which would undermine the safeguarded minerals resource is not permitted (outcome 10);
- Ensure that 5,724 new dwellings are provided to deliver 4,274 market dwellings and 1,450 affordable dwellings (outcome 11);
- Ensure development is sensitive to the needs of language sensitive communities in scale and nature (outcome 12);
- Protect existing community facilities and enhance provision (outcome 13);
- Maintain landscape quality, diversity and distinctiveness (outcome 14);

- Ensure development does not compromise the favourable conservation status of species and habitats of European significance (outcome 15);
- Provide waste facilities to meet the County's requirements (outcome 16);
- Ensure a flourishing historic and built environment (outcome 17);
- Achieve high quality sustainable design (outcome 18).
- Alterations in the form of a partial rolling forward of the LDP, where some forecasts and assumptions have changed, where some policy needs to be changed or where some additional policies needs to be added to deal with areas of significant change or conservation or with some unforeseen events.

Plan Review

7.19 Monitoring results will feed into the review and adjustment of the LDP and SPG. Irrespective of the outcomes presented in any particular Annual Monitoring Report, the County Council will be expected to review the LDP every four years following first and subsequent adoption dates, to ensure that the Plan remains relevant and effective.

7.20 A review could take the form of:

- A replacement of the LDP, i.e. a complete new Plan where the existing Plan is found to be substantially out of date and the scale of necessary alterations is fundamental; or

7.21 A review of the LDP in advance of the formal 4-year review will only take place in exceptional circumstances. The assessment of the Plan's success or otherwise as a strategic plan is wide ranging and circumstances will change over the Plan period. As such, it is considered inappropriate to use performance against individual targets and the results of individual Indicators to automatically trigger a Plan review.

7.22 The Monitoring Framework for the LDP will not generally identify specific triggers for review as in many instances other less severe responses will be more appropriate, such as further research or preparation of Supplementary Planning Guidance. A judgment will be made on the need for a full or partial review based on the

consideration of the following factors and drawing on stakeholder engagement:

- A significant change in external conditions;
- A significant change in national policy or legislation;
- A significant change in local context e.g. closure of a significant employment site that undermines the local economy or the cumulative effect of a series of closures;
- A significant change in development pressures or needs and investment strategies of major public and private investors; and
- Significant concerns from the findings of the AMR in terms of policy effectiveness, site delivery, progress rates, and any problems with implementation.

Chapter 7 – Implementation and Monitoring

Appendix 1: Glossary of Terms

Accessibility	The ease with which a facility or area can be reached by any person wishing to do so and/or by mobile services.
Affordable Housing	Housing with mechanisms in place to ensure that it is financially accessible to those who cannot afford market housing. Affordable housing should be affordable on first occupation and for all subsequent occupiers. Affordable housing may be made available for rent or for purchase at a cost below the market value.
Affordable Housing Exception Site	Small scale housing site, within or adjoining existing settlements for the provision of affordable housing to meet local needs, which would not otherwise be allocated in the development plan.
Agricultural Diversification	Development on working farms involving a change of use of land, or buildings, or new development not falling within the definition of agriculture.
Allocation	Land that has been proposed for a particular use, identified on the Proposals Map of the LDP.
Ancillary	Uses of land or buildings which technically differ from the main (or primary) use, but which are of lesser importance and are permitted by reason of their association with this primary use.
Annual Monitoring Report (AMR)	A report that assesses the extent to which policies in the LDP are being successfully implemented and is published annually.
Baseline	A description of the present state of an area against which to measure subsequent change.
Best and most versatile agricultural land	Land of grades 1, 2 and 3a of the Department for Environment, Food and Rural Affairs (DEFRA) Agricultural Land Classification (ALC) is the best and most versatile, and should be conserved as a finite resource for the future. In development plan policies and development control decisions considerable weight should be given to protecting such land from development, because of its special importance. (Paragraph 4.10 Planning Policy Wales Edition 5, November 2012).
Biodiversity	The richness and variety of living things (plants, birds, animals, fish and insects etc.) which exist in a given area, and the habitats which support them.
Brownfield Land/Sites	Land which is, or was, previously occupied by a permanent structure (excluding agriculture or forestry buildings) and associated fixed surface infrastructure. This includes the curtilage of development, defence buildings and land used for mineral extraction and waste disposal where provision for restoration has not been made. See also Figure 4.3 Definition of Previously Developed Land in Planning Policy Wales (Edition 5, November 2012).

Building Research Establishment Environmental Assessment Method (BREEAM)	The national environmental building standard that rates the environmental sustainability of major non-residential development. The BREEAM environmental assessment aims to minimize environmental impact by ensuring sustainability best practices are in place while also lowering organisations' costs through energy efficiency.
Code for Sustainable Homes	A national standard for sustainable design and construction of new homes used by home designers and builders as a guide to development, and by home-buyers to assist in their choice of home. The Code measures the sustainability performance of a home against nine design categories, rating it from one to six stars. The results of the Code assessment are recorded in a certificate assigned to the dwelling.
Communications Infrastructure	Items of fixed technical equipment which enable people to contact one another.
Community	People living in a defined geographical area, or who share common interests.
Community Facilities	Facilities, usually located within a village or town, which are regularly used by the local community. These can include: shops, public houses, petrol filling stations, doctor's surgeries and other health care facilities, schools, village/community halls, religious buildings, sports halls, leisure centres, cinemas and theatres, community education facilities and small scale community recycling points.
Community Involvement Scheme (CIS)	Part of the Delivery Agreement outlining the Council's scheme for engaging with those people who have an interest in the preparation of the LDP, including businesses.
Connectivity	The ease of movement between an origin and a destination.
Consultation	A process in which comments are invited on a topic or set of topics, or draft document.
Council	Pembrokeshire County Council.
Conservation Areas	Areas of special architectural or historic importance, the character or appearance of which it is desirable to preserve or enhance.

Cultural Heritage	This encompasses the historic environment, cultural legacy and linguistic heritage. The historic environment includes archaeology, ancient monuments, listed buildings, conservation areas, historic parks, gardens and landscapes and the broad social history that has helped to shape local distinctiveness. Linguistic heritage includes the Welsh language and different dialects, recognising that the linguistic heritage of Pembrokeshire includes both Welsh and English languages, with the Landsker line representing the broad divide between these two traditions. Together the historic, cultural and linguistic heritage form cultural heritage which contributes towards a sense of cultural identity.
Cultural Identity	This refers to the heritage, customs, practices, languages, values and world views that define an area.
Delivery Agreement	A document comprising the LPA's project plan and timetable for the preparation of the LDP and Community Involvement Scheme agreed between the County Council and the Welsh Assembly.
Deposit Plan	A formal stage in the LDP process at which individuals and organisations may make representations on the policies and proposals of a draft plan.
Design & Access Statement (DAS)	A design and access statement (DAS) is required by legislation to accompany all planning applications (with exceptions). A DAS communicates how the application proposal accounts for the objectives of good design and responds to access issues. Thus, where a DAS is required, it is a material consideration that the decision maker must have regard to when considering the application.
Development	In planning law this is defined as 'carrying out of building, engineering, mining or other operations in, on, over or under land.' (Section 55 of the 1990 Planning Act as amended).
Employment Land/Sites	Land used for employment purposes, either for single occupancy businesses or as part of an industrial estate or business park, occupied by one or more of the following: offices, manufacturing, research and development, storage and distribution.
Engagement	A process which encourages substantive deliberation within a community. Proactive involvement of any given group of people/section of the community.
Evidence Base	Baseline information, including research documents, data surveys and interpretation used to inform Local Development Plan preparation.

Green Infrastructure	A network of multifunctional green spaces and inter-connecting links which is designed, developed and managed to meet the environmental, social and economic needs of communities. It is part of, and contributes to, a high quality natural and built environment that enhances the quality of life for present and future residents and visitors.
Greenfield Land/Sites	Land which has never been built on, usually grassland, farmland or heath.
Gypsy Travellers	Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling show people or circus people travelling together as such. (Source: WAG Circular 30/2007 'Planning for Gypsy and Traveller Caravan Sites').
Habitats Regulations Appraisal (HRA)	HRA is required under the European Directive 92/43/EEC and is the assessment of the impacts of implementing a plan or project on a Natura 2000 Site. Its purpose is to consider the impacts of a land use plan against conservation objectives of the site and to ascertain whether it would adversely affect the integrity of the site. Where significant negative effects are identified, alternative options should be examined to avoid any potential damaging effects. Appropriate Assessment (AA) is one part of the HRA process. It is only required where the plan-making body determines that the plan is likely to have a significant effect on European Designated sites, either alone or in combination with other plans or projects. It considers whether the impacts of a plan or project assessed against the conservation objectives of a European Site, are likely to cause adverse effects on site integrity and site features.
Hub	This is a Wales Spatial Plan term used to describe strategic areas that perform an important regional role and should therefore be an important focus for future investment. Hub Towns within the Plan area include: Haverfordwest, Pembroke Dock, Pembroke, Milford Haven and Neyland (the Haven Hub) and Fishguard and Goodwick (North Pembrokeshire Hub).
Hinterland	Area of land lying beyond a town but physically and/or functionally related to it.
Implementation	To put a plan or system into operation.
Indicator	A measure of variables over time used to assess progress in the achievement of objectives, targets and policies.

Infrastructure	Infrastructure encompasses power supplies, water supply, means of sewage disposal, means of surface water disposal, roads and other transportation networks, telecommunications, shopping and other facilities that are required as a framework for development.
Initial SA report	A version of the Sustainability Appraisal report, produced at Preferred Strategy stage.
Inspector	The person from the Planning Inspectorate appointed by the Welsh Government to conduct an independent examination of the Deposit LDP and associated documents.
Involvement	Generic term to include both participation and consultation.
Leisure Routes	Paths and routes for recreational movement by non-motorised means, including cycle paths and Public Rights of Way (for instance footpaths and bridleways), waterways and rivers.
Lifetime Homes Standards	Criteria developed by a group convened by the Joseph Rowntree Foundation in 1991 to help house builders produce new homes flexible enough to deal with changes in life situations of occupants e.g. caring for young children, temporary injuries, declining mobility with age.
Live-work Unit	This is a building which is primarily designed for employment purposes but which includes ancillary residential space. Live-work units allow people to work from home and are therefore often considered a sustainable form of development.
Local Development Plan (LDP)	The Statutory Development Plan for each LPA area in Wales, as required under Part 6 of the Planning and Compulsory Purchase Act 2004.
Local Nature Reserve (LNR)	An area designated for its local importance in terms of nature conservation.
Local Village	These are villages with lower service levels than Service Villages.
Local Planning Authority (LPA)	A planning authority responsible for the preparation of the LDP.
Major Development	Development of 10 or more residential units or commercial developments with a floorspace over 1000 m ²
Mixed use developments	Developments comprising more than one land use type within a single site.
Mixed-use live-work units	Individual buildings within which more than one land use type exists, usually a mix of employment and housing uses.
Monitoring	The use of evidence gathered to assess the progress made in implementing the LDP policies. See Annual Monitoring Report.

National Assembly for Wales	The body in Wales that debates and approves legislation and holds the Welsh Government to account.
National Nature Reserve (NNR)	An area designated for its national importance in terms of nature conservation, and managed in accordance with a nature reserve agreement with landowners and occupiers.
Natural Environment	Includes ecosystems, flora, fauna, biodiversity, watercourses, landscape, geodiversity but excluding buildings and man made infrastructure.
Natural Heritage	This is the historic legacy of natural environment including places, objects and intangible attributes encompassing the countryside and natural environment (species and habitats).
Participation	Interaction of stakeholders and the community with plan makers.
Primary Frontage	Streets or groups of buildings within town centres where there is currently a high concentration of A1 uses.
Public Realm	Public Realm relates to all those parts of the built environment where the public has free access. It encompasses: all streets, squares, and other rights of way, whether predominantly in residential, commercial or community/civic uses; the open spaces and parks; and the 'public/private' spaces where public access is unrestricted (at least during daylight hours). It includes the interfaces with key internal and private spaces to which the public normally has free access.
Outcrop	The surface expression of a mineral resource.
Outdoor recreation areas	Outdoor recreation areas include spaces such as playing fields, playgrounds and parks, and leisure routes (as defined above). They have important social and environmental functions and they are protected from inappropriate development.
Rural Development	Generally this denotes the actions and initiatives taken to improve the prosperity and quality of non-urban areas: socially, economically and environmentally.
Rural Economy	A collective of businesses and enterprises based in rural areas that sustain a living, working countryside.
Scoping	The process of deciding the scope and level of detail of a Sustainability Appraisal, including the sustainability effects and options which need to be considered, the assessment methods to be used and structure and contents of the SA report.
Secondary Frontage	Streets or groups of buildings within town centres where a broad mix of uses takes place.
Service Infrastructure	Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, waste water treatment facility, education and health facilities.
Service Centre	A settlement with an excellent range of services and a variety of shops (See also Settlement Hierarchy).

Service Villages	A settlement with a good range of services supporting wider than the immediate community (See also Settlement Hierarchy).
Settlement	A group of dwellings which form a village or hamlet where there is a physical cohesion of dwellings.
Settlement Boundary	Settlement Boundaries identify the physical limits of the existing built up area and also embrace edge of settlement land which is allocated or permitted for development of a built up nature and which would, once completed, form a cohesive part of the settlement fabric.
Settlement Hierarchy	<p>Plan settlements arranged into a hierarchy, used to determine the appropriate scale of development.</p> <p>For the LDP the hierarchy has been defined on the basis of the number and variety of facilities and services within settlements using the Wales Spatial Plan and results from the Council's Rural Facilities Survey.</p> <p>Services were divided into three categories, with a weighted score reflecting the importance of the facility in contributing towards sustainable settlements:</p> <p>Top level services – Local shop (5 points), Post Office (3 points), primary school (3 points).</p> <p>Prime Services, each worth 2 points – Community hall / centre, GP surgery, pharmacy, public house, frequent bus service, daily train service, children's play or sports area.</p> <p>Additional services, each worth 1 point – Place of Worship, crèche / playgroup, irregular public transport, recycling facility, village green / common land, permanent library, connection to a mains sewerage system and spare mains sewerage capacity (where known).</p>
Settlement Hierarchy Classification	<p>Towns: the five main settlements of the Haven Hub (Haverfordwest, Milford Haven, Neyland, Pembroke Dock and Pembroke), the two settlements of the North Pembrokeshire Hub (Fishguard & Goodwick) and the Rural Town of Narberth.</p> <p>Service Centres: These settlements have a weighted score of 27 or more, as well as a range of shops. The four service centres are Crymych, Johnston, Kilgetty and Letterston.</p> <p>Service Villages: These settlements scored 12 or more, indicating a good range of services. There are 45 villages in this category.</p> <p>Local Villages: Local Villages scored fewer than 12 points in the Rural Facilities survey but have suitable and appropriate spaces for modest levels of new residential development.</p> <p>There are 86 Local Villages. Villages in this category are further sub-divided into Large Local Villages and Small Local Villages.</p> <p>Every other area of the plan area is defined as being part of the countryside.</p>

Significant effect	This term is set in the context of the Plan. The SEA Directive identifies criteria for determining the likely significance of effects on the environment. In terms of HRA, this is a likely significant effect on a habitat or species designated as of European significance and referred to as a Natura 2000 (N2K) site.
Site of Special Scientific Interest (SSSI)	A national site designated for its special scientific interest in terms of its flora, fauna, or geological or physiographical features.
Social Housing Grant	Social Housing Grant (SHG) is a grant given to Registered Social Landlords by the Welsh Government to fund housing schemes that provide affordable homes.
Soundness	The soundness of the Plan refers to whether the Plan shows good judgement and can be relied upon. The tests of soundness are defined tests of procedure, consistency, coherence and effectiveness against which the LDP is examined by an Independent Planning Inspector.
Special Area of Conservation (SAC)	Designated under the European Directive on the Conservation of Natural Habitats and Wild Flora and Fauna for the conservation of sites of international conservation importance.
Special Protection Area (SPA)	Designated under the European Directive on the Conservation of Wild Birds, for the protection of wild birds and their habitats.
Stakeholder	An individual, group or organisation with an interest in the content of the LDP.
Strategic Environmental Assessment (SEA)	Generic term used to describe environmental assessment as applied to policies, plans and programmes. The SEA regulations require a formal "environmental assessment of certain plans and programmes, including those in the field of planning and land use."
Sustainable Drainage Systems (SuDS)	SuDS are designed to reduce the potential of flooding on new and existing developments. Unlike traditional storm water drainage systems, they also help to protect and enhance ground water quality.
Supplementary Planning Guidance (SPG)	Additional guidance or information in respect of the policies in a Development Plan, explaining how policies will be put into practice. SPG does not form part of the Development Plan and is not subject to independent examination but must be derived from its policies and proposals, be consistent with it and with national planning policy and be subject to an appropriate public consultation process.
Sustainability Appraisal (SA)	Legal requirement for appraising plans, including LDPs, to ensure they contribute towards sustainable development. It fully incorporates the requirements of the SEA Directive.

<p>Sustainable Development</p>	<p>The goal of sustainable development is to “enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life without compromising the quality of life of future generations” (UK’s shared framework for sustainable development). In the context of Wales (WAG Sustainable Development Scheme, November 2008), sustainable development means enhancing the economic, social and environmental wellbeing of people and communities, achieving a better quality of life for our own and future generations. This must be done in ways which promote social justice and equality of opportunity, and which enhance the natural and cultural environment and respect its limits - using only our fair share of the earth’s resources and sustaining our cultural legacy. Sustainable development is part of the process by which we reach the goal of sustainability.</p>
<p>Technical Advice Notes (TAN)</p>	<p>Documents produced by the Welsh Government giving detailed technical guidance to Local Planning Authorities on particular planning issues. TANs should be read in conjunction with Planning Policy Wales and taken into account by Local Planning Authorities in the preparation of development plans. They may also be material planning considerations in the determination of individual planning applications. See list below: TAN 1: Joint Housing Land Availability Studies- 2006 TAN 2: Planning & Affordable Housing- 2006 TAN 3: Simplified Planning Zones- 1996 TAN 4: Retailing & Town Centres- 1996 TAN 5: Nature Conservation & Planning- 2009 TAN 6: Planning for Sustainable Rural Communities- 2010 TAN 7: Outdoor Advertisement Control- 1996 TAN 8: Renewable Energy- 2005 TAN 9: Enforcement of Planning Control- 1997 TAN 10: Tree Preservation Orders- 1997 TAN 11: Noise- 2007 TAN 12: Design- 2009 TAN 13: Tourism- 1997 TAN 14: Coastal Planning- 1998 TAN 15: Development & Flood Risk- 2004 TAN 16: Sport, Recreation & Open Space- 2009 TAN 18: Transport- 2007 TAN 19: Telecommunications- 2002 TAN 20: The Welsh Language- Unitary Development Plans & Planning Control- 2000 TAN 21: Waste- 2001 TAN 22: Sustainable Buildings- 2010</p>

The Act	The Planning and Compulsory Purchase Act 2004.
Use Classes	<p>Class A of the Use Classes Order (1987, as amended) includes the following types of premises:</p> <p>A1: Shops – for example: retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, dry cleaners, sandwich shops etc.</p> <p>A2: Financial and professional services - banks, building societies, estate and employment agencies, betting offices.</p> <p>A3: Food and drink - restaurants, public houses, snack bars, cafés, wine bars, shops for the sale of hot food.</p> <p>Class B of the Use Classes Order (1987, as amended) includes the following types of premises:</p> <p>B1: Offices (not those within Use Class A2), research and development, studios, laboratories, high tech.</p> <p>B2: General industrial</p> <p>B8: Storage (excluding nuclear uses) and distribution.</p> <p>Class C of the Use Classes Order (1987, as amended) includes the following types of premises:</p> <p>C1: Hotels, boarding and guest houses</p> <p>C2: Residential schools and colleges, hospitals and convalescent/nursing homes</p> <p>C3: Dwellings, small businesses at home, communal housing of elderly and handicapped.</p> <p>Class D of the Use Classes Order (1987, as amended) includes the following types of premises:</p> <p>D1: Places of worship, church halls, clinics, health centres, crèches, day nurseries, consulting rooms, museums, public halls, libraries, art galleries, exhibition halls, non residential education and training centres</p> <p>D2: Cinemas, music and concert halls, dance, sports halls, swimming baths, skating rinks, gymnasiums, other indoor and outdoor sports and leisure uses, bingo halls, casinos.</p> <p>Sui Generis: Many uses do not fall within any Use Class and are therefore described as Sui generis – a class on their own. For example, theatres, amusement centres, car show rooms, petrol filling stations and car hire offices are among uses which are specifically excluded from any of the defined Classes.</p>
Wales Spatial Plan (WSP)	A plan prepared and approved by the Welsh Assembly Government which sets out a strategic framework to guide future development and policy interventions and includes a locational element.
Welsh Government (WG)	The elected body in Wales that develops and implements policy via the Civil Service and a range of sponsored bodies.

Well-related	Well-related means well related to the built form of a settlement in terms of proximity, physical connectivity and visual relationship.
Windfall Site	A site for new development which is unallocated but has the potential to come forward for development during the Plan period.
Windrow Composting	Windrow composting is used for processing garden waste, such as grass cuttings, pruning and leaves in either an open air environment or within large covered areas where the material can break down.

Appendix 2: Current Mineral Working

Mineral resources are currently used at the following locations in the Plan area:

Name	Reference number	Resource	Situation
Blaencilgoed / Gellihalog	M1	Limestone	Active
Bolton Hill	M2	Igneous	Active
Slade Hall Farm	M3	Mudstone	Active
Glogue	M4	Slate	Active
Cotts Lane	M5	Shale	Active
Penlan	M6	Shale	Active
Cefn	M7	Slate	Active
Plascwrt	M8	Sandstone	Active
Pope Hill	M9	Shale	Active
Tangiers Farm	M10	Shale	Active
Cronllwyn	M11	Slate waste	Planning permission granted and working recently commenced
Treffgarne	M12	Igneous	Dormant
Gilfach for owners' personal use	M13	Slate	Small-scale working
Yetwen	M14	Sandstone	Dormant
Trefigin ¹³³ (the part of the site outside the National Park)	M15	Sand and gravel	Planning permission M15 granted, but working not commenced

A borrow pit has recently been consented at Keeston Hill and will result in working of shale for a year, to supply fill material for a local housing site.

Additionally, there is a wharf for landing of marine-won sand and gravel at Pembroke Dock.

¹³³ The part of the Trefigin site outside the National Park may be surrendered by section 106 agreement if planning permission is granted for an extension within the National Park boundary

Appendix 3: Housing Requirement and Supply, 2011 – 2021

Table 1: Housing Requirement 2011-2021

Housing Requirement 2011-2021	Total
Projected additional households in the Plan area, 2011-2021	4,900
Additional households in the Plan area 2006-2011	3,400
Less housing completions 2006-2011	-3,000
Total	5,300
Plus multiplier for dwellings (X 1.08)	424
Total PCC Housing Requirement 2011-2021	5724

Table 2: Housing Supply 2011-2021

Ref	Projected Housing Supply 2011-2021	Urban total	Urban %	Rural total	Rural %	
Ai	Housing Commitments (Permissions @ 10th March 2010)	3944	1983	50.3	1961	49.7
Aii	Expected contribution from housing commitments	2760	1388	50.3	1372	49.7
B	Permissions on allocated sites	701	546	77.9	155	22.1
C	Permitted dwellings not on allocated sites (Aii-B)	2059	842	40.9	1217	59.1
D	Dwellings on LDP allocations	4556	3067	67.3	1489	32.7
E	Dwellings on allocated sites with anticipated delivery beyond Plan period	489	411	84.0	78	16.0
F	Dwellings commenced on former Deposit Allocations	102	102	100.0	0	0.0
G	Potential Windfall capacity	1030	514	49.9	516	50.1
H	Windfall dwellings at 40% capacity (Row G)	412	205.6	49.9	206.4	50.1
I	Dwellings in Local Villages	50	0	0.0	50	100.0
J	Dwellings in the Countryside	150	0	0.0	150	100.0
K	Total Housing Supply (C+D+F+H+I+J)	7329	4217	57.5	3112.4	42.5

Appendix 4: Affordable Housing Provision

The estimated and approximate number of affordable homes to be secured from each source of delivery is:

A	Planning Obligations	
i	From Allocations ¹³⁴ , including 20% reduction to factor non-development of sites with permission	435
ii	From Windfall Sites ¹³⁵	41
	Total	476
B	Registered Social Landlords (RSLs)¹³⁶	
i	Pembrokeshire Housing	400
ii	Tai Cantref	269
iii	40% reduction to eliminate double counting of allocated sites that RSLs will develop (estimate)	-268
	Total	401
C	Other sources	
i	Exception Sites (delivered by sources other than RSLs)	10
ii	Self-build affordable housing	20
iii	Rural Enterprise dwellings	75
	Total	105
D	NET TOTAL (A+B+C)	982 (rounded to 980)

¹³⁴ To include on-site affordable dwellings and off-site commuted sum contributions

¹³⁵ Ibid

¹³⁶ Figures in rows B.i and B.ii are projected and estimated total delivery to 2021 according to RSLs' business plans and estimates, provided to the Authority in July 2012. Figures include all dwellings, including on allocated sites, windfall sites and exception sites. Row B.iii is an authority-estimate of the number of dwellings the RSLs will develop on allocated sites, which are already counted in row A.i

Appendix 5: The Monitoring Framework

Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
Mitigating and responding to the challenge of climate change (A)	1. Development takes place in accord with the strategy of the LDP. 2. No significant additional flood risks arising from development.	SP1, GN.1	(Core) 1. Amount of development (by TAN15 paragraph 5.1 development category) permitted in C1 and C2 floodplain areas and otherwise not meeting all the TAN15 tests (paragraph 6.21 – v).*	1. Development in zones C1 and C2 is in line with the provisions of TAN 15.	1. More than 1 approval within 1 year of development in zones C1 and C2 contrary to the provisions of TAN 15.	Private sector EAW PCC
<i>Sources of information and frequency of update:</i> <ul style="list-style-type: none"> • <i>Swift – monitoring of planning applications.</i> 						

¹³⁷ Core Indicators, required by Welsh Government are asterisked.

¹³⁸ Annual unless otherwise specified.

¹³⁹ Annual unless otherwise specified.

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Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
Improving access to goods and services (l)	3. Development is delivered in line with the settlement hierarchy.	SP3, SP4, SP10, SP12, GN.7, GN.14, GN.27, GN.33	<ol style="list-style-type: none"> Number and proportion of housing planning permissions at different levels of the settlement hierarchy. Area of land safeguarded for transport related proposals lost to development. Net change in provision of community facilities as a consequence of planning permission (area and type). Level of services within rural settlements. 	<ol style="list-style-type: none"> 60% of permissions are in the Hub Towns. 0% To maintain key facilities. Services in settlements within the settlement hierarchy are not significantly lower than in the 2008 Rural Facilities Survey. 	<ol style="list-style-type: none"> Permissions less than 50% in Hub Towns over a period of 3 years. Any loss will require investigation Loss of over 3 community facilities within any 3 year period. Monitor at Plan Review (2017) – a 10% change in number of settlements achieving service village level would require further investigation 	Private sector Public sector PCC

Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
			(Core) 5. The capacity (mW) of renewable energy developments permitted.	5. No target but one may be set for LDP monitoring purposes, using the methodology set out in WG Renewable Energy Toolkit.	5. No trigger identified.	
			6. Amount of open space (m2) permitted in relation to overall number of dwellings permitted.	6. Provision of public open space at a rate of more than 25% below the standard requirement (as set out in SPG)	6. Provision of public open space at a rate of more than 35% below the standard requirement (as set out in SPG) at Plan Review (2017).	
<p><i>Sources of information and frequency of update:</i></p> <ul style="list-style-type: none"> • Swift – monitoring of planning applications. • New Rural Facilities Survey undertaken in 2017. 						

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Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
Building on the County's strategic location for energy and port-related development (E)	4. Availability and take-up of employment land is secured for port and energy/renewable energy related sectors.	SP2, SP3, SP10, GN.3, GN.39	1. Planning permission granted for employment development on allocated sites within identified port areas (Blackbridge, Milford Haven, Goodwick former Dewhurst factory site and Goodwick Parrog).	1. 100% by end of Plan period.	1. 50% without planning permission at Plan Review (2017). Annual narrative to describe progress towards delivery	Private sector Public sector PCC Milford Haven Port Authority
	5. Levels of new infrastructure provided over the course of the Plan and progress with the prioritisation/ funding and development of key strategic transport schemes and improved ICT connectivity.		2. Progress towards delivery of safeguarded transport schemes.	2. All delivered by 2021.	2. If finance not been secured for a project by Plan Review (2017).	
Sources of information and frequency of update:						
<ul style="list-style-type: none"> Swift – monitoring of planning applications. 						

Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
Supporting the development of the distinctive role of Pembrokeshire's towns, especially within the Haven Hub (F)	6. Pembrokeshire's town and local centres are vibrant and diverse. Haverfordwest's role as a sub-regional centre is strengthened.	SP4, SP5, SP12, SP14, GN.12, GN.13, GN.14	1. Number of applications approved contrary to policies SP 4, SP 14, GN.12, GN.14. (Core) 2. Amount of major retail, office and leisure development (sq m) permitted in town centres expressed as a percentage of all major development permitted. (TAN4)*	1. 0 2. 100% (figure to exclude schemes which are allocated sites outside town centres).	1. More than 4 planning applications approved contrary to a single policy over 4 years.	Private sector Public sector PCC
And Regenerating town centres (G)			3. Level of floorspace of retail development permitted outside town centres other than schemes falling under Policy GN.15 Small Scale Retail or GN.10 (farm shop).	3. 0%	3. Narrative on any schemes not permitted under Policy GN.15 or GN.10.	
And Sustaining and enhancing the rural and urban economy (C)			4. Progress towards delivery of Retail allocations.	4. 100% delivered by end of Plan period.	4. Any allocations which have not gained planning permission by Plan Review (2017).	

Appendix 5: The Monitoring Framework

Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
			5. Change of presence of A1 uses (unit numbers and floorspace) in primary retail frontages. 6. Percentage of ground floor vacant units in each Town Centre (within identified LDP boundary).	5. At least 66% of the linear frontage is A1 use class within primary frontages. 6. Vacancy levels are no higher than the national (UK) average.	5. Less than target. 6. Vacancy levels 5% higher than national (UK) average.	
<i>Sources of information and frequency of update:</i> <ul style="list-style-type: none"> • Annual retail surveys • Swift – monitoring of planning applications • Annual employment land surveys. 						
Developing quality visitor economy founded on a distinct sense of place and an outstanding natural and built environment (H)	7. A range of holiday accommodations and attractions are available to meet the different needs of visitors.		1. Number of applications approved contrary to policies SP5, GN.16 and GN.17, GN.18 and GN.19 (including at appeal).	1. No applications approved contrary to policies.	1. More than 4 approvals in 4 years.	Private sector Public sector PCC
<i>Sources of information and frequency of update:</i> <ul style="list-style-type: none"> • Swift – monitoring of planning applications. • Appeal decisions from the Planning Inspectorate. 						

Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
Sustaining and enhancing the rural and urban economy (C)	<p>8. New employment and mixed-use sites for live-work units are provided in both urban and rural areas and existing sites are safeguarded.</p> <p>9. A range of employment opportunities exist in urban and rural areas.</p> <p>10. Development which would undermine the minerals reserve is not permitted.</p>	SP2, SP3, SP5, SP6, SP7, SP15, SP16, GN.23	<p>(Core)</p> <p>1a. New employment land developed (hectares/sq m).</p> <p>1b. New employment land developed for offices (hectares/sq m)</p> <p>1c. New employment land developed for industry and warehousing (hectares/sq m).</p> <p>2. Area of land permitted on non-allocated sites (ha/sq m).</p> <p>3. Progress towards delivery of strategic employment sites: a) Blackbridge b) Pembrokeshire Science and Technology Park c) Withybush Business Park d) Trecwn</p>	<p>1. 100 ha developed by 2021.</p> <p>2. 10% of total employment land permitted.</p> <p>3. 75% delivered by 2021.</p>	<p>1. Less than 45ha developed by 2017.</p> <p>2. 50% below target.</p> <p>3. Development not commenced by the following dates: a) Blackbridge (2018) b) Pembrokeshire Science and Technology Park (March 2017) c) Withybush Business Park (March 2017) d) Trecwn (March 2017)</p>	<p>Private sector Public sector PCC PCNPA, other Local Planning Authorities in SW Wales, Minerals Operators</p>

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Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
			<p>4. Progress towards delivery of mixed-use sites:</p> <ul style="list-style-type: none"> a) Haverfordwest – Old Hakin Road b) Johnstons – Arnold's Yard c) Dale Road, Hubberston <p>(Core)</p> <p>5. The extent of primary land won aggregates permitted in accordance with the Regional Technical Statement for Aggregates expressed as a percentage of the total capacity required as identified in the Regional Technical Statement (MTAN).</p> <p>6. Number of applications that would reduce the mineral resource safeguarded by the Plan.</p>	<p>4. 66% delivered by 2021</p> <p>5. Maintenance of the hard rock and sand and gravel landbanks for the duration of the Plan (to 2021) and for 10 years (hard rock) and 7 years (sand and gravel) beyond the Plan period.</p>	<p>4. Sites do not have planning permission by Plan Review (2017).</p> <p>5. Further investigation if land bank drops to 12 years (hard rock) or 9 years (sand and gravel), to ensure sufficient provision at end of Plan period. Monitor tonnage permitted.</p> <p>6. More than 4 approvals in 4 years.</p>	

Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
			7. Progress towards fulfilling the commitment to find alternative locations for minerals production in non-National Park locations within Pembrokeshire and / or elsewhere in SW Wales.	7. a) Regional discussions to resume by 2014 and b) Significant progress towards identification of new mineral reserves in the County and / or SW Wales region demonstrated by 2018.	7. No trigger, but narrative to update on position.	
<p><i>Sources of information and frequency of update:</i></p> <ul style="list-style-type: none"> • Annual employment land surveys • Swift – monitoring of planning applications. • Minerals landbank monitoring by the Regional Minerals Group (annual with an enhanced survey every 4 years) 						
Developing vibrant communities providing a range and mix of homes and local services (D) (See also indicators for Sustaining and enhancing the rural and urban economy)	11. An estimated 5700 new dwellings are provided of which a minimum of 980 new affordable homes are provided. 12. Development is sensitive to the needs of language-sensitive communities in scale and nature.	SP4, SP5, SP7, SP8, SP9, SP15, GN.27, GN.28, GN.30, GN.32, GN.33, GN.34, GN.35	(Core) 1. Housing land supply (TAN 1)	1. Minimum 5 years housing land supply.	1. Supply less than 5.5 years.	
			2. Annual dwelling completions and commitments.	2. Average of 500 new completed dwellings per year over first 4 year period. Average of 640 new completed dwellings per year in remaining years.	2. 10% below target.	

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Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
	13. Existing community facilities are protected and provision enhanced.		<p>(Core)</p> <p>3. Amount of housing development permitted and built on allocated housing sites as a percentage of the total housing allocation and as a percentage of the total housing development permitted.</p> <p>4. Progress towards delivery on the following housing sites:</p> <ul style="list-style-type: none"> a) Slade Lane South, Haverfordwest b) Slade Lane North, Haverfordwest c) Maesgwynne, Fishguard d) Shoals Hook Lane Haverfordwest 	<p>3. 80% of allocations should be completed by 2021. As a total of all housing development permitted, a minimum of 60% should be on allocated sites.</p>	<p>3. 30% of allocations should be permitted by March 2017. Investigation if permissions on allocated sites are below 60% of total.</p>	
				<p>4. All sites should deliver identified units anticipated in the Plan by 2021.</p>	<p>4. Development not commenced by the following dates:</p> <ul style="list-style-type: none"> a) Slade Lane South, Haverfordwest – 2017 b) Slade Lane North, Haverfordwest – 2020 c) Maesgwynne, Fishguard – March 2017 d) Shoals Hook Lane – March 2017. 	

Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
			<p>5. Affordable Housing percentage target in GN.27</p> <p>(Core) 6. The number of net additional affordable and general market dwellings built (TAN2)</p> <p>7. a) Total number of affordable homes granted planning permission.</p>	<p>5. Target will reflect economic circumstances.</p> <p>6. 5700 dwellings by 2021 including 980 affordable housing dwellings by 2021.</p> <p>7. a) 980 by 2021</p>	<p>5. Should average house prices increase by 5% above the base price of 2012 levels sustained over 2 quarters then the Authority will consider other triggers identified in the Affordable Housing SPG and may conduct additional viability testing and modify the targets established in GN.27 and GN.28</p> <p>6. If total number of dwellings built by Plan Review (2017) is less than 50% of target.</p> <p>7. a) If less than 50% of target by Plan Review (2017).</p>	

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Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
			7. b) Number of affordable homes gaining planning permission through planning obligations.	7. b) 476 by 2021.	7. b) If less than 50% of target by Plan Review (2017).	
			7. c) Number of affordable homes permitted as Exception sites.	7. c) 40 by 2021.	7. c) If less than 20 by Plan Review (2017).	
			7. d) Number of affordable homes permitted delivered by Registered Social Landlords.	7. d) 401 by 2021	7. d) Investigation if less than 200 by Plan Review (2017).	
			8. a) Number of rural workers dwellings granted planning permission	8. a) 40 by 2021.	8. a) 50% of target.	
			8. b) Indication of general level of Affordable Housing Need.	8. b) No significant increases annually.	8. b) Level of need varies by over 10% in comparison with 2012 level as measured by the Common Housing Register.	

Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
			<p>9. a) Number of affordable dwellings with planning permission and number built as a percentage of all new housing with planning permission and built.</p> <p>9. b) Proportion of housing development fulfilling affordable housing contributions sought by the authority.</p>	<p>9. a) 98 affordable dwellings per annum consented; affordable housing to be at least 15% of overall permission and completion.</p> <p>9. b) 75% of development to meet or exceed contribution rate; 95% of development to make some form of contribution to affordable housing.</p>	<p>9. a) Further investigation if affordable housing is less than 12.5% of overall permissions.</p> <p>9. b) 10% on targets.</p>	
			<p>(Core) 10. Average density of housing permitted on allocated sites.</p>	<p>10. 30 dph in Hub Towns and 25 dph in Rural settlements.</p>	<p>10. Further investigation if less than 25dph in urban areas and less than 20dph in rural areas.</p>	
			<p>11. Average density of housing permitted on windfall sites.</p>	<p>11. 30 dph in Hub Towns and 25 dph in Rural settlements.</p>	<p>11. Further investigation if less than 25dph in urban areas and less than 20dph in rural areas.</p>	

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Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
			<p>12. a) Number of sites and pitches permitted and completed for gypsies and travellers accommodation</p>	<p>12. a) 40 additional Gypsy Traveller pitches are provided by the end of 2015.</p>	<p>12. a) Less than 40 permitted by the end of 2015.</p>	
			<p>12. b) Progress towards take up of allocated sites for gypsies and travellers accommodation.</p>	<p>12. b) 40 additional Gypsy Traveller pitches are provided by the end of 2015.</p>	<p>12. b) Less than 40 permitted by the end of 2015.</p>	
			<p>13. a) Meeting newly arising need (post 2014) by the end of 2019 (Level of need identified within Gypsy Traveller Accommodation Needs Assessment produced end of 2014).</p>	<p>13. a) Need identified in 2014 survey met by the end of 2019.</p>	<p>13. a) Identified need not met by 2019.</p>	

Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
			13. b) Meeting newly arising (2016) need by the end of 2021 Level of need identified within Gypsy Traveller Accommodation Needs Assessment (produced end of 2016)	13. b) Need identified in 2016 survey met by the end of 2021.	13. b) No trigger.	
			14. Number of applications approved contrary to the protective aim of policy GN.33.	14. 0	14. 3 over 3 years.	
<p><i>Sources of information and frequency of update:</i></p> <ul style="list-style-type: none"> a. Annual joint housing land availability studies (JHLAS) b. Swift – monitoring of planning applications – ongoing. c. Annual County Council monitoring of new community facilities. d. Gypsy Traveller Accommodation Needs Assessment 						

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Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
Delivering design excellence and environmental quality (B) And Protecting and enhancing the natural and built environment (J)	14. Landscape quality, diversity and distinctiveness is maintained.	SP1, SP13, SP16, GN.2, GN.3, GN.4, GN.37, GN.38, GN.40, GN.41, GN.42	1. Number of planning permissions granted contrary to policy GN.1, the protective aim of criterion 3.	1. 0	1. More than 4 such permissions in 4 years.	
	15. Development does not compromise the favourable conservation status of species and habitats of European significance.		2. Number of housing permissions within Settlement Boundaries as a percentage of all housing permissions.	2. 2%	2. 5% a year over 4 years.	
	16. Waste facilities to meet the County's requirements.		3. Number of permissions approved contrary to policy SP16.	3. 0	3. More than 4 in 4 years.	
	17. A flourishing historic and built environment.		(Core) 4. a) Amount of Greenfield land lost to development (ha) which is not allocated in the Plan. 4. b) Amount of Greenfield lost to development outside Settlement Boundaries.	4. a) None 4. b) None	4. a) None 4. b) None	
18. High quality sustainable design.						

Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
			<p>5. Loss of Open Space as a result of development (ha) which is not allocated in the Plan.</p> <p>6. Number of planning permissions granted contrary to the aim of policy GN.37.</p> <p>7. Number of planning permissions, listed building consents and SAM consents granted contrary to policy GN.38.</p> <p>(Core) 8. Amount of new development (ha) permitted on previously developed land (brownfield, redevelopment and conversions) expressed as a percentage of all development permitted.</p>	<p>5. None</p> <p>6. None</p> <p>7. None</p> <p>8. No target.</p>	<p>5. None</p> <p>6. More than 4 in 4 years.</p> <p>7. More than 4 in 4 years.</p> <p>8. No trigger.</p>	

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Strategic Objective	Key Monitoring Outcomes	Policies to achieve this	Indicators ¹³⁷	Policy targets ¹³⁸	Triggers for further investigation ¹³⁹	Implementation by
			(Core) 9. a) Amount of waste management capacity permitted 9. b) Progress towards finding a new Civic Amenity Site to serve SE Pembrokeshire. 9. c) Winsel – Provision of extension to Civic Amenity site	9. a) No target 9. b) Provision of new site by 2015. 9. c) Scheme implemented	9. a) No trigger 9. b) No planning permission in place by April 2014 and if site is not operational by 2015. 9. c) No planning permission in place by April 2014 and if site is not operational by 2015.	
Sources of information and frequency of update: a. Joint Housing Land Availability Studies (JHLAS) b. Swift – monitoring of planning applications.						

Appendix 6: Policy GN.39 Transport Routes and Improvements Scheme and Programming Details for Safeguarded Transport Schemes

Scheme number	Title of scheme	Technical Advice Note (Wales) 18 category	Reference for programming details
Welsh Government Road Improvement Scheme			
1	A40 Llanddewi Velfrey to Penblewin	National priority (1)	Welsh Government Trunk Road Forward Programme Phase 3 scheme Timing – unlikely to be ready to start before April 2014 Funding – Welsh Government
Regional Improvement Scheme			
2	Improvement to the A40 west of St. Clears (including dualling, subject to proving the business case)	Regional Transport Plan scheme (3)	Regional Transport Plan for South West Wales page 46 – priority 3 scheme Timing – uncertain, but recorded in the RTP as a Trunk Road Priority for SWW, which covers the period 2010 to 2015
Local Road Improvement Schemes			
3	Northern Distributor Network – Bulford Road Link (Johnston to Tiers Cross)	Regional Transport Plan scheme (3)	Regional Transport Plan for South West Wales pages xv, 71, 73 and 75 Timing – uncertain, but recorded in the RTP for SWW, which covers the period 2010 to 2015 Funding – Detailed design has been completed and a business case for Convergence funding is awaiting acceptance by WEFO with match funding to be provided by PCC.
4	Pembroke Community Regeneration Project Phase 1 (Bridgend Terrace diversion) and Phase 2 (Bush Hill to Monkton bypass route)	Regional Transport Plan scheme (3) and to enable LDP development aspirations at Monkton, Pembroke (2)	Regional Transport Plan for South West Wales pages xv, 71, 73 and 75 Timing – uncertain, but recorded in the RTP for SWW, which covers the period 2010 to 2015 Funding – no current Regional Transport Plan (RTP) Grant commitment, but feasibility studies have been undertaken

Scheme number	Title of scheme	Technical Advice Note (Wales) 18 category	Reference for programming details
5	Blackbridge Access Improvement and Waterston bypass	Regional Transport Plan scheme (3) and to enable LDP development aspirations at Blackbridge (allocation under policy SP3) (2)	Regional Transport Plan for South West Wales pages xv, 71, 73 and 75. Timing – uncertain, but recorded in the RTP for SWW, which covers the period 2010 to 2015 Funding – RTP Grant secured for 11/12 to fund WelTAG Stage 2 Study and part fund GRIP study. SWWITCH is also to recommend that the project be included as a priority in the Welsh Government National Transport Plan.
6	Southern Strategic Route – A477 Nash Fingerpost to Energy Site corridor enhancement	Regional Transport Plan scheme (3)	Regional Transport Plan for South West Wales pages xv, 71, 73 and 75 Timing – some elements of the scheme are already being implemented, others will follow – the scheme is recorded in the RTP for SWW, which covers the period 2010 to 2015 Funding – some elements are already completed, some are under construction, others will be implemented as funding becomes available
Bus and Rail Interchanges			
7	Fishguard (bus focal point)	Regional Transport Plan scheme (3)	Regional Transport Plan for South West Wales pages xv, 70, 72 and 74 Timing - uncertain, but recorded in the RTP for SWW, which covers the period 2010 to 2015 Funding – no current RTP Grant commitment
8	Goodwick Railway Station (bus/rail interchange) (an inter-modal freight transfer station could be constructed at this site during the plan period, although this is not mentioned in the RTP)	Regional Transport Plan scheme (3)	Regional Transport Plan for South West Wales page xv, 75 Timing – uncertain, but recorded in the RTP for SWW, which covers the period 2010 to 2015 Funding – RTP Preparatory Works Grant secured in 11/12 to fund feasibility study into the re-opening of the station.

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9	Milford Haven (bus / rail interchange)	Regional Transport Plan scheme (3)	Regional Transport Plan for South West Wales pages xv, 70 and 72 Timing – uncertain, but recorded in the RTP for SWW, which covers the period 2010 to 2015 Funding – RTP Grant secured in both 10/11 and 11/12 to fund WeITAG and GRIP studies.
10	Pembroke Dock (bus / rail interchange)	Regional Transport Plan scheme (3)	Regional Transport Plan for South West Wales pages xv, 70 and 72 Timing – uncertain, but recorded in the RTP for SWW, which covers the period 2010 to 2015 Funding – RTP Grant secured in both 10/11 and 11/12 to fund Highway design and GRIP studies. National Station Improvement Plan and grant application to be submitted in Autumn 2011.
Rail Network Improvements			
11	Clunderwen Railway Station improvement	Regional Transport Plan scheme (3)	Regional Transport Plan for South West Wales page xv, 75 Timing – uncertain, but recorded in the RTP for SWW, which covers the period 2010 to 2015 Funding – National Station Improvement Plan and funding for access improvements secured in August 2011 with expenditure required over next three years.
Park and Ride Schemes			
12	Tenby Park and Ride Scheme (possibly with implications for non National Park locations)	Regional Transport Plan scheme (3)	Regional Transport Plan for South West Wales pages xv, 70, 72 and 74 Timing – uncertain, but recorded in the RTP for SWW, which covers the period 2010 to 2015 Funding – RTP Preparatory Works Grant secured for 11/12 to fund 'sustainable access' study for Tenby.

Scheme number	Title of scheme	Technical Advice Note (Wales) 18 category	Reference for programming details
County Council Programmed Highway Schemes (those schemes not included in the RTP for South West Wales)			
13	B.4318 Gumfreston to Tenby Diversion and Improvement, phase 3	Local Transport Planning Activity (3)	LDP Candidate Site, submitted by PCC Transportation and Environment Directorate Timing – the final phase of a partially completed scheme, a small element of which is within PCC’s planning area Funding – no current RTP Grant commitment; funding identified from PCC capital programme, and feasibility work is being finalised. Final decision to be made on way forward, based on outcome of feasibility study.
14	B.4320 Monkton Re-alignment	Local Transport Planning Activity (3)	LDP Candidate Site, submitted by PCC Transportation and Environment Directorate Timing – uncertain, but likely to be within the LDP Plan period Funding – no current RTP Grant commitment; scheme on hold pending identification of funding.
15	A.40 High Street to A.487 West Street (‘Chimneys’ link), Fishguard	Local Transport Planning Activity (3)	Scheme linked to broader town centre regeneration, including a new foodstore. The concept is supported by Welsh Government (the finished road would become part of the trunk road network) to ameliorate highway impacts in the centre of Fishguard. Timing – unlikely to start prior to mid 2012 Funding – The scheme is to be part implemented by the development work (i.e: enabling infrastructure linked to the store), with the remainder funding coming from WG.

Scheme number	Title of scheme	Technical Advice Note (Wales) 18 category	Reference for programming details
16	Haverfordwest to Narberth Shared Use Path	Regional Transport Plan scheme (3)	<p>Provision of a walking and cycling route from Haverfordwest to Narberth, connecting to National Cycle Network Route 4 at Haverfordwest, also to Bluestone and the developing Pembrokeshire Trail. Scheme accepted by SWWITCH for inclusion in the RTP project pool for 2012/13 onwards. This allows bids for RTP funding to be submitted.</p> <p>Timing – implementation between 2012 and 2014.</p> <p>Funding – £350,000 cost, plus £25,000 for preparatory works. Possible contribution from Welsh Government (Sustainable Travel Centre Project) and from Rural Development Plan funding for the Pembrokeshire Trail Project. Awaiting RTP funding bid.</p>
17	Haverfordwest Sustainable Town Centre Project	Local Transport Planning Activity (3)	<p>Scheme to improve sustainable access arrangements to and within Haverfordwest, targeting primary origin and destination sites, improvements to the street environment and development of infrastructure to support walking, cycling and public transport.</p> <p>Timing – implementation between 2012 and 2015.</p> <p>Funding – £16.5 million, with a RTP requirement of £1.2 million, with £35,000 required for preparatory works in 2011/12 and £95,000 required for further preparatory works in 2012/13. Possible funding from the Welsh Government's Sustainable Travel Centre Project, also perhaps from section 106 contributions from the Slade Lane housing developments. European and PCC funding might also be available. Awaiting a decision from SWWITCH regarding its addition to the RTP project pool. This project is linked to the Haverfordwest Master Plan of highway and other improvements in the town centre and to the Haverfordwest Sustainable Travel Centre Project.</p>

