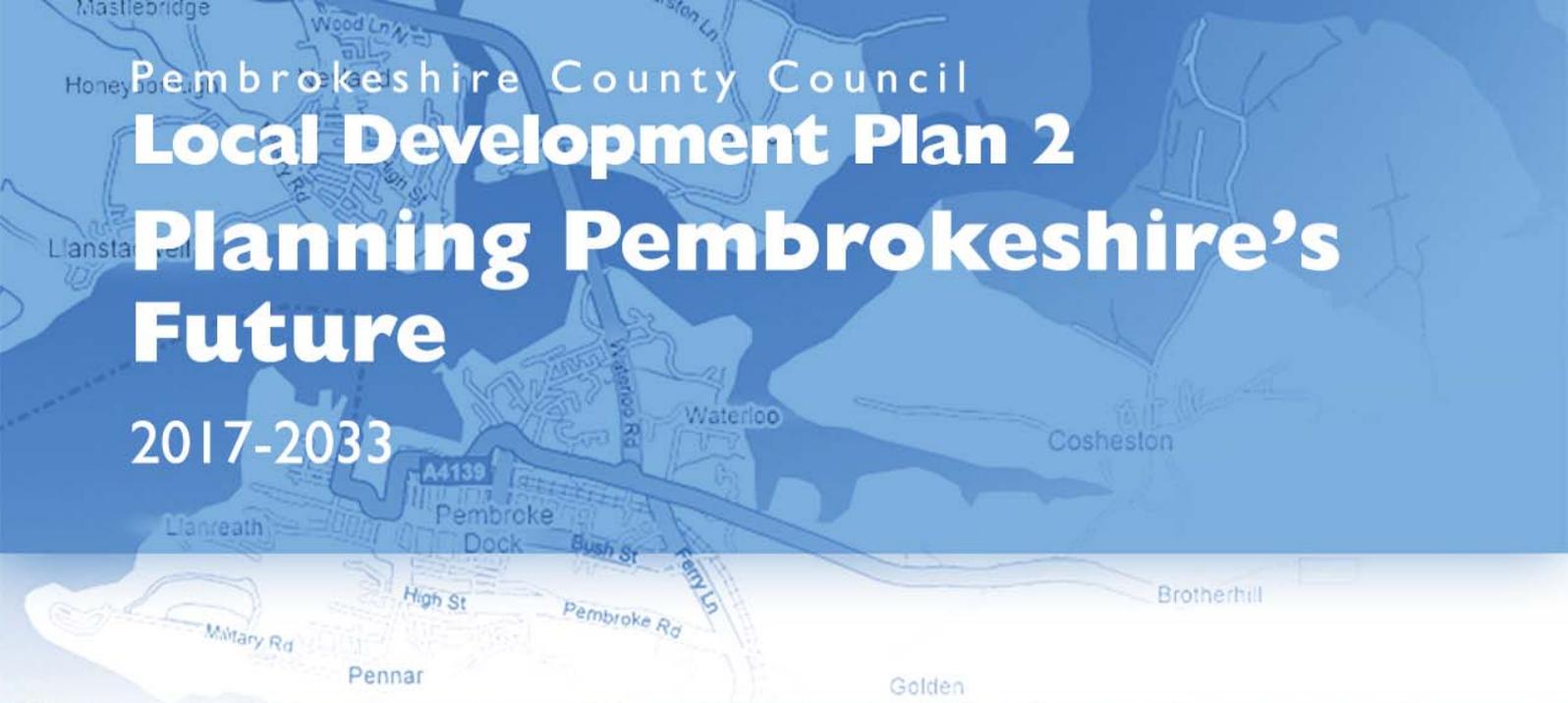


Pembrokeshire County Council  
**Local Development Plan 2**

**Planning Pembrokeshire's  
Future**

2017-2033



**Preferred Strategy  
Pre-Deposit Consultation Stage**



17 December 2018 – 4 February 2019



## Foreword

I am delighted to introduce the Pembrokeshire County Council Local Development Plan 2 Preferred Strategy 2017-2033.

The Local Development Plan (LDP) is a critical document as it sets out the development framework which is used to determine planning applications and guide the use of land for the area of Pembrokeshire, outside the Pembrokeshire Coast National Park.

Over the last year I have been involved in a range of consultation events with communities, councillors and stakeholders. At these events we have discussed the issues facing Pembrokeshire now and in the future, and I have listened to a range of views on how we can tackle these issues.

As an Authority Pembrokeshire County Council has considered closely how much development Pembrokeshire needs, to support both communities and business growth. We also need to protect the special qualities of Pembrokeshire, in particular its landscape, habitats, species and open spaces. The duties placed on us as a Local Authority under the Well Being of Future Generations Act 2015 and the Environment Act 2016, which require us to improve the social, economic, environmental and cultural well-being of Pembrokeshire as well as enhancing biodiversity, have shaped the way in which we have undertaken the Review of the LDP and its outcomes.

We want to make sure that in 2033 Pembrokeshire is a sustainable place, where communities are supported with new homes, jobs and community facilities and infrastructure. We also want to protect and safeguard the area's environment and provide green spaces to help people live healthy lives. We hope that the Local Development Plan can help us to achieve this.

I would urge all communities to consider the proposals set out within this consultation and help us to shape Pembrokeshire's future by responding to these proposals.

**Cllr Phil Baker, Cabinet Member for Planning and Infrastructure  
December 2018**





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## Glossary

Adopted	The Local Development Plan is adopted when the Authority's Council Meeting decides it will be the Development Plan for the County and replace the existing Development Plan.
Affordable Housing	Residential development for sale or rent below market prices and retained as affordable in perpetuity
Affordable Housing Allocation	Land allocated for affordable housing either low cost home ownership or to rent.
Availability and Deliverability of Land	Available land includes a landowner willing to develop or sell for development. Deliverability relates to the economic viability of bringing a site forward
Countryside	Land outside of settlements identified within the Settlement Hierarchy
Deposit Plan	A full draft of the Plan which is available for public consultation during the Deposit Period.
Green Infrastructure	A network of natural and semi-natural areas and features that contribute to the high quality of the environment. This can include cycleways and footpaths.
Housing Allocation	Residential development sites for a minimum of 5 units and shown within the Development Plan
Infrastructure	Infrastructure encompasses power supplies, water supply, means of sewage or surface water disposal, roads and other transportation networks, telecommunications and facilities that are required as a framework for development.
Market Housing	Housing for sale at market prices (can include self-build or custom build housing).
Infill and rounding off	New housing may be permitted where it is between existing small gaps between properties 'infill' or where it is 'rounding off' an edge of a settlement. Locations where this is acceptable are identified by settlement boundaries.
'Planning by Appeal'	Ad hoc development proposals which come forward in the absence of a development strategy to guide development
Preferred Option	The single option or hybrid option resulting from the consideration of a range of options or issues following consultation.
Preferred Strategy	The first formal strategy document for the review of the LDP which sets out the framework and overarching policies that will guide the policies and proposals relating to land use.
Review Report	Sets out what in the LDP needs to change and why.
Satellite Settlement	A small hamlet or group of dwellings which is physically separate from a main settlement, but has a strong functional link to that settlement.
Settlement Boundary	A settlement boundary is a planning tool which involves a theoretical line drawn on a map to identify the boundary to a settlement. Typically housing development is only permitted within this boundary and areas outside it are considered to be countryside.

Settlement Hierarchy	Settlements are classified within the hierarchy according to the population and level of services within the settlement. Some very small settlements with very limited or no services will fall outside the hierarchy and are defined as countryside.
Self build/custom build housing	Bespoke housing development commissioned and managed by the intended occupier. In all cases whether a home is self-build or custom build, the initial owner of the home will have primary input into its final design and layout.
Well-related	Well-related means well-related to the built form of a settlement in terms of proximity, physical and sustainable connectivity and visual relationship.



## Executive Summary

- a. The Preferred Strategy is the first key strategy document in the Local Development Plan Review.
- b. It sets out for consultation the issues identified as being critical for Pembrokeshire up until 2033, a **Draft Vision** of the type of place we would like Pembrokeshire to be in 2033 and the **Objectives** that we need to meet to make this happen.
- c. The **Strategy** sets out how the Council considers new growth should be apportioned and delivered across the Plan area, with Strategic policies setting out specific approaches in different locations and for different development types.

### Levels of Growth Proposed

- d. The Plan proposes to deliver the following levels of growth 2017 – 2033:

6,800 new homes  
and  
2,200 new jobs

### Spatial Distribution of Growth

- e. This growth will be distributed across the Plan area in accordance with a spatial strategy which promotes sustainable development. As part of this a **Settlement Hierarchy** groups settlements into different categories, depending on the levels of services and facilities located within them. A weighting system has been applied which gives greatest weight to those facilities identified as being likely to reduce the need to travel and therefore most likely to be considered a sustainable location. The greatest levels of growth (housing sites of 5 or more) will be located in settlements which are at a Service Village level or higher within the Settlement Hierarchy.
- f. A 60%/40% Urban/Rural split of housing allocations (sites over 5 units) is proposed. This is broadly in line with the current population split in Pembrokeshire. This approach offers growth opportunities to both urban and rural communities.

### Rural Areas

- g. Within the settlements identified as being Local Villages in rural areas settlement boundaries will identify locations considered appropriate for development (including both market and local needs affordable housing). Outside settlements there will be limited opportunities for sensitive infilling of gaps. This can be for market housing where there are 20 dwellings or more, and for local needs affordable housing in locations with less than 20 dwellings.

## **Protecting and Enhancing the Environment**

- h. A strategic policy to protect the Environment is set out in the Plan. The Plan also identifies opportunities to enhance the environment and requires that new development delivers such enhancements where possible.

## Introduction

### Pembrokeshire County Council Local Development Plan 2017-2033

- i. Pembrokeshire will grow in population over the next 16 years, and will need new homes, jobs, community facilities and infrastructure to support this growth. It is important that growth is properly planned to ensure that it benefits the community and delivers sustainable development. Key areas of Pembrokeshire also need to be protected from development to safeguard the area's environment and provide green spaces to encourage healthy lifestyles.
- ii. National legislation and planning guidance requires local authorities in Wales to prepare and maintain a **development plan** that deals with the land use aspects of the challenges above, and does so in line with the sustainable development Duty embodied by the Well Being of Future Generations Act (2015). Pembrokeshire County Council has responsibility for producing a development plan for its planning area, which excludes the Pembrokeshire Coast National Park Authority. Unless otherwise stated, elsewhere in this document **Pembrokeshire** refers to the Pembrokeshire County Council planning area.
- iii. Pembrokeshire adopted a **Local Development Plan (LDP)** in 2013 which is due to expire in 2021. There is therefore a need to develop a replacement LDP (**LDP 2**) which will provide a framework for development in Pembrokeshire (excluding the National Park) for the period from adoption up until 31<sup>st</sup> December 2033. The current Local Development Plan will remain in force, until the Replacement Plan is adopted, anticipated to be in 2021.

### What is the LDP Preferred Strategy?

- iv. The **Preferred Strategy** is the first key strategy document produced for consultation as part of the Pembrokeshire LDP 2. It sets out the broad approach that the LDP intends to take in order to ensure that development in Pembrokeshire takes place in a sustainable manner.
- v. The Preferred Strategy provides the strategic context for the preparation of more detailed policies, proposals and land use allocations that will subsequently be included in the Deposit LDP, which will be prepared in due course.
- vi. The Preferred Strategy has been developed incorporating information from the following sources:
  - National legislation, policy and guidance
  - Local and Regional strategies and designations (including the Swansea Bay City Region Deal and the Pembrokeshire Enterprise Zone)
  - Information from Annual Monitoring Reports demonstrating how the current LDP 1 is performing
  - A review of the evidence base relating to key issues and any contextual updates.
  - Consultation with Key Stakeholders (including Community Councils and Members) and Community Engagement

- vii. The Preferred Strategy sets out the Council's **Vision**, strategic **Objectives** and broad **Spatial Strategy** to guide the chosen level of future development and growth in Pembrokeshire, defined through a set of strategic policies that deal with the main priorities for the Plan. Its aim is to guide not only the aspirations of the Council, but also other key service providers and stakeholders, as well as developers, whose collective response will be essential to the successful implementation of the Plan. Where general policies have been developed, these have also been included to allow early comment on some of the detailed criteria that will be used to support the delivery of the strategic policies.

### Supplementary Documents

- viii. The Preferred Strategy has been subject to a **Sustainability Appraisal (SA)** and **Strategic Environmental Assessment (SEA)**<sup>1</sup> to assess whether the LDP will have any significant impacts upon the environment (positive or negative) and ascertain whether it will help to deliver sustainable development. It has also been subject to a **Habitats Regulations Assessment (HRA)**<sup>2</sup> and an **Equalities Impact Assessment (EIA)**<sup>3</sup>.
- ix. Other Strategic Assessments and Topic Papers also provide supporting information and a rationale for the Preferred Strategy. These focus in more detail on some of the Key Issues that are of particular significance for the County and therefore the LDP. They are available on the Council's website.<sup>4</sup> They should be read alongside the Preferred Strategy, as only their main findings are highlighted in this document given the significant amount of data and background information they contain.
- x. Two further documents have been published alongside the Preferred Strategy – these are a revised **Review Report** and the **Candidate Sites Register**. The Review Report is a document which sets out which areas of the current LDP need to change. The Candidate Sites Register shows all of the sites submitted to the Authority as part of its call for Candidate Sites in 2018. These are sites submitted by members of the public suggesting land for development, or for protection from development. The Authority has not yet decided which sites will be included in the LDP – this will partly depend on the outcome of the consultation on the Preferred Strategy. The Candidate Sites Register indicates those sites which currently conform with the Preferred Strategy. There is the opportunity for the public to comment on these sites as part of this public consultation.

### Previous Consultation and Community Engagement

- xi. The Council published two key LDP documents for public consultation between June and September 2018 entitled:

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<sup>1</sup> <https://www.pembrokeshire.gov.uk/local-development-plan-review/strategic-environmental-assessment-ldp2>

<sup>2</sup> <https://www.pembrokeshire.gov.uk/local-development-plan-review/habitats-regulation-appraisal>

<sup>3</sup> <https://www.pembrokeshire.gov.uk/local-development-plan-review/equality-impact-assessment->

<sup>4</sup> <https://www.pembrokeshire.gov.uk/local-development-plan-review/ldp2-evidence-base>

- Draft LDP2 Issues, Vision and Objectives Paper; and
  - Draft LDP2 Strategic Housing Options Paper '*Growth and Spatial Distribution*'
- xii. The representations received during the consultation were assessed and many of the comments influenced the preparation of this document, the Preferred Strategy. A summary of the representations received during the consultation on the Issues, Vision, Objectives and Strategic Housing Options is published separately.<sup>5</sup>
- xiii. Any comments received to the consultation version of this document (Preferred Strategy) will be considered and will inform preparation of the Deposit Plan. All comments, including details of the names and organisations making them will be made public.

#### Responding to this Public Consultation

- xiv. The public consultation on this document – the Preferred Strategy will run between **17<sup>th</sup> December 2018 and the 4<sup>th</sup> February 2019**. To comment on the proposals, please go to [www.pembrokeshire.gov.uk/have-your-say](http://www.pembrokeshire.gov.uk/have-your-say).

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<sup>5</sup> <https://www.pembrokeshire.gov.uk/local-development-plan-review/ldp2-evidence-base>

# 1. Context and Key Issues

## Overview

- 1.1 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.
- 1.2 The LDP must strike the right balance between protecting those elements that make Pembrokeshire special, whilst at the same time helping to facilitate new opportunities for growth and prosperity for businesses and communities across the Plan area.
- 1.3 The Preferred Strategy is based on a sound understanding of the regional and local context, and the key issues facing the County. The Preferred Strategy has been developed from an extensive evidence base and in conjunction with a range of Stakeholders through informal public consultations.
- 1.4 The context and issues set out in this Chapter have informed the LDP Vision and Objectives presented in Chapter 2, and have also fed into the analysis of the Strategic Housing Growth Options as described in Chapters 3 and 4. The Strategic Housing Growth Options analysis provides the platform upon which The Strategy set out in Chapter 5 is based.

## Key Characteristics

- 1.5 The key characteristics and spatial land uses of the Plan area are:
  - Pembrokeshire is a largely rural authority.<sup>6</sup> Its population density, at 77 people per square kilometre, is the fifth lowest in Wales.
  - Towns around the Milford Haven Waterway (Pembroke, Pembroke Dock, Milford Haven and Neyland), Haverfordwest (the County Town), Fishguard and Goodwick and Narberth contain concentrations of population and employment. The existing population distribution is split between 54% living in the main towns and 46% living in the area defined as rural.
  - Employment continues to be focused on the tourism and service industry, motor vehicle sale and repair, manufacturing, construction, public health and agriculture.<sup>7</sup>
  - The Haven Waterway is of national significance for port, industry and energy sectors. It is also designated for its landscape and biodiversity value.

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<sup>6</sup> See figure 3.1 Pembrokeshire Economic Profile (PACEC) LDP 2 Evidence Base

<sup>7</sup> Pembrokeshire Economic Profile (PACEC) LDP 2 Evidence Base

- Much of the coast is within the Pembrokeshire Coast National Park (along with the area around the Daugleddau and the Preseli's).
- Marine and terrestrial Special Areas of Conservation (SACs) Special Protection Areas (SPAs), Sites of Special Scientific Interest (SSSIs), the Skomer Marine Conservation Zone (MCZ), National and Local Nature Reserves are designated.
- The County has a high number of heritage assets. The Plan area has 1636 listed buildings and 248 Scheduled Monuments. There are currently 20 Historic Parks and Gardens, two Historic Landscapes, 24 Conservation Areas - with a Townscape Heritage Initiative in Haverfordwest, two country parks, 42 village greens and 57 sq kms of common land<sup>8</sup>, which together add to the special natural characteristics and cultural heritage of the area.
- Rivers such as the Western Cleddau (for instance in Haverfordwest), the Ritec and the lower Teifi are prone to flooding.
- The County's main transport infrastructure is formed by the Trunk Road network, railway connections to Pembroke Dock, Goodwick and Milford Haven and ferry ports at Pembroke Dock and Fishguard Harbour. Haverfordwest airport is a small regional airport.
- A number of Pembrokeshire's main towns have historic town centres, some which have struggled commercially in recent years.

## Strategic context

### National Context

1.6 The **Well-Being of Future Generations Act 2015** places a well-being duty on public bodies which requires all public bodies to carry out sustainable development. It puts in place seven well-being goals to support the ways in which we can achieve sustainable development.

1.7 The **Environment Act 2016** puts in place the legislation to plan and manage Wales' natural resources. It includes an enhanced biodiversity duty which requires Public Authorities to maintain and enhance biodiversity and to promote the resilience of ecosystems.

1.8 The plan must 'have regard' to the **Wales Spatial Plan** (Planning and Compulsory Purchase Act 2004), until it is replaced by the **National Development Framework for Wales** once approved.

1.9 **Planning Policy Wales** (Edition 9) (PPW) is the Welsh Government's land use planning policy for Wales and should be taken into account when preparing development plans. **Technical Advice Notes** (TANs) and **Minerals Technical Advice Notes** supplement this with technical guidance. Procedural guidance is also set out in Welsh Government Circulars.

1.10 **The Welsh National Marine Plan**, when published, will guide decisions on the sustainable use of our seas. Its policies will also be relevant when

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<sup>8</sup> Including the area of Pembrokeshire Coast National Park



## Enterprise Zones

1.14 The Haven Waterway in Pembrokeshire is one of seven Enterprise Zones launched in Wales by the Welsh Government in 2012. It includes sites adjoining the north and south shores of the Milford Haven Waterway together with several other sites which are unrelated to the Haven (but still within Pembrokeshire). The Enterprise Zones have spatial boundaries. In the case of the Haven Waterway, the incentives available within those boundaries are of a solely fiscal nature and there is no dedicated planning scheme. A Strategic Plan for the various Enterprise Zones was published by Welsh Government in 2015 and updated in 2017. The related Board for the Haven Waterway Enterprise Zone is expected to continue until at least 2021.

## Neighbouring Planning Authorities

1.15 The Pembrokeshire Coast National Park Authority (PCNPA), Ceredigion County Council and Carmarthenshire County Council are all currently reviewing their Local Development Plans. PCNPA is further ahead in the process than other Authorities and is likely to submit its LDP 2 for Examination in late 2018. PCC is committed to working collaboratively with its neighbouring authorities and a number of joint pieces of evidence base have been produced, with further joint research currently commissioned. All neighbouring Authorities attend Pembrokeshire's key stakeholder panel and are involved in advising on the emerging LDP. Statements of Common Ground will be produced with neighbouring Authorities at key stages in the Plan Review process.

## Local context - Pembrokeshire

- Pembrokeshire has an ageing population, and the over 65 population is projected to increase by 32% between 2017-2033.<sup>10</sup>
- Pembrokeshire's 0-15 age group is projected to decline by 2% between 2017-2033.
- Pembrokeshire has comparatively low productivity rates per job compared with the rest of Swansea Bay, Wales or the rest of the UK. In the medium to long term the Brexit referendum decision is likely to result in changes to how the economy performs. A London School of Economics Report<sup>11</sup> estimates an impact of -1.1% to -1.8% in GVA for Pembrokeshire.
- Pembrokeshire's economy is relatively well contained; that is most people who live in Pembrokeshire work in Pembrokeshire.
- Tourism is increasingly important to our economy, directly employing 10,176 FTE (2015) and with a total visitor spend of £585million (a rise from £515.54million in 2012).-
- In parallel to the rise in renewable energy, in the long term we might expect the petro-chemical sector to decline, and in importance as an employer, although additional investment is planned in the medium term.

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<sup>10</sup> See Pembrokeshire Demographic Study (Edge Analytics) LDP Evidence base

<sup>11</sup> Local Economic Effects of Brexit, LSE 2017 <http://cep.lse.ac.uk/pubs/download/brexit10.pdf>

- Households tend to be smaller than in previous decades. This will have implications for the number of houses and types of housing people need.
- 82% of Pembrokeshire households have access to a car or van, which compares to 77% as the Welsh average<sup>12</sup>.
- Climate change is resulting in higher global temperatures. Although the extent of likely change is still uncertain, we can expect to see sea-level rises, generally warmer weather and higher rainfall in winter and more extreme weather events.
- In the long term we can expect a continued trend away from fossil fuel generation towards more sustainable sources of energy.
- The 2016 State of Wildlife report for Pembrokeshire highlights that the majority of features assessed are in poor or moderate condition and the overall trend is still declining.<sup>13</sup>
- There is a growing trend in inequality of both income and wealth.
- Broadband and mobile infrastructure requires investment and improvement.
- The agricultural sector is facing structural change with the increasing growth of larger farm units. Major challenges include Nitrate Vulnerable Zones (NVZs) designation, bovine TB, loss of farm subsidies (EU) and changes in global markets.
- Hywel Dda Health Board is undertaking a Transformation of its Clinical Services – this will have implications for the way in which services in Pembrokeshire are delivered.

### Key Issues and Drivers

1.16 The following key issues and drivers have been identified for the LDP. These have been influenced by evidence from the Council’s Review Report, a review of key documents and engagement with Stakeholders.<sup>14</sup> They are grouped under the headings identified in the Pembrokeshire Well-Being Plan (2018).

### LIVING AND WORKING

- In 2033 households will be smaller and there will be more households than now, resulting in a need for additional housing.
- In 2033 Pembrokeshire’s population will be ageing with more people aged over 65, and fewer young people. This will result in an increased need for suitable housing for older people.
- There is a need to address out-migration of young people through housing, employment and enlivened town centres.

<sup>12</sup> 2011 Census. By Local Authority area.

<sup>13</sup> 23 features were assessed. 16 poor or moderate condition, but the trend is also important. 7 declining; 8 stable; 5 improving; 3 data deficient. Of those identified as stable, 5 were stable at a poor or moderate condition. Only 2 are stable at a good condition.

<sup>14</sup> See Reports on Public Consultation Events <https://www.pembrokeshire.gov.uk/local-development-plan-review/ldp2-evidence-base>

- There will be a continued need for high levels of affordable housing.
- There will be a continued need for Gypsy Traveller pitches.
- Historically some large Strategic Housing Sites have not been developed. Small and medium size sites are more likely to be brought forward by the local housing market.
- Historically some large Strategic Employment Sites have been slow in delivery.
- There is a need to ensure that local employment sites come forward to support employment in communities.
- Employment sites should be appropriate in scale for communities.
- Agile working and new technology presents new employment opportunities.
- We will be part of the Swansea Bay City Region and Swansea Bay City Deal which will create job opportunities.
- The Haven Waterway Enterprise Zone also offers employment opportunities.

## RESOURCEFUL COMMUNITIES

- The scale and location of housing development, employment and community facilities can all impact on the Welsh language.
- There is a need to recognise the value of language, heritage, culture landscape and townscape in place making.
- Appropriate infrastructure provision to support communities should be delivered through new development.
- Access to good levels of services and facilities helps to support and maintain strong communities.

## TACKLING RURALITY

- Most town centres are struggling with higher than average vacancy rates and fewer retail allocations will be needed than in the past
- Reduced facilities in rural areas can make it harder for communities to access services.
- Access to sustainable transport schemes are key to supporting healthy well connected communities.
- For Minerals a new approach to apportionment for sand and gravel has been introduced for Pembrokeshire, Carmarthenshire and Ceredigion, to help reduce future production within the National Park.
- Brexit will have particularly high impacts on our rural communities who may need to diversify further in order to remain viable.

## PROTECTING OUR ENVIRONMENT

- The majority of our wildlife and habitats are in moderate or poor condition despite conservation efforts, there is a need to protect biodiversity and the resilience of ecosystems.
- Tourist accommodation is changing and we need to take this into account including where new sites can be located or extended.
- Climate Change will impact on communities (particularly coastal or at risk of flooding) and the environment.
- Open space and green infrastructure need to be protected to support the well-being of communities.
- Directing development to locations with an available public sewerage network and wastewater treatment works capacity can help to protect the environment.
- Respecting the benefits of gardens and their contribution to wildlife, habitats, biodiversity and sense of place and where possible, ensuring that this is reflected in the density of new housing development.
- Ensuring that the historic environment is recognised and protected, conserved and enhanced.
- Renewable, low energy sustainable energy use and grid access should be supported within housing developments.
- Intensification of agricultural practices and potential impact on the environment including Nitrate Vulnerable Zones.
- We should focus on waste prevention and where that is not possible seek to re-use, recycle and recover waste products.
- Sustainable urban drainage systems can help to protect our environment.

## 2. Vision and Objectives

- 2.1 Welsh Government guidance and policy requires Local Development Plans to set out a concise, long-term vision and strategy. They suggest that this Vision should be clear, agreed by the community and stakeholders and set out how places are planned to develop, change or be conserved.<sup>15</sup>
- 2.2 The Draft Vision has been developed following discussions with County Councillors and Key Stakeholders in workshops in April 2018. It was then refined further following an informal public consultation during July – September 2018 and through the ongoing SA/SEA process<sup>16</sup>. The Vision also reflects key elements of the Pembrokeshire Well-Being Plan (2018) and some influences from the Wales Spatial Plan (2008 Update), however reduced weight has been attributed to this document given its age. The compatibility of the Vision and Objectives have been considered against the Well Being of Future Generations goals and the Pembrokeshire Well-Being Plan priorities.<sup>17</sup>

### LDP Vision

**In 2033 Pembrokeshire is a place with strong resourceful communities, where challenges of rurality and climate change are successfully tackled. A distinctive sense of place exists based on its natural landscape, cultural, built and linguistic heritage. Homes are provided for all and a strong economy enables people of all ages to live, work and thrive in the County. Employment opportunities linked to start-up businesses, tourism, rural diversification, the green and blue energy industry and new sectors linked to the strategic opportunities provided by the Milford Haven Waterway and links to Ireland are promoted. Town Centres are vibrant places where a range of uses take place. Development is supported by key infrastructure. Across the County green infrastructure and biodiversity are enhanced with accessible and healthy environments delivered for both people and wildlife.**

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<sup>15</sup> Planning Policy Wales, Edition 9 (Section 2.2.1) and Welsh Government Local Development Plan Manual – Edition 2 – August 2015, Section 6.1.1.

<sup>16</sup> Reports of Public Engagement and Public Consultation on the Strategic Options are available at: <https://www.pembrokeshire.gov.uk/local-development-plan-review/ldp2-evidence-base>

<sup>17</sup> See Draft, Issues, Vision and Objective 2018 (Appendices) at <https://www.pembrokeshire.gov.uk/local-development-plan-review/strategic-options>

## LDP Objectives

- 2.3 Welsh Government policy suggests that LDPs should indicate clearly the plan's main objectives, along with the broad direction of change.<sup>18</sup>
- 2.4 It is important that the LDP Objectives reflect the Plan's Vision and set out how the issues identified as facing the area will be addressed through the LDP. The Draft Objectives were developed in conjunction with County Councillors and Key Stakeholders in workshops in April 2018. As with the Draft Vision, this was further refined following an informal public consultation during July – September 2018 and through the ongoing SA/SEA process.

- A) Mitigate and respond to the challenge of Climate Change.**
- B) Deliver high quality development where place-making is supported by sustainable design which responds appropriately to cultural and built heritage, landscape and townscape.**
- C) Sustain and enhance the rural and urban economy by supporting start-up businesses, rural diversification, changing agricultural practices, the visitor economy, and the expansion of Small and Medium Enterprises**
- D) Sustain resourceful communities by providing a range and mix of homes supported by key community facilities and services.**
- E) Build on the County's strategic location for green energy, maritime and port related development**
- F) Protect and promote the Welsh language.**
- G) Support a range of uses in Town Centres to assist regeneration.**
- H) Promote accessible and healthy environments for both people and wildlife through the protection and delivery of green infrastructure.**
- I) Improve access to goods and services by facilitating improvements in infrastructure<sup>19</sup> and community facilities and directing development to sustainable locations.**
- J) Protect and enhance the County's environment, biodiversity and habitats.**
- K) Prevent waste arising and ensure resources are used responsibly.**

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<sup>18</sup> Planning Policy Wales (Edition 9) paragraph 2.2.1

<sup>19</sup> Note that infrastructure includes mobile and broadband provision, transport improvements and sewerage capacity.

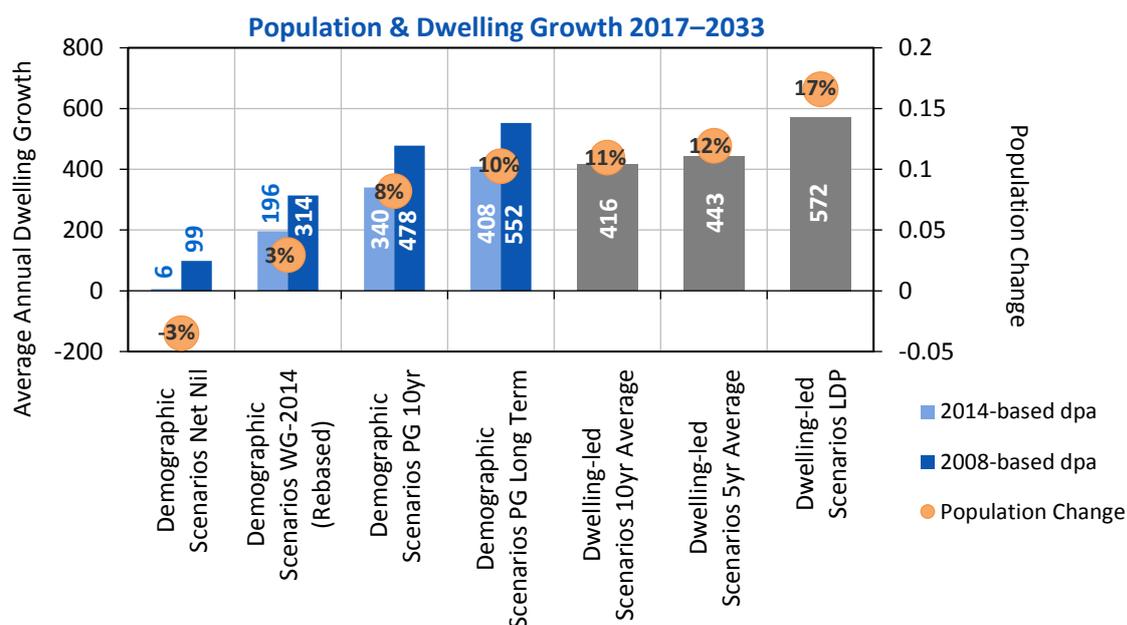
### 3. Strategic Growth Options Appraisal

#### Overview

3.1 The LDP Review must consider how much housing growth is required between 2017-2033. As part of the Strategic Options consultation earlier in 2018, a range of growth options were identified and discussed with Stakeholders. The section below sets out a summary of those options and the Preferred Option identified.

3.2 A separate technical paper has been published as part of the LDP evidence base setting out projected population and household change up until 2033. This report is the Edge Analytics report ‘Pembrokeshire Demographic Forecasts June 2018’. The document sets out a description of the area’s population and household profile, including the components underpinning population change. It examines how much housing growth might be needed for the Plan period 2017-2033, should different scenarios take place. 7 different housing growth options are presented. These options are based on a range of different assumptions around migration and also set out policy led scenarios.

Figure 1: Population and Dwelling Growth Projections 2017-2033



#### Option 1: WG-2014 (Rebased) Scenario

3.3 This Option sets out the Welsh Government’s projection for growth for Pembrokeshire, revised to reflect the most up to date 2016 Mid-Year Estimates. It suggest that in order to accommodate the changes identified, Pembrokeshire would need to provide an average of **196** dwellings per year over the new plan period. Welsh Government projections use migration figures based on the previous 5 years as part of their projection. The figure of 196 dwellings is significantly lower than in the current LDP, which provides 572 dwellings a year.

This is also significantly lower than the average completions over the last 5 and 10 years in Pembrokeshire.

### **Option 2: PG 10yr Scenario**

3.4 This is a demographic trend scenario developed using migration assumptions based on the last ten-years of migration history (as opposed to the previous 5 years migration history which informs the WG projection). It suggests that in order to accommodate the changes identified, Pembrokeshire would need to provide an average of **340** dwellings per year over the new plan period. Population change is higher than estimated under the WG-2014 (rebased) scenario driven by increased annual net migration to the area and a reduced annual impact of natural change. This is significantly lower than in the current LDP, which provides 572 dwellings a year. This is also significantly lower than the average completions over the last 5 and 10 years in Pembrokeshire.

### **Option 3: PG Long Term Scenario**

3.5 This is a demographic trend scenario developed using migration assumptions based the last fifteen-years of migration history. It suggests that in order to accommodate the changes identified, Pembrokeshire would need to provide an average of **408** dwellings per year over the new plan period. Population change is higher than estimated under the WG-2014 (rebased) scenario driven by increased annual net migration to the area and a reduced annual impact of natural change. Of the demographic scenarios, this scenario estimates the highest population growth rate.

### **Option 4: Dwelling - Led (5yr Average) Scenario**

3.6 This is a dwelling led scenario developed where population growth is determined by the annual growth in the number of dwellings derived from an historical 5 year average. An annual dwelling growth of **+443** per year is applied in each year of the forecast period, based on the last five years of completions data. Population change is higher than estimated under the WG-2014 (rebased) scenario driven by increased annual net migration to the area and a reduced annual impact of natural change.

### **Option 5: Dwelling – Led (10yr Average)**

3.7 This is a dwelling led scenario developed where population growth is determined by the annual growth in the number of dwellings derived from an historical 10 year average. An annual dwelling growth of **+416** per year is applied in each year of the forecast period, based on the last ten years of completions data. Population change is higher than estimated under the WG-2014 (rebased) scenario driven by increased annual net migration to the area and a reduced annual impact of natural change. This is slightly lower than in the current LDP, which provides 572 dwellings a year.

### **Option 6: Dwelling - Led (Current LDP) Scenario**

3.8 This is a dwelling led scenario developed where population growth is determined by the LDP (2013) annual housing target. An annual dwelling growth of **+572** per year is applied in each year of the forecast. Population change is higher than estimated under the WG-2014 (rebased) scenario driven by increased annual net migration to the area and a reduced annual impact of natural change.

### **Option 7: Zero Migration Scenario (Net Null)**

3.9 This is a hypothetical scenario testing a zero net migration situation. Migration inflows and outflows are balanced over the forecast period, resulting in zero net migration. In practical terms, this scenario will be 'worst case' relying on levels of natural change to inform future growth. This scenario is considered to bridge the gap between the earlier demographic and dwelling-led scenarios tested. It is highly unlikely that Pembrokeshire will have a zero net migration when looking at past trend data. In this scenario an annual dwelling growth of **6** dwellings per year is required.

### **Appraisal of Growth Options against Sustainability Appraisal Objectives**

3.10 Each of the Growth Options has been assessed against the Sustainability Appraisal objectives. Full details are available in our technical background report – Sustainability Appraisal of Preferred Strategy. A summary is presented here.

3.11 All of the Growth Options would contribute positively to meeting some of the social SA objectives, for example those which involve delivering Affordable Housing and supporting cohesive communities. In terms of the environmental SA objectives surrounding using resources, protecting soil quality, minimising pollution and protecting water quality, those proposing lower levels of housing scored more positively. Overall the Option 1 (WG-rebased 2014 projection) was the most positive Option when assessed against the SA objectives.

### **Appraisal of Growth Options by Stakeholders**

3.12 Detailed consideration of the Growth Options with a range of Stakeholders, including Town and Community Councils and Members took place in July-September 2018. This included an informal written consultation as well as workshops. A summary of the feedback received is published as part of the LDP evidence base.<sup>20</sup>

3.13 A range of views were expressed, however there was broad consensus to support housing provision above the levels identified in WG projections and meet need based on an assessment of longer term migration trends (15 years) and in line with average build rates over the last 5-10 years. One commentator in the stakeholder group noted that the closure of Milford Haven Refinery in 2014 was likely to have had a significant impact on outward migration levels and the overall

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<sup>20</sup> See Reports on Public Consultation Events <https://www.pembrokeshire.gov.uk/local-development-plan-review/ldp2-evidence-base>

population, given its position as a large local employer, with a comment that on this basis, using a longer period of time to assess migration was valid. Considering a 15 year trend also means that a period pre-recession is included, which shows how the housing market was responding in a period of greater economic growth. Groups in the sessions expressed the view that delivering above WG projections and in line with longer term migration trends would support the local building industry, enable delivery of greater levels of affordable housing, deliver a more balanced population profile and provide a greater opportunity for young people to remain in their communities.

### Preferred Growth Option

3.14 The Preferred Growth Option is based on a combination of the 15 year migration trend scenario (PG Long Term Scenario) which suggests a need for 408 homes a year and the two build rate scenarios which demonstrate delivery of 416 homes a year over the last 10 years and 443 homes a year over the last 5 years.

3.15 The Authority considers that this level of growth, although higher than that projected by the Welsh Government projections is appropriate for the following reasons:

- It is deliverable (in line with historic build rates).
- It reflects longer term migration trends, which is appropriate given the closure of a major employer in Pembrokeshire in 2014.
- It demonstrates how the housing market might respond if economic growth is higher than anticipated (migration is based in part on the pre-recession period).
- It will assist in meeting the significant backlog of affordable housing need and will make a greater contribution than a growth option based only on WG projections.
- It will support the local building industry and wider economy and will make a greater contribution than a growth option based only on WG projections.
- It will deliver a more balanced population profile than that projected with lower growth levels.
- It scores more positively than the highest levels of growth options assessed in terms of the Sustainability Appraisal as it provides more opportunities for protecting soil quality, minimising pollution and protecting water quality.

On the basis of the evidence and the feedback from Stakeholders a Preferred Growth Option delivering 425 dwellings a year has been identified. This would provide 6800 homes over the period 2017-2033.

## 4. Spatial Options Appraisal

### Overview

- 4.1 As well as identifying the overall level of growth needed over the plan period, the LDP2 must put forward a clear spatial strategy for where this development should take place within the County.
- 4.2 As part of the Council's informal consultation on Strategic Options, an approach to a settlement hierarchy, 3 spatial options and specific options for rural areas were presented for consultation<sup>21</sup>. A summary of these consultation options is set out below.

### Settlement Hierarchy

- 4.3 A draft Settlement Hierarchy based on the location and distribution of services across settlements and population within the county was presented for information. A review of settlement facilities was undertaken in 2017. As part of the consultation on Strategic Options, stakeholders were consulted on the principle of using a Settlement Hierarchy and asked which services were important in defining a Settlement Hierarchy. Detailed conversations took place on whether any scoring elements needed to change. There was overall support for the use of a Settlement Hierarchy as a means of apportioning growth. The feedback from the consultation has helped to shape a revised Settlement Hierarchy as part of the Preferred Strategy, with greater weighting given to those services identified by stakeholders as being the most significant in terms of reducing the need to travel and supporting sustainable locations.

### Spatial Options

- 4.4 The following 3 Spatial Options as a basis for directing apportionment of larger housing sites (allocations typically of sites of more than 5 houses) were presented:

#### **Option 1: Urban Focus – Housing Allocations within and at the edge of Main Towns (70%) with some allocations within and at the edge of rural settlements (30%)**

- Option has the potential to reinforce and increase the role of the Main Towns (referred to as hub towns previously), directing development to accessible locations where the majority of services are located.
- Option will minimise need to travel but may lead to greater congestion in and around urban areas.
- Pollution, noise and waste generation would intensify around urban areas, and disproportional pressures placed on communications and utility

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<sup>21</sup> Full consultation document is available here: <https://www.pembrokeshire.gov.uk/local-development-plan-review/strategic-options>

infrastructure. Waste collection and delivery of other public services will however be more economical.

**Option 2: Service Based Focus – Allocations are distributed in settlements according to the current level of services provided within them – in urban / main towns (60%) and individual rural (40%) settlements with a good level of service**

- This would direct less growth to Main Towns and increase the need to travel for access to leisure, healthcare and recreational facilities. This would increase the number of journeys by car and congestion within Main Towns. It does however allow for more development in the Rural Town, Service Centres and Service Villages than Option 1, potentially helping to support local existing services.
- Locating 40% of development at rural settlements means that it is more likely that development would be proportionate to the size and scale of the settlement. Land take in rural areas more likely to be Greenfield development.

**Option 3: Rural community focus – Allocations are spread across a range of settlements, including Main Towns (50%) and rural settlements (50%), with the potential to group settlements which together have a sustainable level of services**

- Need for more growth in rural areas might mean some allocations which are not necessarily proportionate in size and scale to the settlement.
- Likelihood of requiring greenfield sites with this option.
- Large scale development in the Rural Town, Service Centres and Service Villages would mean that a minimum level of access to service provision would be available to new residents.
- This option could well help to support existing services and would allow for access to local services for both rural and urban populations. This option would likely see increased journeys by car.

## Rural Options

4.5 A range of options for managing development in rural areas were presented. These included using settlement clusters, using settlement boundaries and promoting infill and rounding off. The type of housing most appropriate for the settlements with very few services (classed as Local Villages) – either Affordable Housing or Market Housing, was also discussed

## Appraisal of Spatial Options against Sustainability Appraisal

4.6 Each of the Spatial Options has been assessed against the Sustainability Appraisal objectives. Full details are available in our technical background report – Sustainability Appraisal of Preferred Strategy. A summary is presented here.

- 4.7 Option 1 strongly favours urban development within the Main (former Hub) Towns which has the advantage of being a more efficient use of land and resources. Concentrating new development in urban areas alongside existing populations will minimise many people's need to travel but may lead to greater congestion in and around these urban areas. Pollution, noise and waste generation would intensify around urban areas, and disproportional pressures placed on communications and utility infrastructure. Waste collection will however be more economical.
- 4.8 Overall, Option 2 would direct less of the overall growth to the Main (former Hub) towns and increase the need to travel for access to leisure, healthcare and recreational facilities. Whilst people are likely to have access to sustainable transport options, this would increase the number of journeys by car and congestion within Main Towns. It does however allow for more development in the Rural Town, Service Centres and service villages, potentially helping to support local existing services.
- 4.9 An evaluation of the overall potential effects, positive and negative, shows that Option 2 has marginally more negative outcomes for the SA objectives than Option 1.
- 4.10 Option 3 proposes a balanced approach of 50% urban and 50% rural development split (to Rural Town, Service Centres and Service Villages). This is likely to result in a greater distribution of development. Whilst development in the Rural Town, Service Centres and Service Villages would mean that a minimum level of access to service provision would be available to new residents, this option could well help to support existing services and would allow for access to local services for both rural and urban populations. This means greater support for rural communities and which would result in a relative increase in rural populations. Overall, this option would likely see increased journeys by car.
- 4.11 The overall qualitative evaluation indicates that Option 3 scores less well than either Option 1 or 2 in relation to positive outcomes for SA objectives, and has a greater number of negative outcomes.

### Preferred Spatial Options Conclusions

- 4.12 General support was received for the concept of a Settlement Hierarchy based on service provision. Some detailed comments on the scoring aspects have been amended and fed into a revised Rural Facilities Survey and Settlement Hierarchy within the Preferred Option set out in Section 5. These revisions aim to ensure that services that contribute most to the sustainability of a location are weighted appropriately.
- 4.13 A range of opinions were received on the overall spatial split that the Plan should deliver, with stakeholders identifying both benefits and disadvantages to all options. Issues for consideration included supporting rural communities, impacts on the Welsh language, prioritising support for town regeneration, linking employment to housing delivery, prioritising previously developed land, delivery of housing in sustainable locations, impacts on landscape, impacts on service delivery costs for public service bodies and climate change from car emissions. Evidence from the Review Report demonstrates that the current strategy of 60% Urban and 40% Rural is being delivered. Evidence in the Review Report

suggests that generally this approach has maintained services in rural areas whilst supporting growth in both areas, with limited services lost in settlements in the settlement hierarchy.

**4.14 Overall delivering Option 2 (60% Urban and 40% Rural) is likely to provide support to both Urban and Rural communities but with a greater emphasis on those locations with better access to services.**

4.15 For policy options within the rural areas there was strong support from all groups for the use of settlement boundaries in order to provide clarity, although a number commented on the need to reflect the specific characteristics of a settlement. There was also support for taking a more generous approach when defining settlement boundaries and introducing more opportunities for infill and rounding off within them.

4.16 There was widespread support for clusters as a means to differentiate between the settlements at the Local Village scale and potentially include different policy approaches for those Local Villages identified as being more sustainable.

4.17 There were mixed views on infill and rounding off, with concerns about whether such an approach might lead to development in unsustainable locations and the potential for cumulatively high numbers of individual dwellings in locations with no services and very small communities (particularly where only 1 or 2 properties exist).

4.18 For the smallest Local Villages there was a mixture of views from Stakeholders on the type of housing that should be permitted, but the majority appeared to favour market housing provision, with greater contributions towards affordable housing.

The Preferred Option involves the identification of a **Settlement Hierarchy** based on Service Provision.

The Preferred Spatial Option is **Option 2:**

**Service Based Focus – Housing Allocations are distributed in settlements according to the current level of services provided within them – in urban / main towns (60%) and individual rural settlements (40%) with a good level of service (Narberth Rural Town, Service Centres and Service Villages).**

**Policy approaches within rural areas will include:**

- Settlement Clusters to differentiate between the sustainability of Local Villages,
- The use of Settlement Boundaries within the Settlement Hierarchy,
- Some opportunities for infill in defined circumstances and locations
- The development of market housing in all Local Village locations but with higher levels of commuted sums to support Affordable Housing delivery in less sustainable locations.

## 5. The Strategy

### Overview

5.1 The LDP Strategy has been developed based on a review of the evidence and in conjunction with stakeholders. It has been informed by the Sustainability Appraisal. The Strategy presents an approach through which to promote sustainable growth for Pembrokeshire in the period 2017-2033.

### Growth Levels

5.2 The LDP will make provision for the following level of growth over the Plan period from 2017-2033:

6,800 new homes  
and  
2,200 new jobs

### Number of new Homes

5.3 The number of new homes identified (6,800 over the Plan period or 425 new homes a year) is based on demographic analysis and consultation with stakeholders on a range of options for the Plan period. It is a significantly higher level than that identified by Welsh Government 2014 (Rebased) scenarios (196 per year). The figure is slightly above that derived from a 15 year migration trend (408 a year) and in the middle of average completion levels across the last 5 and 10 years. Because the figure is within the range delivered historically by the local building industry, the Authority is confident that it represents a deliverable target. The higher figure will support greater levels of affordable housing and will also support the local economy and building industry to a greater extent than delivering the housing requirement identified by the Welsh Government projection. Basing growth on the past 15 year migration trends, means that a period pre-recession is included in the figures and that recent 'blips' in population movements associated with for example the closure of a large employer in 2014 (the Milford Haven Refinery) are averaged out.

### Current Housing Land Position and Meeting the Identified Need

5.4 The Pembrokeshire Joint Housing Land Availability Study 2017 indicates 3438 units which are either allocated or have planning permission and are considered available within the 5 year plan supply for Pembrokeshire (a further element of the total land supply consists of projected windfall from small sites). As part of preparing a Deposit Plan, Pembrokeshire County Council will need to assess whether those allocations without planning permission should be maintained within the Plan, assess potential delivery of windfall sites and also identify what level of provision is required through new sites. This process will assist in

informing the assessment of Candidate Sites. Those Candidate Sites identified as having the potential to conform with the Preferred Strategy have been classified accordingly within the Candidate Sites register.

### Types of Homes Required

- 5.5 An updated Local Housing Market Assessment is anticipated in Spring 2018. This will inform the preparation of the Deposit Plan policies for housing, to ensure that the Plan delivers appropriate homes. A separate document commissioned by Pembrokeshire's Social Services on the need for Residential Care homes is also anticipated at the end of 2018 and will also inform the Deposit Plan policies and allocations.

### Number of new Jobs

- 5.6 A jobs figure of 2,200 has been identified based on evidence from Experian GOAD<sup>22</sup>.
- 5.7 The LDP will ensure that appropriate opportunities to support economic growth are identified in the Plan, through specific allocations of land and by varied policy approaches. Given the significant uncertainties surrounding the economy in light of Britain exiting the EU, the Plan will ensure that flexibility exists across a range of economic policy areas to ensure that a range of economic circumstances can be responded to. The Plan will focus on the opportunities presented through the Swansea Bay City Region Deal as a means of supporting economic prosperity. The Plan will also work with Pembrokeshire's assets including opportunities linked to the ports, energy and marine growth sectors. Specific approaches in relation to rural diversification and the tourism industry will also be supported.

### Sustainable Strategy

- 5.8 Growth will be distributed across the Plan area in accordance with a spatial strategy which promotes sustainable development. As part of this a **Settlement Hierarchy** will group settlements into different categories, depending on the levels of services and facilities located within them. A weighting system has been applied which gives greatest weight to those facilities identified as being likely to reduce the need to travel and therefore most likely to be considered a sustainable location. The greatest levels of growth (housing sites of 5 or more) will be located in settlements which are at a Service Village level or higher within the Settlement Hierarchy.
- 5.9 As well as the Plan's Settlement Hierarchy, evidence from a currently commissioned Strategic Flood Consequence Assessment for Pembrokeshire will inform policies and allocations, ensuring highly vulnerable development does not take place in sites which are either currently at flood risk or may become vulnerable to flood risk as a result of climate change in the future. Other sources

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<sup>22</sup> See Local Employment Trends Background Paper (December 2018)  
<https://www.pembrokeshire.gov.uk/local-development-plan-review/ldp2-evidence-base>

of data will also ensure that areas of land which currently help to reduce overland flow of water remain undeveloped.

### Urban/Rural Split of Allocations

5.10 A 60%/40% Urban/Rural split of housing allocations (sites over 5 units) is proposed. This is broadly in line with the current population split in Pembrokeshire. The advantages of this approach are that it offers growth opportunities to both urban and rural communities. Although there may be greater take up of greenfield sites than in a more urban focused approach, this distribution split will cause fewer issues associated with congestion and pollution within the urban areas. The use of a Settlement Hierarchy means that larger housing developments (sites of 5 or more) being built in the rural areas will be directed to settlements with a good level of services and facilities.

### Rural Policy approaches

5.11 Within the smaller settlements with fewer services in rural areas (defined as Local Villages) settlement boundaries will identify locations considered appropriate for development (including both market and affordable housing). Those Local Villages identified as Cluster Local Villages will have greater opportunities for growth, because of their relationship to other Settlements with key services.

5.12 In other rural locations, there will be limited opportunities for sensitive infilling where sites consist of 1-2 dwellings. In locations with a grouping of 20 or more dwellings, this can be for market housing (with significant commuted sums to local needs affordable housing). In locations with a grouping of less than 20 dwellings, infill opportunities on sites for 1-2 dwellings will be for local needs affordable housing.

### Promoting Biodiversity and Green Infrastructure

5.13 In identifying housing allocations for the Deposit Plan, the Plan will consider GIS information on existing habitats. Where opportunities exist to promote connectivity of habitats, the Development Sites SPG will identify particular areas of sites that should be prioritised for garden spaces or green buffers. In such instances, lower densities may be identified. Within the Main Towns, information from the Pembrokeshire Green Infrastructure Study<sup>23</sup> will inform the potential allocation and protection of Green Infrastructure. Information on habitats will also inform the drawing of settlement boundaries.

### Drainage and Sustainable Drainage Schemes (SuDS)

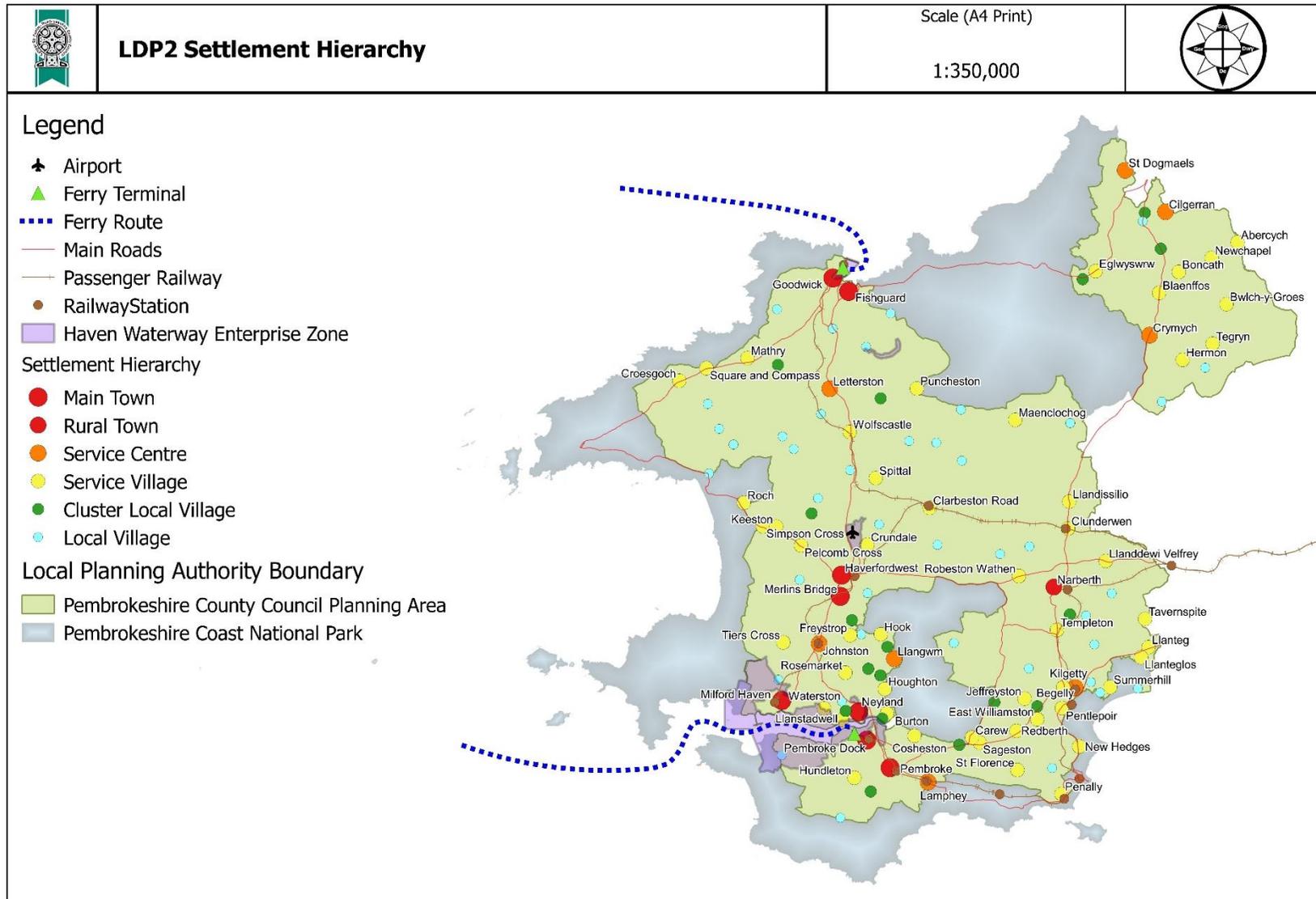
5.14 The introduction of SuDS Approval Boards (SABs) in January 2019 will put in place a new requirement for many new developments to secure SAB consent (in

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<sup>23</sup> <https://www.pembrokeshire.gov.uk/conservation/green-infrastructure>

addition to planning permission), which will ensure that drainage aspects of affected development proposals are satisfactory. This may result in some changes to layouts and potentially a need for lower densities in some housing developments. Pembrokeshire County Council is the SuDS Approval Board in the Plan area and discussion on any SuDS requirements and implications for Deposit Plan allocations will take place as part of any site assessment of Candidate Sites.

Figure 2: LDP Strategy Key Diagram



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## 6. Strategic Policies

### SP 1 Creating Sustainable Places

All proposals must ensure that development supports the delivery of economic, social, environmental and cultural well-being.

Development proposals should demonstrate the following:

1. Resource efficiency (see *SP 19 Waste Prevention and Management, GN.2 Sustainable Design and GN.4 Resource Efficiency and Renewable Energy*)
2. Maintenance and enhancement of biodiversity (see *SP 11 Protecting and Enhancing the Environment and GN.1 General Development Policy*)
3. Promotion of health and well-being (see *GN.1 General Development Policy*) (note: *Deposit Plan will also include policies on Green Infrastructure and Open Space*)
4. Equality of access (see *SP 3 Affordable Housing Target, GN. 2 Sustainable Design and GN.3 Infrastructure and New Development*)
5. Accessibility to services (see *SP 5 Settlement Hierarchy and GN.1 General Development Policy*)
6. Support for the Welsh language (see *SP 17 Welsh Language*)
7. Reduced contribution to climate change (see *GN. 1 General Development, GN. 2 Sustainable Design and GN.4 Resource Efficiency and Low Carbon Energy Proposals*).

Linked Key Issues: Living and Working, Resourceful Communities, Tackling Rurality and Protecting our Environment

This strategic policy will contribute towards achieving objectives A, D, E, F, H, I,J and K

6.1 Local Authorities have a duty to achieve the Well-being goals set out in the Well-Being of Future Generations Act and to deliver sustainable development and well-being. This policy sets out the main ways in which development proposals will be expected to demonstrate that they are supporting the delivery of economic, social, environmental and cultural well-being and therefore contributing towards sustainable development.

6.2 Links to more specific Strategic and General policies which will be used to assess whether the criteria of SP 1 are achieved are set out within the policy text.

6.3 In terms of achieving a prosperous Wales, it is critical that proposals can demonstrate that resource efficiency has been considered in the design of any proposal. In order to promote a resilient Wales, proposals must not only maintain but also enhance biodiversity and promote the resilience of ecosystems. Providing affordable housing and appropriate access are key

aspects of how the Plan can assist in developing a more equal Wales - there are also health benefits associated with delivery of affordable housing. Specific policies within the Deposit Plan will elaborate on how these elements will be assessed. The Plan's strategy and in particular the Settlement Hierarchy are key in supporting cohesive communities and development that is in accordance with the Settlement Hierarchy will be able to demonstrate compliance with criterion 5 of the Policy. Supporting the Welsh language will assist in supporting a Wales of vibrant culture and thriving Welsh language.

## Levels of Growth

### SP 2 Housing Requirement

Provision is made for approximately 7,820 dwellings in the Plan period, to enable delivery of 6,800 dwellings (425 per year).

Linked Key Issues: Living and Working

This strategic policy will contribute towards achieving objectives: D

6.4 The LDP housing requirement figure is influenced by a demographic scenario which includes migration assumptions based on the last fifteen-years of migration history (2001/02-2015/16). This scenario results in a higher annual requirement for dwellings (408 per year) than the Welsh Government 2014 (rebased) scenario housing requirement projection which results in a figure of 196 dwellings per year. The overall figure of 425 has been identified following consideration of the average build rates in Pembrokeshire over the previous 5 and 10 years. As discussed in Section 3 Strategic Growth Options Appraisal, Stakeholders supported a higher figure than the Welsh Government projection on the basis that:

- It is deliverable (in line with historic build rates).
- It reflects longer term migration trends, which is appropriate given the closure of a major employer in Pembrokeshire in 2014 (which will have impacted on the 5 year migration figures).
- It will assist in meeting the significant backlog of affordable housing need and will make a greater contribution than a growth option based only on WG projections.
- It will support the local building industry and wider economy and will make a greater contribution than a growth option based only on WG projections.
- It will deliver a more balanced population profile than that projected with lower growth levels.
- It scores more positively than higher levels of growth in terms of the Sustainability Appraisal as it provides more opportunities for protecting soil quality, minimising pollution and protecting water quality.

6.5 The scale of housing land provision is based on an anticipated growth in population of approximately 11% between 2017 and 2033. Detailed analysis in relation to the housing requirement is set out in the Pembrokeshire Demographic Forecasts Paper 2018. Sufficient residential land is made available to meet the future needs of communities for market housing and to contribute to the need for affordable housing. The dwelling requirement includes a vacancy rate of 8.1% which includes an allowance for vacant homes, second homes and holiday accommodation.

- 6.6 An allowance for 1,020 above the housing requirement for 6,800 homes is identified in order to allow for choice, flexibility and renewal of the existing housing stock and for non-take up of sites. This represents a 15% additional allowance.
- 6.7 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. Specific policy approaches to encourage self-build proposals will be set out within the Deposit Plan. Other policy approaches to ensure that proposals deliver appropriate bedroom numbers, achieve flexible design and meet the requirements of an ageing population will also be set out in the Deposit Plan, informed by the anticipated Local Housing Market Assessment (due for publication in early 2019).

### SP 3 Affordable Housing Target

The Plan will provide a minimum of 2000 new affordable dwellings (125 per year).

Linked Key Issues: Living and Working, Resourceful Communities.

This strategic policy will contribute towards achieving objectives: D, F.

- 6.8 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.
- 6.9 This target is based on historic and anticipated levels of delivery of affordable housing rather than on the level of need. The need for affordable housing in Pembrokeshire is so high that it is considered too great on which to build a realistic target (the Local Housing Market Needs Assessment in 2014 identified a need of 1,641 a year, this is unachievable when considered against a 10 year average total build rate of approximately 450 a year). The figure is based partly on historic delivery but also recognises that in the future Pembrokeshire County Council will also be building Council houses for the first time. Appendix 2 shows a breakdown of the assumptions behind the 2000 figure.
- 6.10 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 and this provision alongside provision through the Social Housing Grant results in the 2000 target figure.
- 6.11 Detailed general policies on exception sites and potential allocations for 100% affordable housing will be set out in the Deposit plan. Mechanisms for delivery through Community Land Trusts will be supported through the Affordable Housing Supplementary Planning Guidance (to be produced alongside the Deposit Plan) as well as by Registered Social Landlords and Pembrokeshire County Council (which is now itself undertaking an Affordable House building project).
- 6.12 The County Council will undertake viability appraisals to establish indicative (percentage) targets for developer provision of affordable housing on allocated sites and detailed information on targets will be included in greater depth in the General policies.

#### SP 4 Supporting Prosperity

The Plan will support the delivery of 2,200 jobs across Pembrokeshire to support prosperity and economic growth.

*Linked key issues; Living and Working, Resourceful Communities and Tackling Rurality.*

*This strategic policy will contribute towards achieving objectives C, E and I.*

- 6.13 Economic forecasts indicate the potential for the Pembrokeshire economy to develop an additional 2,200 jobs between the period 2017-2033. This figure has been identified based on evidence of projected demand from Experian Goad.<sup>24</sup>
- 6.14 The LDP will support this delivery through a range of policy mechanisms.
- 6.15 A Regional Strategic Economic study is currently being produced with a final report anticipated in early 2019. This study will inform the allocation of strategic sites within the Deposit Plan, which will be identified in the Strategic Employment Policy. It will take account of the Pembrokeshire aspects of the Swansea Bay City Deal and also the Haven Waterway Enterprise Zone. Strategic policies on Port and Energy Related Development (SP 12), Supporting Retail Development (SP 14), Visitor Economy (SP 15), Minerals (SP 16) and Waste (SP 19) will also support delivery of this Plan's overall job figure.
- 6.16 General policy approaches within the Deposit Plan will support local employment sites, home working and rural diversification.
- 6.17 Given the uncertainties around the economy associated with Britain exiting the EU, it is critical for the Plan to provide sufficient flexibility to respond to changing circumstances. This flexibility will in part be created by criteria based policies which will enable applications on sites outside allocations to be considered.

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<sup>24</sup> <sup>24</sup> See Local Employment Trends Background Paper (December 2018)  
<https://www.pembrokeshire.gov.uk/local-development-plan-review/ldp2-evidence-base>

### SP 5 – Settlement Hierarchy – A Sustainable Settlement Strategy

A settlement hierarchy is defined on the basis of functional characteristics and availability of services and facilities, with respect also for the existing character of a settlement. The hierarchy is as follows:

#### 1. Urban Settlements

##### Main Towns

Fishguard and Goodwick  
 Haverfordwest  
 Milford Haven  
 Neyland  
 Pembroke  
 Pembroke Dock

#### 2. Rural Settlements

##### 2a Rural Town:

Narberth

##### 2b Service Centres:

Cilgerran	Crymych	Johnston
Kilgetty	Lamphey	Llangwm
Letterston	St Dogmaels	

##### 2c Service Villages:

Abercych	Begelly	Blaenffos
Boncath	Burton	Bwlchgroes
Carew / Sageston	Clarbeston Road	Clunderwen
Cosheston	Croesgoch	Crundale
East Williamston	Eglwysrw	Freystrop
Hermon	Hook	Hundleton
Houghton	Jeffreyston	Keeston
Llanddewi Velfrey	Llandissilio	Llanteg / Llanteglos
Llanstadwell	Maenclochog	Mathry
Newchapel	New Hedges	Pelcomb Cross
Penally	Pentlepoir	Puncheston
Redberth	Robeston Wathen	Roch
Rosemarket	Simpson Cross	Spittal
Square & Compass	St Florence	Summerhill
Tavernspite	Tegryn	Templeton
Tiers Cross	Wolfscastle	Waterston

2d Local Villages:

Ambleston	Bethesda	Bridell
Broadmoor*	Burton Ferry*	Camrose*
Castlemorris*	Cold Blow*	Cresselly*
Deerland*	Glandwr	Gumfreston
Hayscastle Cross	Hill Mountain*	Lampeter Velfrey
Little Honeyborough	Little Newcastle*	Llandeloy
Llangolman	Llanfyrnach	Llanychaer
Llawhaden	Llys-y-Fran	Lower Freystrop*
Ludchurch	Maddox Moor	Maidenwells*
Martletwy	Mascle Bridge*	Milton*
New Inn	Pen-y-Bryn*	Pen-y-Cwm
Pleasant Valley	Pont-yr-Hafod	Portfield Gate
Postgwyn*	Poyston Cross	Princes Gate
Reynalton	Rhoscrowther	Rhos-Hill*
Sardis*	Sceddau	Stepaside
St Nicholas	St Twynnells	Thornton
Trecwn	Treffynnon	Treffgarne
Trefgarn Owen	Tufton	Uzmaston
Welsh Hook	Wiston	Wolfsdale
Woodstock		

Cluster Local Villages are indicated with a \* (see Policy SP 9)

Linked Key Issues: Living and Working, Resourceful Communities and Tackling Rurality, Protecting Our Environment.

This strategic policy will contribute towards achieving objectives B, C, D, F and J.

6.18 The Settlement Hierarchy has been developed on the basis of the analysis and weighting of services and facilities within settlements and will be used as the Settlement Strategy of the Plan. The Settlement Strategy directs the greatest proportion of growth to those settlements with the most existing facilities. Development will therefore be proportional to the size of a settlement, its function and character, and based on current service provision. The Main Towns with an Urban character have been identified as Haverfordwest, Milford Haven, Pembroke Dock, Pembroke, Fishguard, Goodwick and Neyland, with Narberth Market Town being identified as a Rural Town due to its strong relationship with its rural hinterland. Further information on the methodology behind the Settlement Hierarchy is published as part of the Plan's evidence base.<sup>25</sup>

6.19 The following matrix indicates the locations at which some types of development are likely to be accepted, and shows that at every level of the hierarchy this Plan provides opportunities for a range of development and land-uses.

<sup>25</sup> See Rural Facilities Study 2017 ([www.pembrokeshire.gov.uk/local-development-plan-review](http://www.pembrokeshire.gov.uk/local-development-plan-review))

Policy	Haven Towns	North Pembrokeshire Towns	Rural Towns	Service Centres	Service Villages	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 6 Settlement Boundaries

Settlement Boundaries are shown for all settlements and define the areas within which development opportunities may be appropriate. In Main 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, although greater opportunities exist for development in Cluster Local Villages.

Outside settlements boundaries, groups of dwellings are considered to be hamlets. GN.5 sets out the approach for infill proposals in those locations.

All other locations outside Settlement Boundaries are considered to be Countryside locations.

Linked Key Issues: Living and Working, Resourceful Communities and Tackling Rurality, Protecting Our Environment.

This strategic policy will contribute towards achieving objectives B, C, D, G and J.

6.20 Settlement Boundaries ensure 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 Main Towns, Rural Towns, Service Centres and Service Villages will be expected to take into account, in the mix of housing type, size and tenure, the increasing numbers of single person households and the ageing population.

## SP 7 Main Towns

Within Main Towns, development will support sustainable communities, complementary relationships between towns, place-making and well-being by ensuring:

1. Accessibility by a range of sustainable modes of transport;
2. High quality accommodation that supports diversity within the residential market, access to existing and proposed services and the housing needs of communities;
3. Opportunities for new commercial, retail, employment, tourism, leisure, recreational, green infrastructure and community facilities.

Exceptionally, appropriate land uses which are well-related to the Settlement Boundary can take place provided they satisfy this and all other policy considerations, including compatibility with Regeneration Frameworks.

Linked Key Issues: *Living and Working, Resourceful Communities, Tackling Rurality, Protecting Our Environment*

This strategic policy will contribute towards achieving objectives: B,C,D,G, H, I, J

6.21 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 Main Towns during the Plan period. In the Deposit Plan land will be allocated for development for employment and other land uses in most Main Towns, to support their continued role as centres of economic, social and cultural activity.

6.22 All Main Towns will have Settlement Boundaries identified in the Deposit Plan 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 be acceptable 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.

6.23 The regeneration of town centres is a key priority and Masterplans / Regeneration Frameworks are being developed for each of the Main Towns to support and enable their regeneration.

## Haverfordwest

6.24 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 heritage and regeneration

initiatives for the town centre. Housing allocations at Haverfordwest will contribute towards meeting the Plan's housing requirements. Land will be allocated for employment purposes at various locations across the town, with significant development opportunities likely at Withybush Business Park (a strategic employment site which is identified for high quality business uses). The opportunity exists to build on the potential associated with the agri-food sector in this area. Haverfordwest's town centre is constrained by flood risk and topography but the opportunity remains to regenerate and build on the strengths of the Town Centre. A Development Brief will be prepared to support the regeneration of Haverfordwest Town Centre.

### **Milford Haven and Neyland**

6.25 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.

6.26 It is likely that strategic employment sites will be allocated at undeveloped sites adjacent to the Haven Waterway with deep water access, where there is potential for deep water berthing of vessels.

### **Pembroke Dock**

6.27 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. The port at Pembroke Dock connects the area to international trade and is developing as a centre of excellence for marine engineering and renewable energy related employment activity.

### **Pembroke**

6.28 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.

### **Fishguard and Goodwick**

6.29 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 traffic movement and accessibility improvements within the town centre which will considerably improve the town centre environment. Fishguard Harbour, which is located within/adjacent to

Goodwick Town, 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.

## SP 8 Narberth Rural Town, Service Centres and Service Villages

Within Narberth Rural Town, Service Centres and Service Villages, development will encourage sustainable communities, a thriving rural economy, place making and well-being by ensuring:

1. Development is of a scale and nature identified as being appropriate for the settlement;
2. High quality accommodation of tenure(s) appropriate for the housing needs of the community;
3. Opportunities for new commercial, employment, retail, tourism, leisure, recreational, open space, green infrastructure and community facilities which are accessible and serve the local community.

Exceptionally, appropriate land uses which are well-related to the Settlement Boundary can take place provided they satisfy this and all other policy considerations.

*Linked Key Issues: Living and Working, Resourceful Communities, Tackling Rurality, Protecting Our Environment*

*This strategic policy will contribute towards achieving objectives: B,C,D,G,H,I, J*

6.30 Settlements in the rural area are classified according to a settlement hierarchy, based on evidence of facilities and services available within those settlements and their potential to accommodate further development. Those with a good range of services are considered more sustainable locations for development and are classified accordingly within the current Settlement Hierarchy.<sup>26</sup>

6.31 The Settlement Hierarchy recognises that keeping services viable in rural areas is increasingly challenging, and aims to support development at those settlements where services are most likely to remain viable in the medium to long term. Allocations for housing development to meet the needs of the community, and new employment, retail and community facilities which help to sustain rural communities are supported.

6.32 Pembrokeshire's Settlement Hierarchy defines the Rural Town of Narberth, Service Centres and Service Villages as locations where a range of land uses are appropriate and which provide for the social, economic and cultural well-being of the local community. 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.

6.33 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

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<sup>26</sup> The Settlement Hierarchy was revised and updated in September 2018 following consultation with stakeholders.

important that housing growth also seeks to revitalise and sustain smaller centres and communities. A Regional Local Housing Strategy, when published, will set out the housing needs and issues for housing within rural communities. The Local Housing Strategy will be revised following the updated Local Housing Market Assessment.

- 6.34 This Plan's approach recognises that providing growth in sustainable 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.

### **Narberth**

- 6.35 Narberth is an attractive rural 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 allocations for a range of different housing types. Employment provision is required to support this sustainable community.

### **Service Centres**

- 6.36 Eight settlements are identified in the Settlement Hierarchy as Service Centres: Cilgerran, Crymych, Johnston, Kilgetty, Lamphey, Letterston, Llangwm and St. Dogmaels. 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 Main Towns for all retail, leisure and employment purposes. The 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**

- 6.37 There are 48 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 will be identified in Service Villages, with the precise 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.

## SP 9 Local Villages

At Local Villages, development will encourage sustainable communities, place-making and well-being of the local community by ensuring

1. Development is of a scale and nature identified as being appropriate to the village or cluster village
2. High quality accommodation of tenure(s) appropriate for the housing needs of the community
3. Employment or enterprise which would support the rural economy
4. Provides a recreational, open space, leisure, green infrastructure or community facility which serves the local community and is within or well related to the Settlement Boundary

Cluster Villages are identified as being:

Broadmoor	Burton Ferry	Camrose
Castlemorris	Cold Blow	Cresselly
Deerland	Hill Mountain	Little Newcastle*
Lower Freystrop	Maidenwells	Mascle Bridge
Milton	Pen-y-Bryn*	Postgwyn*
Rhos-Hill*	Sardis	

*Linked Key Issues: Living and Working, Resourceful Communities, Tackling Rurality, Protecting Our Environment.*

*This strategic policy will contribute towards achieving objectives: B,C,D,F,H,I,J*

6.38 Villages with a limited service provision are not expected to accommodate significant levels of development during the Plan period and no housing allocations are made for Local Villages.

6.39 At Local Villages, Settlement Boundaries are used to provide clarity on where opportunities for infill and rounding off for housing may be suitable, and where employment, community and other local facilities may come forward. In general Local Villages will have 1-2 plots for self-build or custom build proposals identified. In these locations a 50% contribution to support Affordable Housing via a commuted sum will be required. Cluster Villages are identified within the Settlement Hierarchy and are groups of Local Villages which when considered as a whole, provide some services, in relatively accessible locations and reduce the need to travel. They have a functional link with a higher order centre (Service Centre or above) via a bus route into the settlement or have an active travel route option either a dedicated walking or cycle route to a higher order settlement

or Local Village, which would amount to a maximum of 25 minutes travel time. The proposed cluster settlement must also have a weighted score of 5 or more for the facilities available.

- 6.40 At Cluster Villages, small scale residential development will be permitted within settlement boundaries. Small scale housing sites are capable of delivering between 1 and 5 dwellings, within Settlement Boundaries, on land not allocated for an alternative use. Planning proposals which seek to develop part of a larger site and which would accommodate 5 or more dwellings will not be supported. The scale of cumulative proposals will also be a consideration.
- 6.41 In some cases, Cluster Villages do not meet all of the above requirements, but where small scale residential development, including self build, would help protect and promote the use of the Welsh language, such development can be appropriate. These are identified as Cluster Villages\* within SP9.<sup>27</sup>
- 6.42 There are 40 Local Villages, which are not Cluster Villages and where only very small scale proposals (infill) 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.

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<sup>27</sup> The Settlement Cluster Background Paper (December 2018) sets out the methodology and reasoning used to identify cluster villages.

## SP 10 Countryside

Proposals for development in Countryside locations will be supported where it is an essential requirement for people who live and work there and where it respects its landscape setting and the natural and built environment. 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; including One Planet Development.
2. Opportunities for rural enterprise workers to be housed in suitable accommodation that supports their employment;
3. Appropriate agricultural diversification schemes; and
4. The re-use and conversion of appropriate existing buildings.

Linked Key Issues: Living and Working, Resourceful Communities and Tackling Rurality, Protecting Our Environment.

This strategic policy will contribute towards achieving objectives B, C, D, F, H and J.

- 6.43 All locations outside the Settlement Boundaries apart from hamlets (see GN.5) 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 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.
- 6.44 New business development proposals within the countryside will need to demonstrate that a countryside location is essential for their business. Farm diversification schemes and appropriate extensions to existing businesses will be supported where they are 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.
- 6.45 Enterprises for which a countryside location is considered essential includes One Planet Development. 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 where they can demonstrate clear potential to move towards 1.88 global hectare target over time.

- 6.46 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.
- 6.47 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.
- 6.48 Pembrokeshire's natural and semi-natural environments also provide services to the economy and society which can be realised at a distance from the site in question e.g. Flood risk amelioration, water quality, air quality, climate change mitigation and adaption, carbon sequestration, pollination of crops.
- 6.49 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.

## **SP 11 Protecting and Enhancing the Environment**

Pembrokeshire's environment (including species, habitats, landscapes and the systems which underpin them) will be protected from materially harmful development.

Where opportunities exist to enhance the condition, extent and/or connectivity of these features to improve the functioning and resilience of ecosystems, or to improve appropriate access to green spaces, these should be included within a development scheme.

Linked Key Issues: Living and Working, Resourceful Communities and Protecting Our Environment.

This strategic policy will contribute towards achieving objectives A, H and J.

6.50 Once developed Area Statements produced by Natural Resources Wales will be a key document which will provide information on the Pembrokeshire environment. Other documents which will provide important sources of information will be the priorities in the anticipated Pembrokeshire Nature Recovery Action Plan, the Pembrokeshire Land Use Planning Tool and Supplementary Planning Guidance on Biodiversity and separately on Landscape Character Areas. These documents will assist in assessments as to whether or not development would be materially harmful to the environment. Any such development proposals will be refused.

6.51 Under the Environment Act 2016, Pembrokeshire County Council has an enhanced biodiversity duty which requires it to maintain and to enhance biodiversity and promote the resilience of ecosystems. The Well Being of Future Generations Act 2015 also includes 'A Resilient Wales' as one of its goals, which requires Authorities to maintain and enhance a biodiverse natural environment with healthy functioning ecosystems that support social, economic and ecological resilience and the capacity to adapt to change. As part of meeting these duties, the Plan will require developments to demonstrate that they have incorporated potential environmental benefits within schemes, where this is practicable.

6.52 Where a development has an opportunity to deliver biodiversity enhancements through its design and layout, these should be incorporated into the scheme. The introduction of the Sustainable Urban Drainage consenting regime in 2019, will in some cases require layouts which include opportunities for ponds and other landscape features which may support enhancements for biodiversity. Where such opportunities exist, these will be supported by the planning system, even in cases where this results in a lower density or dwelling per hectare figure than could otherwise be accommodated on the site.

6.53 A Development Sites SPG will be produced which will accompany the Deposit Plan. This will identify where there are opportunities on allocated sites to promote interconnectivity of habitats by the creative use of gardens or landscaping. These site requirements will be informed by the Land Use Planning

Tool which was developed Pembrokeshire Nature Partnership, alongside liaison with NRW and the Council's ecologists.

6.54 'Pembrokeshire Towns: A Green Infrastructure Action Plan'<sup>28</sup> proposes a range of projects within the towns of Fishguard and Goodwick, Haverfordwest, Milford Haven, Narberth, Neyland, Pembroke and Pembroke Dock (and at main settlements within the National Park) aimed at enhancing Green Infrastructure within settlements. Key Green Infrastructure project boundaries within PCC settlements will be shown on the proposals map and will be a consideration for development proposals which can contribute to their enhancement. The Deposit plan will set out a criteria based policy for Green Infrastructure enhancement of these and other sites across settlements.

6.55 On smaller scale schemes, advice in the Biodiversity SPG will assist in identifying opportunities for enhancements. Pre-application engagement with the Council will also enable appropriate and site specific enhancements to be identified.

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<sup>28</sup> <https://www.pembrokeshire.gov.uk/conservation/green-infrastructure>

## SP 12 Port and Energy Related Development

Development proposals for appropriate industrial and port related facilities and infrastructure, including energy proposals directly related to port locations, will be supported at the Ports of Milford Haven and Fishguard and within the Haven Waterway Enterprise Zone, where they can demonstrate that they respect and protect the landscape, natural and built environment.

*Linked key issues: Living and Working and Resourceful Communities.*

*This strategic policy will contribute towards achieving objectives C, E and I.*

- 6.56 Milford Haven Port (which incorporates the dock areas at both Milford Haven and Pembroke Dock) provides internationally important and scarce deep-water port facilities in a sheltered location. Milford Haven Port already hosts major energy-related installations and infrastructure and there is potential to develop this role further. 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 extensive areas of employment land within Pembroke Dockyard and at other industrial sites close to the Waterway in Pembroke Dock. At Milford Dock, current land uses include employment, leisure, marina, residential, retail, berthing for fishing vessels and port-related engineering. There are emerging proposals for further multi-use developments in this area. There are also other industrial sites in Milford Haven town and at nearby Neyland. Re-configuration of land uses in Pembroke Dock and Milford Haven may be proposed in conjunction with transformative development proposals.
- 6.57 Fishguard Harbour is primarily a ferry terminal and like Pembroke Dock provides onward connections to the Republic of Ireland.
- 6.58 At Fishguard Harbour (Goodwick) and at 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.
- 6.59 The Haven Waterway Enterprise Zone was designated in 2013 and confers fiscal benefits to businesses locating within the Zone's boundaries. The Enterprise Zone has four separate boundaries, one around the Haven Waterway and incorporating land in the Milford Haven, Pembroke Dock and Neyland areas, one at Goodwick, one at Haverfordwest Airport / Withybush Industrial Park and one at Trecwn.
- 6.60 Policy SP 12 applies within a defined spatial area based on and incorporating the Haven Waterway Enterprise Zone sites. The spatial area defined recognises the areas that could be suitable for these forms of development, but the policy does not reserve these areas exclusively for such development, nor imply that all proposals will be acceptable. The acceptability of any proposals will depend on their accordancy with detailed General Policies and landscape, environmental and amenity considerations will be key in determining whether or not proposals in these locations are appropriate. For the avoidance of doubt and the purposes

of this policy, energy proposals directly related to port locations do not include wind energy generation.

- 6.61 Individual proposals coming forward under policy SP 2 will require project level Habitats Regulation Assessment to consider their likely significant effects on the features of the SAC.
- 6.62 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 and are regulated under the provisions of other legislation.

### SP 13 Employment Land Provision

Land will be provided for the development of employment land on a mix of strategic and local employment sites.

Strategic Employment sites will be identified in the Deposit Plan, but are likely to be identified in the following areas:

Trecwn

Milford Haven, including sites relating to the Waterway

Pembroke Dock, including sites relating to the Waterway

Haverfordwest

Use Classes B1, B2 and B8 will be allowed on these sites, together with any other compatible uses.

*Linked Key Issue: Living and Working.*

*This strategic policy will contribute towards achieving objectives B, C, E and I.*

6.64 In accordance with Planning Policy Wales and Technical Advice Note 23, the Deposit Plan will provide a range of sites in sustainable locations that are suitable for development for enterprise and employment purposes.

6.65 The Wales Spatial Plan Update 008 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. It is anticipated that the forthcoming National Development Framework for Wales will provide further information on economic and environmental aspirations for Wales and for Pembrokeshire.

6.66 The Haven Waterway Enterprise Zone was established in 2015. Businesses within this Zone are offered fiscal incentives. As noted in the reasoned justification to policy SP 12, there are four discrete spatial areas included, these being along the Haven Waterway, at Haverfordwest, at Trecwn and at Fishguard Harbour, Goodwick. At the Deposit Plan stage Strategic sites are likely to be identified in these locations.

6.67 General policies on the Protection and Enhancement of Biodiversity 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. Mitigation provisions may be appropriate in certain cases. Other key considerations are likely to include amenity (GN.1) and impacts on the environment and landscape (SP 11 and GN.1).

6.68 Local employment sites will be identified at a range of other locations in the Main Towns and additionally in some Rural Settlements. This will support the plan's growth and distribution strategy in a sustainable manner.

6.69 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 or at home and thus reduce the demand for travel into Pembrokeshire's main towns for work related journeys. 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, including continuation of improvements to broadband availability and access to the 4G mobile phone network.

6.70 In addition to 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. This will be set out as a General policy in the Deposit Plan.

## SP 14 Retail Hierarchy

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 commercial development should be consistent in scale and nature with the size and character of the Centre and its role in the retail hierarchy and be compatible with any Strategic Regeneration Framework.

Proposals which would undermine the retail hierarchy or regeneration frameworks for town centres will not be permitted.

*Linked Key Issues: Tackling Rurality*

*This strategic policy will contribute towards achieving objectives: B,G,I*

- 6.71 Retail and commercial proposals will be expected to reflect the level of hierarchy within which the proposal is located in both scale and nature. The hierarchy has been defined taking into account the role and function, scale, range of retail, commercial and other services and facilities and catchment. <sup>29</sup>
- 6.72 Conservation Areas are designated at all Town Centres and maintaining and enhancing the individual character of towns must form an important element of any development proposal.
- 6.73 Haverfordwest is the County Town of Pembrokeshire and an important retail and service centre for a range of shopping, public and financial services, leisure and employment. Proposals within Haverfordwest should be compatible with the Haverfordwest Masterplan 'A Vision for the Future', and support the vitality and viability of the town centre.
- 6.74 Pembroke Dock and Pembroke town centres are to some extent complementary in their roles and function, with Pembroke Dock providing the main food shopping destination and Pembroke supported by tourist spend within the historic centre.
- 6.75 Milford Haven Town Centre has struggled to retain a strong mix of uses and primarily serves the needs of the local community. Whilst the town centre retains a role for non-food shopping, there is a need for redevelopment, particularly towards the western end of the town centre and consolidation of the town centre.

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<sup>29</sup> South West Wales Regional Retail Capacity Study, February 2017. Policy Recommendations.

- 6.76 Fishguard Town Centre retains an important role as a food shopping destination for local residents and provides an important role for the wider rural area.
- 6.77 Narberth is the smallest of the town centres and fulfils a niche retail role for local residents and wider rural hinterland. Proposals for the former primary school will introduce a complementary range of community, retail and commercial uses.
- 6.78 Local Retail Centres essentially provide for the day to day needs of the local community. Proposals at Local Retail Centres should not undermine or impact on the vitality or viability of Town Centres or their regeneration strategies, but should provide an appropriate level of service for these settlements and local rural catchment areas.

### SP15 Visitor Economy

Proposals for development relating to the visitor economy will be supported provided that they are in an appropriate location, contribute to the diversity and quality of accommodation and attractions, and respect and protect the natural and built environment and surrounding communities.

Linked Key Issues: Living and Working, Resourceful Communities and Tackling Rurality, Protecting Our Environment

This strategic policy will contribute towards achieving objectives B, C, H and J.

6.80 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 Welsh Government and Pembrokeshire County Council recognise this and encourage a positive approach to well-located, well designed, good quality tourism facilities, supporting agricultural diversification and the re-use of previously developed land and water-bodies.

6.81 A focus for the future is the provision of a strong and diverse year round industry, creating 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 accommodation, attractions and leisure facilities, particularly those in the countryside, are required to be of high quality and to demonstrate that such a location is essential.

6.82 The General Policies of this LDP at Deposit stage will 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.

## SP16 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 throughout and at the end of the Plan period;
2. Safeguarding known resources of coal and aggregates (including hard rock and sand and gravel) from permanent development, in locations outside settlement boundaries;
3. Safeguarding the landfall location for marine-dredged sand and gravel;
4. Creating buffer zones around existing mineral production sites to protect quarry operators and those occupying or using nearby land; and
5. Supporting the re-use and recycling of minerals.

*Linked Key Issues: Resourceful communities and Tackling Rurality.*

*This strategic policy will contribute towards achieving objectives B and D.*

6.83 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 national and regional policy, to ensure that the resource in Pembrokeshire is able to contribute to the national, regional and local demand for minerals. Existing mineral working sites within Pembrokeshire County Council's planning jurisdiction are listed in Appendix 3 of the LDP 2 Minerals Background Paper.

6.84 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). That means that at the end of the Plan period, in 2033, hard rock resources will be expected to be sufficient to last until 2043 and sand and gravel resources will be expected to be sufficient to last until 2040.

6.85 The information on the LDP 2 Minerals Background Paper indicates that the landbank for hard rock is plentiful, with every prospect that a generous landbank will remain at the end of the plan period.

6.86 The terrestrial sand and gravel landbank and the apportionment of provision to meet future needs is now considered on a regional basis. There are current sand and gravel production sites in the Pembrokeshire Coast National Park, further sites and allocations in Ceredigion and some small-scale production in Carmarthenshire. However, the regional landbank for sand and gravel is rather limited in comparison with that available for hard rock. National Park sand and gravel production at the two current production sites will eventually cease and production and allocation sites elsewhere in the region are of limited capacity. New terrestrial production sites within the region but outside the National Park are needed. The approach taken will need to be complementary to that taken by LDPs in these neighbour authorities. Updated information on landbanks,

derived from the South Wales Regional Aggregates Working Party (SWRAWP) Annual Survey 2016, is included in the Minerals Background Paper that supports LDP 2.

- 6.87 If new sites for sand and gravel production do not emerge in Pembrokeshire through submission of suitable Candidate Sites for LDP 2 (or in response to letters sent out with the SWRAWP annual surveys for 2017 and 2018), to provide a basis for making allocations, it may be necessary to continue to use an Area of Search approach for new sand and gravel production sites within the Council's planning area. If this approach is taken, then a criteria-based policy will be included in LDP 2 to provide a basis for the evaluation of any future windfall minerals planning applications.
- 6.88 Some of the sand and gravel resources coming into SW Wales are marine-won. There is a sand and gravel wharf at Pembroke Dock where these supplies are landed and this is safeguarded by the Plan.
- 6.89 There is a requirement to protect existing quarry sites from incompatible uses on nearby land, ensuring that developments that might be adversely affected by a quarrying operation are located outside a defined buffer zone. Likewise, quarry buffer zones can ensure that nearby uses are not adversely affected by quarry extension proposals. The buffer zone distances are set out in Welsh Government guidance and there is an acceptance that where these encroach on an existing built-up area, exceptions may need to be made. The quarry buffer zones shown on the LDP 2 Proposals Map will be updated to reflect consenting since LDP 1 was prepared.
- 6.90 Re-use of secondary aggregates is desirable, but the largest potential sources of such material are likely to be major industrial sites outside Pembrokeshire.
- 6.91 Licensing of onshore and immediately offshore oil and gas resources with a potential to be removed by unconventional methods becomes a Welsh Government responsibility in autumn 2018. Welsh policy in this area is emerging and Welsh Government is currently proposing not to undertake any new petroleum licensing in Wales and not to support applications for hydraulic fracturing (fracking) petroleum licence consents. The outcome of a consultation on these matters was not known at the time of drafting of the LDP 2 Preferred Strategy. The Council will have regard to Welsh Government's general approach on this matter.
- 6.92 Proposals for the re-use and recycling of minerals will be supported, where these are in accord with environmental objectives. Secondary aggregates can supplement supplies from primary sources. However, the main potential sources of secondary aggregate supply in Wales are not in Pembrokeshire.
- 6.93 On dormant sites, there is now a requirement to assess the likelihood of each such site being worked in the Plan period, subject to the completion of an initial review of planning conditions and submission of an Environmental Impact Statement. Where a likelihood of re-commencement is the conclusion, production from the site in question can be offset against the need for future allocations.

### SP17 Welsh Language

Within areas of Welsh language sensitivity, as shown on the Proposals Map, large windfall development proposals<sup>30</sup> will require an assessment of the likely impact on the Welsh language.

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

*Linked Key Issues: Resourceful Communities*

*This strategic policy will contribute towards achieving objectives: B, C, F.*

6.94 An important part of what makes Pembrokeshire special to both residents and visitors is its linguistic culture.

6.95 Cymraeg 2050 is the Welsh Ministers' strategy for the promotion and facilitation of the Welsh language. It sets out the Welsh Government's long-term approach to achieving the vision of a thriving Welsh language and a million Welsh speakers by 2050. Three strategic themes are identified to help achieve this vision.

- Increasing the number of Welsh speakers
- Increasing the use of Welsh
- Creating favourable conditions – infrastructure and context.

6.96 The strategy aims to provide favourable conditions for learning and using Welsh within the family, the workplace, via local activities or wider networks. The strategy recognises the role of the land use planning system in contributing to the vitality of the Welsh language by creating suitable conditions for thriving, sustainable communities. This can include supporting the socioeconomic infrastructure of Welsh speaking communities, supporting a thriving sustainable economy in rural areas, decisions regarding the type, scale and location of development with a specific community has the potential to have an effect on language use.

6.97 Across the County 19.2% of the population were Welsh speakers at the time of the census in 2011. This is lower than the 21.8% of the population at the time of the 2001 census<sup>31</sup> but higher than 1991 levels of 18.3%.

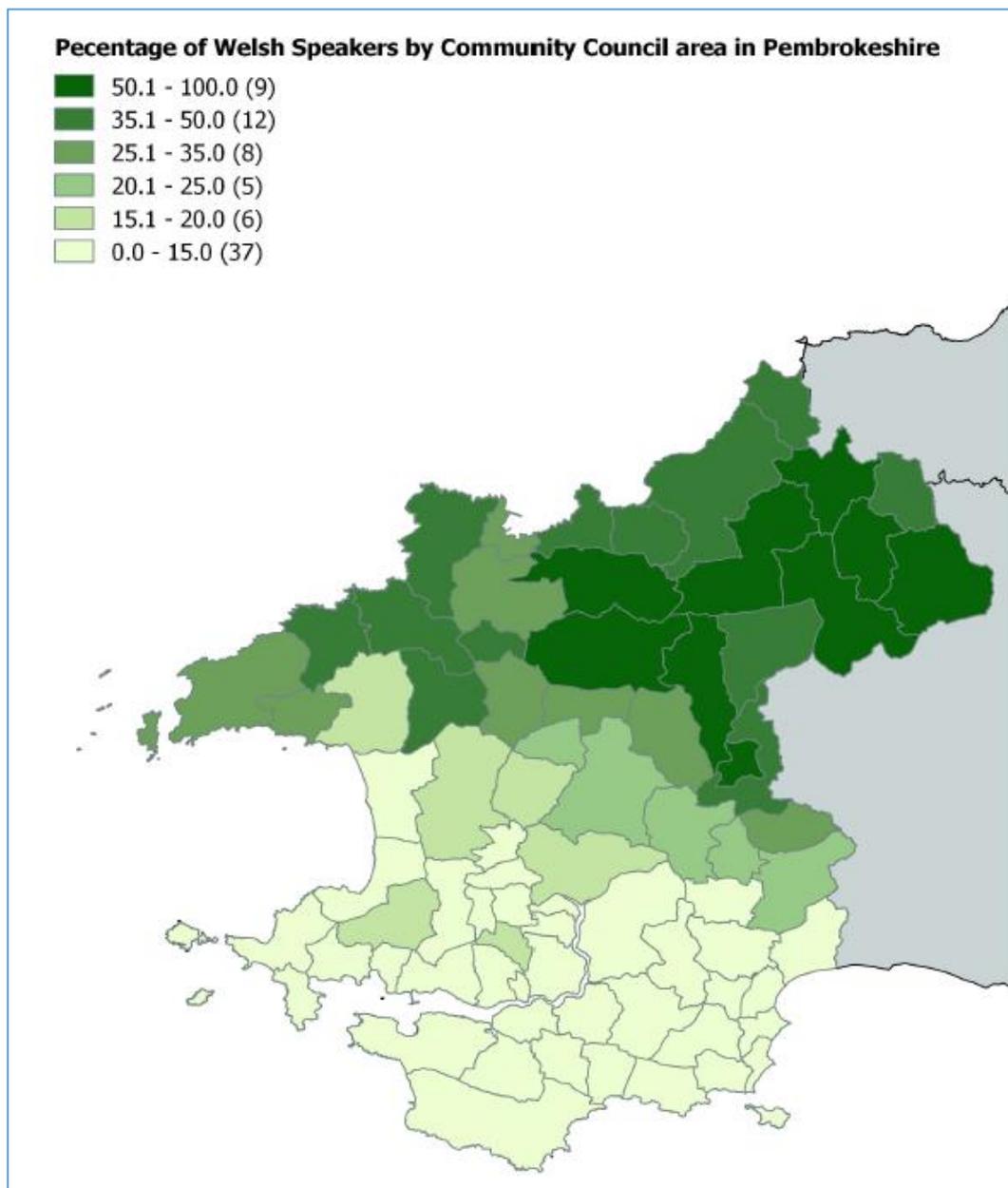
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<sup>30</sup> Large windfall developments are unanticipated developments, not allocated within the Local Development Plan and which are normally defined as 10 or more residential dwellings, or development over 1,000 sq. metres or 1 hectare.

<sup>31</sup> <https://statswales.gov.wales/Catalogue/Welsh-Language/WelshSpeakers-by-LA-BroaderAge-2001And2011Census>

- 6.98 There is however 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 of Welsh speakers in the north of the County.
- 6.99 This policy emphasises the need to support and enhance the cultural and linguistic profile of those local communities where the Welsh language has a significant role, and will apply in communities where more than 20% of the population is Welsh speaking.
- 6.100 A Sustainability Appraisal has been undertaken of the Preferred Strategy, including the likely effects on the use of the Welsh language. This policy should be read in conjunction with TAN 20 'Planning and the Welsh Language' October 2017 and any forthcoming Development Sites Supplementary Planning Guidance (SPG) which will identify appropriate mitigation measures for plan allocations.
- 6.101 Where an application is for a windfall site for a large development within an area of Welsh language significance, a Language Impact Assessment will be prepared and mitigation measures may be required. These could include phasing, signage and section 106 contributions to support Welsh Language communities.

Figure 3: Incidence of Welsh Speakers by Community Council (2011 Census)



### **SP 18 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 supported.

Routes for identified improvements to transport infrastructure will be safeguarded.

Pedestrian and cycleway schemes coming forward in conjunction with the Active Travel (Wales) Act, 2013, will be supported.

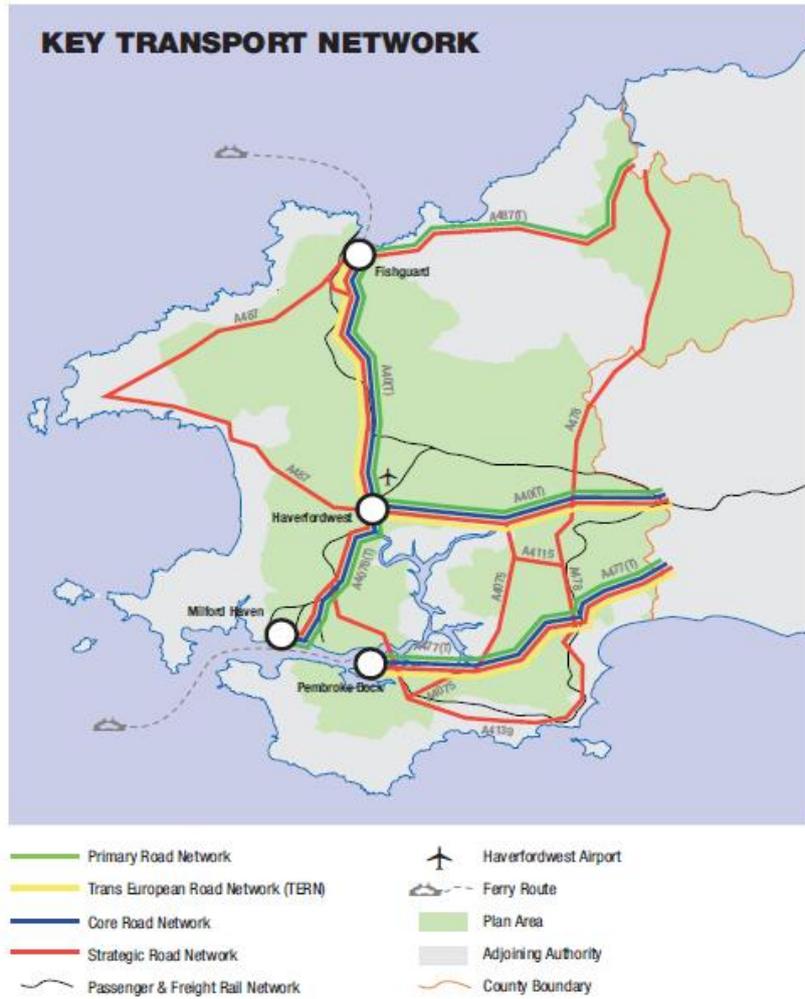
*Linked key issues: Resourceful communities and Tackling Rurality*

*This strategic policy will contribute towards achieving objective 1.*

6.102 In accordance with Planning Policy Wales 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 programmed and funded and are likely to take place in the Plan period. These include improvements identified in the Joint Local Transport Plan for South West Wales (2015-2020) (prepared jointly by Pembrokeshire County Council, City and County of Swansea, Neath-Port Talbot County Borough Council and Carmarthenshire County Council) and the programmes of the Welsh Government for Trunk Roads and the County Council for County Roads.

6.103 The Active Travel (Wales) Act, 2013, came into force in 2014. It requires the mapping of current and aspirational walking and cycling routes across Wales. Many new pedestrian and cycle routes have and will continue to come forward in consequence of this Act and the Council will support such schemes where consistent with other LDP policies.

Figure 5



## SP 19 Waste Prevention and Management

Appropriate provision for waste management or disposal facilities will be made within the Plan.

In the first instance the Plan will seek to prevent the creation of waste. Where prevention is not possible, the impact on the environment will be minimised and the use of waste as a resource maximised, through the reuse and recycling of waste. Only in cases where no better alternative is available will disposal be considered, in that instance by the most sustainable means possible.

*Linked Key Issue: Protecting Our Environment.*

*This strategic policy will contribute towards achieving objective K.*

6.104 The European Waste Framework Directive and Landfill Directive provide the basis for waste prevention and management in Wales. The provisions of these two directives are reflected in the Welsh Government strategy for waste, 'Towards Zero Waste – One Wales, One Planet' (TZW). The latter document sets out a framework for resource efficiency and waste management in Wales to 2050 and is supported by various Sector Plans, the most significant of which from a land use planning perspective is the 'Collections, Infrastructure and Markets Sector Plan'. TZW and the Sector Plans provide a framework within Wales to reduce the amount of waste produced and to promote high levels of recycling.

6.105 Welsh Government planning policy on waste is set out in Planning Policy Wales (PPW) and in Technical Advice Note 21 on Waste (TAN 21). The emphasis is on preventing waste from arising in the first place and where this is not possible on reclaiming the waste materials to allow their re-use where feasible. Minimisation of adverse environmental impacts, avoiding risk to human health, protecting designated landscapes and nature conservation sites and protecting the amenity of local residents are important considerations.

6.106 A Waste Background Paper has been prepared to support the LDP 2 waste policies and proposals.

6.107 The approach taken to waste management in the Council's planning area is based on the higher-level policy documents. Key aspects are:

- Seeking to prevent waste being produced in the first place;
- Ensuring that waste management reflects the Waste Hierarchy;
- Ensuring that the proximity principle is reflected in decisions on waste management proposals coming forward in the Council's planning area;
- Identifying sites that might potentially be suitable for new waste management facilities (both in-building and open air);
- Setting out the criteria for consideration of all waste applications, including those coming forward on allocated / identified and unallocated sites;

- Minimising of environmental, transport network, public health, local amenity and landscape impacts of waste management activities;
- Making the best possible use of waste resources; and
- Ensuring that where disposal to land is the only possible option, there is sufficient void space available and acceptable standards are reached in terms of environmental, transport, public health, local amenity and landscape impacts.

6.108 The strategic policy sets the framework for the points referenced above and general policies will elaborate on specific elements.

## 7. 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 significantly adversely affect landscape character, quality or diversity, including the special qualities of the Pembrokeshire Coast National Park 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 infrastructure, 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;
9. Any light pollution is necessary and justified and minimised through appropriate mitigation and
10. It would neither contribute to the coalescence of distinct settlements nor create or consolidate ribbon development.

7.1 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.

7.2 The policy will operate as a mechanism to ensure that 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.

7.3 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.

- 7.4 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 Wedges 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, 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.
- 7.5 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 Inventory prior to any disturbance of a site. The Local Planning Authority will consult with NRW prior to authorising development on sites affecting 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 LANDMAP 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 making.
- 7.6 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.

- 7.7 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.
- 7.8 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.
- 7.9 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.
- 7.10 Any light pollution created as part of a development must be necessary and justified, for example on the basis of security concerns. Light pollution can have a significant adverse effect on key protected species such as bats and should therefore be minimised. It can also adversely affect a sense of place, with cumulative impacts affecting landscape settings. Guidance notes on appropriate levels of lighting will be produced. The Biodiversity SPG provides guidance on how lighting can impact on important and protected species.
- 7.11 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 and storage 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.

7.12 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.

7.13 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.

7.14 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 Plan 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.

- 7.15 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 9), '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.
- 7.16 Climate change is a key long- term environmental challenge and the need to reduce emissions and use resources more efficiently is essential. 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 and waste management solutions. New development proposals will be expected to accommodate where appropriate, the use of recycled construction materials, including secondary aggregates. The introduction of the Sustainable Urban Drainage Scheme (SuDS) consenting regime in early 2019 will make the inclusion of SUDS in all development of over 100m<sup>2</sup> or 2 or more dwellings mandatory. Early consideration to the design layout requirement for SUDS should be given.
- 7.17 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.
- 7.18 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.
- 7.19 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'.
- 7.20 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.

### 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 in certain circumstances where there is clear evidence that the development would not be viable.

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) Green Infrastructure, Recreational and Amenity Open Space
- 3) Sustainable Transport Facilities
- 4) Education
- 5) Community and Cultural Facilities, including libraries, and community halls
- 6) Regeneration
- 7) Waste
- 8) Renewable and low carbon energy
- 9) Biodiversity
- 10) Broadband

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.

- 7.21 New development places additional demands on infrastructure and services and therefore will be expected to make a contribution 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.

- 7.22 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.
- 7.23 Where necessary, developments will be required to contribute towards infrastructure, landscape improvements and mitigation measures, through planning obligations, unilateral undertaking or a Community Infrastructure Levy 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), energy schemes, education provision, libraries, community safety, creation or improvements of the leisure network, community facilities, and biodiversity / nature conservation.
- 7.24 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.
- 7.25 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.

## **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.

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

- 7.26 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.
- 7.27 Welsh Government requires Local Planning Authorities to prepare Renewable Energy Assessments (REAs), which will inform Local Development Plan policies and guide the possible identification of areas of search and allocations for local authority scale (5MW to 25MW for wind energy) renewable energy schemes or other low carbon technologies. As part of the contextual background to the LDP, Pembrokeshire is not within a TAN 8 Strategic Search Area for large-scale wind turbine developments (those of 25MW and over) – hence the focus is on the local-authority scale schemes of less than 25MW. Schemes of 25MW and over should be directed to the Strategic Search Areas outside Pembrokeshire.
- 7.28 Welsh Government published a Renewable Energy Toolkit for Planners in 2010, to help preparation of a robust evidence base to underpin LDP policies supporting the development of renewable and low carbon energy systems. This was updated in 2015, this latest version providing a basis for preparation of the Pembrokeshire County Council LDP REA, which was published in April 2017. This forms a background paper for LDP 2, providing a renewable energy policy context and outcomes from the running of various toolkit tasks. A summary of potential contributions is set out, along with an assessment of the Council's role in supporting community renewables.
- 7.29 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)

7.30 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.

7.31 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.

7.32 Development proposals will be expected to show that energy use has been taken into consideration at the design stage.

### GN.5 Infill Development in Hamlets

Development proposals for residential development in locations where there is a physical cohesion of dwellings (hamlet) not identified within the Settlement Hierarchy as a settlement, will be supported where:

1. The proposal is for a maximum of 1 or 2 properties on a site
2. It represents sensitive infill development of a small gap within an otherwise continuous built up frontage
3. The scale, layout and density is in keeping with (and not detrimental to) the character (including landscape and townscape) of the area;
4. In locations of 20 or more dwellings (including those with the benefit of planning permission), the development is for market or local needs affordable housing
5. In locations of less than 20 dwellings, the development is for local needs affordable housing.

7.33 There are a number of areas across Pembrokeshire where there are small hamlets which form an important element of the rural community within that location.

7.34 This policy allows for sensitive infilling of small gaps within otherwise continuous built up frontages. In locations with 20 or more dwellings, proposals for both market and local needs affordable housing will be supported. New build market housing will be required to provide a 50% commuted sum contribution for local needs affordable housing, in accordance with the approach set out for Local Villages.

7.35 In locations of less than 20 dwellings, proposals for local needs affordable housing will be supported. Supplementary Planning Guidance will be produced to provide further clarification on this policy approach.

7.36 Where the impacts of cumulative proposals would adversely affect the character of an area, these will be resisted.

## 8. LDP Progress and Future Stages

### Candidate Sites

- 8.1 Pembrokeshire County Council issued a call for **Candidate Sites** between 22<sup>nd</sup> March and the 14<sup>th</sup> August 2018. **Candidate Sites** are sites suggested by the public for inclusion in the LDP, either as land for development, or for protection from development.
- 8.2 A **Candidate Sites' Register** has been prepared and is published alongside this document for information. This includes details of all **Candidate Sites** received by the Authority. At this stage the Authority has not decided which sites will be appropriate for inclusion in the Local Development Plan, this depends in part on the outcome of this public consultation. It has however identified those sites that it considers might comply with the Preferred Strategy.

### Key Stages and Anticipated LDP Timeline

#### Pre-Deposit and Deposit LDP

- 8.3 This document, the **Preferred Strategy**, has been published for public consultation as part of the Pre-Deposit stage. The responses that are received to this public consultation will inform the development of the Authorities '**Deposit Plan**'. The Deposit Plan is a full draft of the Local Development Plan, which includes all policies as well as draft settlement boundaries and land allocations. Pembrokeshire County Council anticipates publishing this for public consultation in Autumn 2019.

#### Supplementary Planning Guidance

- 8.4 Draft Supplementary Planning Guidance will be published for consultation alongside the Deposit Plan, where it is considered that this detail would be helpful in providing clarity on how certain policies would operate. At this stage, Pembrokeshire County Council anticipates publishing the following Supplementary Planning Guidance alongside the Deposit Plan:
- Affordable Housing Supplementary Planning Guidance
  - Planning Obligations Supplementary Planning Guidance
  - Development Sites Supplementary Planning Guidance

## Appendices

### Appendix 1: Affordable Housing Table

<b>Affordable Housing Past Delivery Record (2013-2018)</b>	<b>2017/2018</b>	<b>2016/2017</b>	<b>2015/2016</b>	<b>2014/2015</b>	<b>2013/2014</b>	<b>Total</b>
With CGF	63	94	110	157	73	<b>99.4</b>
Without CGF	19	12	25	1	0	<b>11.4</b>
<b>Totals</b>	<b>82</b>	<b>106</b>	<b>135</b>	<b>158</b>	<b>73</b>	<b>110.8</b>
<b>AH delivered without CGF (5 year average)</b>	<b>AH units delivered with Grant (5 year average)</b>	<b>PCC anticipated delivery per year (using HRA)</b>	<b>Total per year</b>			
11.4	50	64	<b>125.4</b>			
<b>2017-2033 (Review Plan period) Affordable Housing Target (125 per year multiplied by 16)</b>	2006.4					