

Pembrokeshire County Council  
**Local Development Plan 2\***  
**Planning**  
**Pembrokeshire's Future**  
(2017-33)



# Deposit Plan

Consultation 15 January to 11 March 2020

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





## Foreword

I am delighted to introduce the Pembrokeshire County Council Local Development Plan 2 Deposit Plan 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 two years PCC has held extensive consultation events with communities, councillors and stakeholders. At these events we have discussed the issues facing Pembrokeshire now and in the future, and officers 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 will play a key role in achieving this.

**Cllr Jon Harvey, Cabinet Member for Planning  
December 2019**



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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.
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.
Lifetime Homes Standard	The Lifetime Homes Standards is a series of sixteen design criteria intended to make homes more easily adaptable for lifetime use at minimal cost. The concept was initially developed in 1991 by the Joseph Rowntree Foundation and Hainteg Housing Association.
Market Housing	Housing for sale at market prices (can include self-build or custom build housing).
'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.
Rural Enterprise Dwelling	A new residential development in the open countryside, justified by robust supporting evidence when accommodation is required to enable rural enterprise workers to live at, or close to, their place of work.



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.
Specialist and Supported Accommodation	New build or adapted accommodation which meets the care and support needs of older people, people with learning disabilities, mental ill-health, younger people or people recognised as vulnerable including the homeless and domestic abuse victims.
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

### Strategy

The Local Development Plan identifies the key issues currently facing Pembrokeshire and a Vision and Strategic Objectives aimed at addressing these issues.

The Local Development Plan identifies a need for **6,800 new homes** between 2017 and 2033 (425 a year). A flexibility allowance of 10% is proposed in line with the typical approach across Wales.

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 contribute to 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.

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.

Within the settlements identified as being Local Villages 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 in hamlets. 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. Where market housing is proposed in Local Villages or the larger hamlets a 50% commuted sum to support local needs affordable housing will be required.

The strategy of the Local Development Plan is to provide opportunities for growth across the Plan area in rural as well as urban settlements. This strategy should enable the growth of rural **Welsh speaking communities**. Assessment of Candidate Sites in areas with a high proportion of Welsh language speakers has aimed to ensure that sites of an appropriate scale are supported. A strategic policy on the Welsh Language offers the potential to introduce phasing requirement on sites which are considered large in relation to existing communities. This means that sites will be released more slowly into the housing market and heightens the chance of such properties being bought by existing community members who speak Welsh. All of the Plan's policies and allocations have been assessed in relation to their potential impacts on the Welsh language through the Sustainability Appraisal of the Plan.

### Housing

Extensive **viability testing** has taken place on proposals for Housing sites, based on a best-practice regional model. A stakeholder workshop with local agents and developers, supplemented by some individual meetings has assisted in providing

local information on build costs and finance, which have informed the identification of **site specific targets** for Affordable Housing. As well as requirements to deliver affordable housing on market sites, a number of 100% affordable housing sites have been identified as allocations, where the Council has clear evidence of deliverability through its own Council house building programme, or by Registered Social Landlords.

**A Development Sites Infrastructure Supplementary Planning Guidance** document accompanies the Plan and sets out the infrastructure that Allocated sites will be expected to deliver in line with the Plan's policy requirements.

The Local Development Plan proposes the introduction of **space standards** in line with the English Prescribed National Space Standards to support well-being objectives and provide sufficient space for modern recycling requirements.

The Local Development Plan proposes specific allocations for elderly care accommodation, supported by evidence of need from Social Care research. In addition to this, a requirement for large housing sites to provide a percentage of dwellings built to **Lifetime Homes standards** is established to support the Council's wider 'prevent' agenda and ensure that Pembrokeshire has sufficient housing stock to meet the requirements of an ageing population, which is likely to have increased mobility issues.

### **Economy**

A Two County Economic Study for Pembrokeshire has informed the identification of a range of Strategic Employment sites based around the specific locational assets and sectoral strengths in Pembrokeshire and specific opportunities linked to existing businesses growth aspirations. Local employment sites are also identified in the Local Development Plan to support smaller scale local growth.

Tourism and general economic policies have been drafted to provide flexibility over the Plan period. Specific evidence on landscape capacity for Caravans and Chalets has been prepared, which alongside sustainability criteria has informed the tourism policy approach on these topics.

Specific policies on minerals, waste and transportation are also presented in the Local Development Plan.

### **Environment and Climate Change**

In light of the requirements of the Well Being of Future Generations Act 2015 and Environment Act 2016 the Local Development Plan includes a specific strategic policy focusing on opportunities to enhance as well as maintain the Environment. The Local Development Plan contains policies and designations to protect identified open space, and Green Wedges.

The Local Development Plan seeks to mitigate and respond to the challenge of **Climate Change** in a number of ways:

1. The overall approach to directing growth in the **Settlement Hierarchy** aims to direct growth to locations with services, thereby reducing the need to travel and reducing carbon emissions.
2. New sites for vulnerable uses are not proposed in areas at Flood risk or which will be at **Flood risk** because of climate change. Areas of existing settlements that have areas at high risk of flooding from sea-level rise are identified and infill proposals for residential development or changes of use to residential development/extensions will not be permitted.
3. All new dwellings will be required to achieve high design standards incorporating **energy efficient design**.
4. The Local Development Plan includes a specific policy requirement for all new dwellings to include **Ultra Low Emission Vehicles** charging point.
5. The Local Development Plan identifies a number of specific allocations for **solar arrays**.
6. The Local Development Plan designates and protects sites and species of importance from a **biodiversity** and nature conservation viewpoint.

## Introduction

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

- i. Pembrokeshire is forecast to grow in population over the next 16 years, and will need new homes, jobs, leisure, 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, protect against climate change 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. This replacement LDP (**LDP 2**) 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.

### What is the Local Development Plan?

- iv. The Plan includes the long term vision for Pembrokeshire and the objectives and land use policies needed to deliver that vision. It includes a key diagram, strategic and general policies and allocations (sites for development and restraint). The Plan also includes a Proposals Map illustrating each of the Plan's policies and proposals with a spatial component. Details of all stages of Local Development Plan preparation can be found in the Authority's Delivery Agreement. The Local Development Plan 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.<sup>1</sup>
  - Consultation with Key Stakeholders (including Community Councils and Members) and Community Engagement

<sup>1</sup> <https://www.pembrokeshire.gov.uk/local-development-plan-review/ldp2-evidence-base>

The Plan should be seen and read as a whole. Often there will be more than one policy relevant to a proposed development, and all policies will be taken into consideration.

### Supplementary Documents

- v. The Preferred Strategy has been subject to a **Sustainability Appraisal (SA)** and **Strategic Environmental Assessment (SEA)**<sup>2</sup> to assess whether the LDP will have any significant impacts upon the environment (positive or negative), socio-economic impacts and ascertain whether it will help to deliver sustainable development. It has also been subject to a **Habitats Regulations Assessment (HRA)**<sup>3</sup>, an **Equalities Impact Assessment (EIA)**<sup>4</sup>. The SA and SEA incorporate a **Health Impact Assessment (HIA)**.
- vi. Other Strategic Assessments and Topic Papers also provide supporting information and a rationale for the Local Development Plan. 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>5</sup>.

### Candidate Sites

- vii. Developers, agents and organisations submitted sites for inclusion in the LDP. These were assessed as to their suitability for development using the Candidate Site Assessment Methodology Background Paper. The Site Assessment Paper 2019 published as part of the Council's evidence base provides details of the assessment undertaken for each Candidate Site.

### Tests of Soundness

- viii. In order to be adopted, a Local Development Plan must be determined 'sound' by the examination Inspector (S64 of the 2004 Act). Tests of soundness tests and checks are identified in Planning Policy Wales, Edition 10 and the Local Development Plan Manual Edition 2 August 2015 (ch8). Background Paper 'Policy Appraisal' provides a commentary on the tests of soundness (and the sustainability appraisal summary) for each policy of the Plan.

### Engagement

- ix. The Local Development Plan 2 has been developed since 2017 when the Authority's Review Report and Delivery Agreement were completed. Land use planning has been fully integrated with wider holistic considerations (such as infrastructure requirements and sustainable management of *natural resources*) through collaboration with relevant stakeholders on all topic areas. There has been comprehensive engagement at each stage of the Plan's preparation in-line with the *Community Involvement Scheme (CIS)* ensuring consensus building and transparency.

<sup>2</sup> <https://www.pembrokeshire.gov.uk/local-development-plan-review/strategic-environmental-assessment-ldp2>

<sup>3</sup> <https://www.pembrokeshire.gov.uk/local-development-plan-review/habitats-regulation-appraisal>

<sup>4</sup> <https://www.pembrokeshire.gov.uk/local-development-plan-review/equality-impact-assessment->

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



**x. Reading the Plan**

The Local Development Plan includes the text and the Proposals Maps. The Plan must be read as a whole. In the case of any disparity between the text and the maps, the text takes precedence. A Constraints Map has been produced providing information on general constraints across the Plan area. This is available alongside the Proposals Maps, but is not a formal part of the Local Development Plan.

## 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 – Fishguard 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 Local Development Plan is based on a sound understanding of the regional and local context, and the key issues facing the County. The Local Development Plan has been developed from an extensive evidence base and in conjunction with a range of Stakeholders through informal and formal public consultations.
- 1.4 The context and issues set out in this Chapter have informed the LDP Vision and Objectives presented in Chapter 2.

### 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 Urban Settlements and 46% living in the area defined as rural.
  - Employment continues to be focused on the tourism and service industry, transport, 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.
  - 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

<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

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 1,636 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 including the area of Pembrokeshire Coast National Park, 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 as are coastal areas.
- 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 10) (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 final **Welsh National Marine Plan** was published in November 2019. It will guide decisions on the sustainable use of our seas. It covers inshore and offshore marine plan areas (to the high water mark) for which Welsh Ministers are the marine planning authority. Land between low and high water marks are subject to the provisions of the Marine Plan and the terrestrial planning regime. Some wholly terrestrial development proposals will have impacts on the area covered by the Marine Plan and in these cases the Marine Plan will be a material

consideration in their determination. Integration between marine and terrestrial planning areas will be necessary.

## Regional Context

### Swansea Bay City Deal

- 1.11 Pembrokeshire sits on the most westerly point of the Swansea Bay City Region (the City Region).<sup>8</sup> The City Region was identified on the basis of existing travel to work flows, the potential for increased connectivity, the tradition of social and economic interdependence and existing partnership working.
- 1.12 The City Region comprises the geographies of the four South West Wales Local Authorities: namely Carmarthenshire, Neath Port Talbot, Pembrokeshire and Swansea. The City Deal is expected to give the Swansea Bay City Region a permanent uplift in its GVA of £1.8 billion and will generate almost 10,000 new jobs over the next 15 years. The total investment package is made up of £241 million UK and Welsh Government funding, £396 million other Public Sector investment and £637 million from the Private Sector.



- 1.13 The City Deal includes a number of projects with implications for the Pembrokeshire LDP. The Pembroke Dock Marine proposal is a project which aims to generate a world class marine renewable energy base in the region and accelerate development in marine renewable energy technology. The concept of 'Homes as Power Stations', involves the development of an extensive house building and retrofit programme which integrates new technologies to allow buildings to generate, store and release energy. The Internet Coast will offer opportunities for enhanced ICT. A further theme with implications for the LDP is the 'Factory of the Future' model which seeks to create new jobs in advanced manufacturing and which will contain a physical spoke in Pembroke.

## 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

<sup>8</sup> City Regions Final Report, Welsh Government (2012)

the north and south shores of the Milford Haven Waterway, Haverfordwest, Trecwn and Fishguard. 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, although options for Local Development Order may be considered in the future. 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 held its Examination in July 2019. Adoption is anticipated in early 2020. PCC is committed to working collaboratively with its neighbouring authorities and a number of joint pieces of evidence base have been produced. All neighbouring Authorities attend Pembrokeshire's key stakeholder panel and are involved in advising on the emerging LDP. Statements of Common Ground have been produced with neighbouring Authorities and are published as part of the Plan's evidence base.

### Local context - Pembrokeshire

- Pembrokeshire has an ageing population, and the over 65 population is projected to increase by 32% between 2017-2033.<sup>9</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>10</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.
- There is a market failure issue which makes developing business properties for industry economically challenging.
- 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 oil and gas sector to decline, and in importance as an employer, although additional investment is planned in the medium term.

<sup>9</sup> See Pembrokeshire Demographic Study (Edge Analytics) LDP Evidence base

<sup>10</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>11</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.
- 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 .(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 )
- 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>12</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 vibrant town centres.
- There will be a continued need for high levels of affordable housing.

<sup>11</sup> 2011 Census. By Local Authority area.

<sup>12</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 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.
- Most town centres are struggling with higher than average vacancy rates and fewer retail allocations will be needed than in the past

### TACKLING RURALITY

- 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.
- Improved broadband can assist in supporting access to services and business opportunities.
- 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 and/or where existing sites can be 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 green spaces 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 (Planning Policy Wales, Edition 10 (Section 1.26) and Welsh Government Local Development Plan Manual – Edition 2 – August 2015, Section 6.1.1.).
- 2.2 The Draft Vision has been developed following discussions with County Councillors and Key Stakeholders and through the ongoing SA/SEA process<sup>13</sup>. The Vision 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>14</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.**

<sup>13</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>14</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 LDPs should indicate clearly the Plan's main objectives, along with the broad direction of change.
- 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 and through the ongoing SA/SEA process.
- 2.5 The LDP objectives deliver the 5 Key Principles identified in Planning Policy Wales which represent a guiding vision for all development plans to ensure that planning facilitates the right development in the right place and delivers the goals and five ways of working set out in the Well-being of Future Generations Act. (See Table 1).

- 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/blue 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>15</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.**

<sup>15</sup> Note that infrastructure includes mobile and broadband provision, transport improvements and sewerage capacity.

Table 1: The LDP Objectives and their relationship to PPW Key Planning Principles

	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[1] 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.
Maximising Environmental Protection and Limiting Environmental Impact	•	•						•	•	•	•
Facilitating Accessible and Healthy Environments		•	•	•			•	•	•		•
Making Best Use of Resources	•	•			•		•		•	•	•
Growing our Economy in a Sustainable Manner		•	•	•	•		•		•		
Creating and Sustaining Communities		•	•	•	•	•	•		•		

### 3. Plan Strategy

#### The Strategy

##### Overview

3.1 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. A number of Options were considered as part of the Council's Preferred Strategy.<sup>16</sup> The Preferred Option is set out below.

##### Growth Levels

3.2 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

3.3 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. As demonstrated in the LDP evidence base, this higher level of growth also supports the potential delivery of a more balanced population profile.

<sup>16</sup> <https://www.pembrokeshire.gov.uk/local-development-plan-review/preferred-strategy>



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

- 3.4 The Pembrokeshire Joint Housing Land Availability Study 2018 indicates 2874 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).
- 3.5 The Local Housing Market Assessment (LHMA) 2019 identifies that 10% of homes built to Lifetime Homes standards will be required by 2033 as a result of a significant proportion of the population anticipated to have some form of disability by this date, because of the overall increase in the population aged 65 or over.
- 3.6 Space standards for all properties are identified as a requirement, in order to ensure that well-being is promoted. High level viability testing as well as site specific testing on allocated sites has informed the identification of Affordable Housing targets within the Plan. A Development Sites and Infrastructure SPG document supports the Plan and identifies specific requirements for infrastructure on individual allocations.

### Number of new Jobs

- 3.7 A jobs figure of 2,200 has been identified based on evidence from Experian GOAD<sup>17</sup>.
- 3.8 The LDP ensures that appropriate opportunities to support economic growth are identified in the Plan, through specific allocations of land and by varied policy approaches. A Two County Economic Study for Pembrokeshire and Carmarthenshire has been prepared to inform this LDP. This has identified a need for a range of strategic Employment allocations across the Plan area that build on the unique strategic opportunities which exist based around the Ports at Fishguard and Milford Haven.<sup>18</sup> Regular monitoring of employment land provision in the County takes place and has also influenced future provision of employment land in the Council's planning area. Given the significant uncertainties surrounding the economy in light of Britain exiting the EU, the Plan seeks to 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 focuses on the opportunities presented through the Swansea Bay City Region Deal and the Haven Waterway Enterprise Zone, as a means of supporting economic prosperity. The Plan also aims to work with Pembrokeshire's assets including opportunities linked to the ports, energy, new technology and marine growth sectors. Specific policy approaches in relation to agriculture, rural diversification and the tourism industry have also been identified.

<sup>17</sup> See Local Employment Trends Background Paper (December 2018)

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

<sup>18</sup> See Two County Economic Study (Arup, 2019) <https://www.pembrokeshire.gov.uk/local-development-plan-review/ldp2-evidence-base>

## Sustainable Strategy

- 3.9 Growth is 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) are located in settlements which are at a Service Village level or higher within the Settlement Hierarchy.
- 3.10 Within the Settlements, opportunities to develop previously developed land have been identified and included within boundaries where appropriate, in line with guidance in Planning Policy Wales<sup>19</sup>.
- 3.11 As well as the Plan's Settlement Hierarchy, evidence from a Strategic Flood Consequence Assessment for Pembrokeshire has informed 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. Further evidence, using Development Advice Maps has been used to identify areas of the coast which should not be developed further for highly vulnerable uses, because of the risk of sea level rise, flood or coastal erosion in those areas during the anticipated lifetime of any property.
- 3.12 Across the allocated sites opportunities to both maintain and enhance biodiversity are set out in the Development Sites and Infrastructure Supplementary Planning Guidance. A density of 20 dwelling per hectare has been assumed across Housing Allocations in Service Centres and Service Villages to reflect the smaller developable site area that will exist as a result of these requirements and the requirements of Sustainable Drainage Systems. Within the Rural Town a density of 25 dwellings per hectare has been assumed, whilst within the Urban Towns a density of 30 dwellings per hectare has been assumed, in recognition of the opportunity for design to reflect the generally higher density developments of surrounding area.

## Urban/Rural Split of Allocations

- 3.13 The Local Development Plan delivers a strategy of 60%/40% Urban/Rural split of housing allocations (sites over 5 units). 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. A 60%/40% split is also more likely to be deliverable than a 70%/30% split. This is because it directs growth to a greater range of small and medium sized sites, instead of focusing growth on a small number of large sites in urban areas. Previous experience of LDP 1, suggests that these sites are more easily

<sup>19</sup> Planning Policy Wales Edition 10 paragraph 6.9.16

delivered, in particular by smaller independent builders. The Plan's approach of directing growth to settlements with good levels of services, combined with approaches to encourage low carbon builds, ULEV charging points and promote broadband and mobile phone infrastructure should mitigate any sustainability impacts in rural 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.

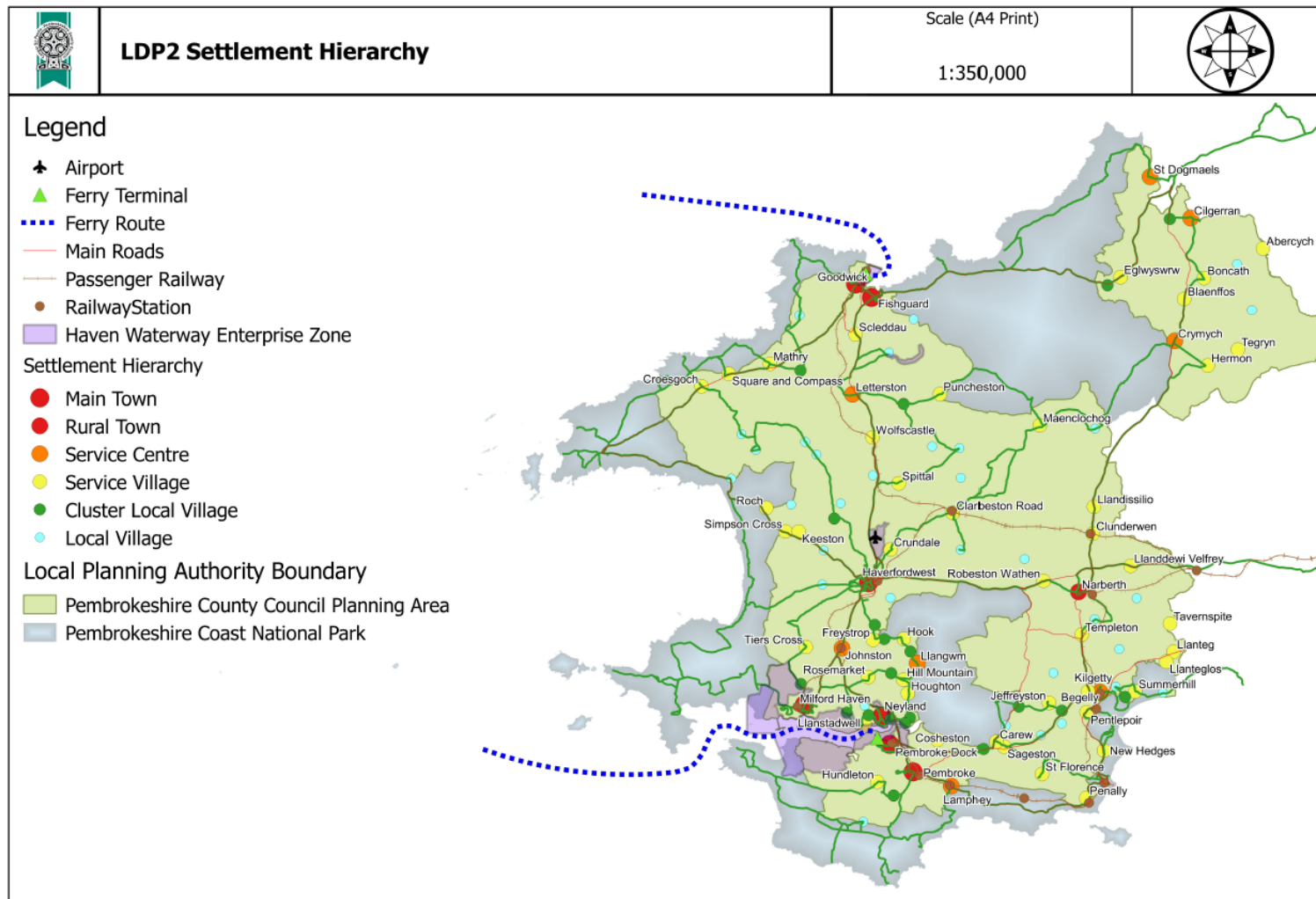
### Rural Policy approaches

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

### Promoting Biodiversity and Green Infrastructure

- 3.16 In identifying housing allocations for the Local Development Plan, the Authority has considered GIS information on existing habitats. Where opportunities exist to promote connectivity of habitats, the Development Sites and Infrastructure SPG identifies particular areas of sites that should be designed as garden spaces or green buffers. In rural areas a lower density figure has been assumed on allocations to enable such provision. Open spaces have been protected across the Plan area (see GN 40 Protection and Creation of Outdoor Recreation Areas and GN 41 Protection of Open Spaces with Amenity Value). Green Wedges are also identified in order to safeguard the character of individual settlements and to provide important connectivity opportunities for wildlife.

Figure 1: LDP Strategy Key Diagram



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## 4. Strategic Policies

### SP 1 Creating Sustainable Places

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

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, GN 1 General Development Policy and GN 41 Protection and Enhancement of Biodiversity*)
3. Promotion of health and well-being (see *GN 1 General Development Policy, GN 13 Housing Mix, Space Standards and requirements for Lifetime Home Standards, GN 37 Green Infrastructure and GN 24 Community Facilities* )
4. Equality of access (see *SP 3 Affordable Housing Target, GN 2 Sustainable Design, GN 3 Infrastructure and New Development and GN 13 Housing Mix, Space standards and requirements for Lifetime Home Standards*)
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 GN4 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*

*Well-being Goals: A Prosperous Wales, A Resilient Wales, A More Equal Wales, A Healthier Wales, A Wales of Cohesive Communities, A Wales of Vibrant Culture and Thriving Welsh Language, A Globally Responsible Wales*

- 4.1 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.
- 4.2 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.

- 4.3 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.
- 4.4 In order to promote a resilient Wales, proposals must not only maintain but also enhance biodiversity and promote the resilience of ecosystems.
- 4.5 Health and well-being can be promoted in a variety of ways, in part by providing accommodation that is of a suitable size and type to cater for all needs (see GN 13 Housing Mix, Space standards and requirements for Lifetime Home Standards). The provision of Green Infrastructure (see GN 35 Green Infrastructure) and Community Facilities (see GN 23 Community Facilities) also helps to deliver these benefits.
- 4.6 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.
- 4.7 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.
- 4.8 Supporting the Welsh language will assist in supporting a Wales of vibrant culture and thriving Welsh language.
- 4.9 There are a number of ways in which climate change can be addressed as part of responding to a Wales which meets its responsibilities as a Globally Responsible Wales. This includes the principle of development and ensuring energy efficiency, low carbon and good design principles are met. The Plan's requirement for all new homes to provide Ultra Low Emission Vehicle charging points will also contribute to meeting this policy (see GN 2 Sustainable Design).



## Levels of Growth

### SP 2 Housing Requirement

Provision is made for approximately 7,480 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*

*Well-being Goals: A More Equal Wales, A Wales of Cohesive Communities.*

4.10 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 the Preferred Strategy, 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.

4.11 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.

- 4.12 An allowance for 680 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 10% additional allowance.
- 4.13 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. The General policies include criterion to ensure that proposals deliver appropriate bedroom numbers, achieve flexible design, appropriate space standards and Lifetime Homes requirements and meet the requirements of an ageing population.

**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.*

*Well-being Goals: A More Equal Wales, A Wales of Cohesive Communities, A Healthier Wales.*

- 4.14 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.
- 4.15 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, which translates to 125 homes per year between 2017 and 2033.
- 4.16 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.
- 4.17 The General policies include policy approaches that stipulate the provision on some Housing allocations of 100% Affordable Housing where delivery is planned by the Council or a Registered Social Landlord. GN 16 Local Needs Affordable Housing seeks to ensure appropriate affordable housing provision is made on all new market housing sites. GN 17 Exception Sites sets out the policy approach for exception sites for Affordable Housing. Mechanisms for delivery through Community Land Trusts are supported through Affordable Housing Supplementary Planning Guidance as well as by Registered Social Landlords and Pembrokeshire County Council
- 4.18 The County Council has undertaken viability appraisals to establish indicative (percentage) targets for developer provision of affordable housing on allocated sites and detailed information on targets is set out in the GN 14 Housing Allocations.

**SP 4 Supporting Prosperity**

The Plan will support the delivery of 2,200 jobs across Pembrokeshire to support prosperity and economic growth. To enable this to happen, 1,026 hectares of employment land is allocated across the Plan area.

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

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

*Well-being Goals: A Prosperous Wales, A Wales of Cohesive Communities, A More Equal Wales.*

- 4.19 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>20</sup>
- 4.20 The LDP will support this delivery through a range of policy mechanisms. A key mechanism to allow this to happen is through the allocation of employment land in Use Classes B1, B2 and B8, recognising that turnover on existing employment sites will also influence the amount of new provision ultimately achieved.
- 4.21 A Two County Economic Study (2019) has been produced to inform the allocation of strategic sites within the Plan (see SP 13 Employment Land Provision) 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.
- 4.22 General policy approaches within the Plan will support local employment sites, home working and rural diversification.
- 4.23 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.

<sup>20</sup> <sup>20</sup> See Local Employment Trends Background Paper (December 2018)  
<https://www.pembrokeshire.gov.uk/local-development-plan-review/ldp2-evidence-base>

## Spatial Strategy

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

A settlement hierarchy has been defined on the basis of functional characteristics and availability of services and facilities, (including sustainable transport), with respect also for the existing size and built character of a settlement. The hierarchy is as follows:

#### 1. Urban Settlements

Regional Growth Centres identified in the Draft National Development Framework

**Haverfordwest**  
**Milford Haven**  
**Pembroke Dock**  
**Pembroke**

Other urban settlements:

**Fishguard**  
**Goodwick**  
**Neyland**

#### 2. Rural Settlements

2a Rural Town:

**Narberth**

2b Service Centres:

**Cilgerran**  
**Kilgetty**  
**Llangwm**

**Crymych**  
**Lamphey**  
**St Dogmaels**

**Johnston**  
**Letterston**

2c Service Villages:

**Abercych**  
**Boncath**  
**Clunderwen**  
**Crundale**  
**Hermon**  
**Houghton**  
**Keeston**  
**Llanstadwell**  
**Mathry**  
**Penally**  
**Robeston Wathen**  
**Scleddau**  
**Square & Compass**  
**Tavernspite**  
**Tiers Cross**

**Begelly**  
**Carew / Sageston**  
**Cosheston**  
**Eglwysrw**  
**Hill Mountain**  
**Hundleton**  
**Llanddewi Velfrey**  
**Llanteg / Llanteglos**  
**New Hedges**  
**Pentlepoir**  
**Roch**  
**Simpson Cross**  
**St Florence**  
**Tegryn**  
**Wolfscastle**

**Blaenffos**  
**Clarbeston Road**  
**Croesgoch**  
**Freystrop**  
**Hook**  
**Jeffreyston**  
**Llandissilio**  
**Maenclochog**  
**Pelcomb Cross**  
**Puncheston**  
**Rosemarket**  
**Spittal**  
**Summerhill**  
**Templeton**  
**Wiseman's Bridge**

**2d Local Villages:**

<b>Ambleston</b>	<b>Barnlake*</b>	<b>Broadmoor*</b>
<b>Burton*</b>	<b>Burton Ferry*</b>	<b>Bwlchygroes</b>
<b>Camrose*</b>	<b>Castlemorris*</b>	<b>Cold Blow</b>
<b>Cresselly*</b>	<b>Cuffern</b>	<b>Deerland*</b>
<b>East Williamston</b>	<b>Hayscastle Cross</b>	<b>Lampeter Velfrey</b>
<b>Little Honeyborough</b>	<b>Little Newcastle*</b>	<b>Llandeloy</b>
<b>Llangolman</b>	<b>Llanychaer</b>	<b>Llawhaden</b>
<b>Lower Freystrop*</b>	<b>Ludchurch</b>	<b>Maddox Moor*</b>
<b>Maidenwells*</b>	<b>Mascle Bridge*</b>	<b>Milton*</b>
<b>Newchapel</b>	<b>New Inn</b>	<b>Pen-y-Bryn*</b>
<b>Pen-y-Cwm</b>	<b>Pleasant Valley*</b>	<b>Pont-yr-Hafod</b>
<b>Portfield Gate</b>	<b>Postgwyn*</b>	<b>Redberth</b>
<b>Reynalton</b>	<b>Sardis*</b>	<b>Stepaside</b>
<b>St Nicholas</b>	<b>St Twynnells</b>	<b>Thornton*</b>
<b>Trecwn</b>	<b>Treffgarne</b>	<b>Trefgarn Owen</b>
<b>Uzmaston</b>	<b>Walton East</b>	<b>Waterston*</b>
<b>Whitehill</b>	<b>Wiston</b>	<b>Wolfsdale</b>
<b>Woodstock</b>		

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.*

*Well-being Goals: A Prosperous Wales, A Resilient Wales, A Wales of Cohesive Communities, A Globally Responsible Wales.*

4.24 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 Urban Settlements (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 (Urban Facilities Study 2019 and Rural Facilities Study 2019 - [www.pembrokeshire.gov.uk/local-development-plan-review](http://www.pembrokeshire.gov.uk/local-development-plan-review)).

4.25 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.



Policy	Urban Settlements	Rural Town	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 Urban Settlements, Rural Town, 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 12 sets out the approach for infill proposals in those locations.

All other locations outside Settlement Boundaries and Hamlets 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.*

*Well-being Goals: A Prosperous Wales, A Resilient Wales, A Wales of Cohesive Communities, A Healthier Wales, A Globally Responsible Wales.*

4.26 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.

**SP 7 Regional Growth Centres and Urban Settlements**

Within Regional Growth Centres and other urban settlements, development will support sustainable communities, complementary relationships between growth 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*

*Well-being Goals: A Prosperous Wales, A Resilient Wales, A More Equal Wales A Wales of Cohesive Communities*

4.27 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. The emerging draft National Development Framework identifies Haverfordwest, Milford Haven, Pembroke Dock and Pembroke as Regional Growth Centres. A significant proportion of residential development will be directed to the Regional Growth Centres and other urban settlements during the Plan period and has been allocated for development for employment and other land uses to support their continued role as centres of economic, social and cultural activity. Housing Allocations are made at these settlements according to their respective positions within the settlement hierarchy as set out in the Urban Settlements and Rural Settlement background paper.

4.28 All Regional Growth Centres and other urban settlements have Settlement Boundaries identified 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.

4.29 The regeneration of town centres is a key priority and Masterplans / Regeneration Frameworks are being developed for each of the Regional Growth Centres to support and enable their regeneration.

## **Haverfordwest**

4.30 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 strategic opportunities at the Withybush Cluster<sup>21</sup>. 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 regeneration masterplan was prepared in 2016, titled 'Haverfordwest – A Vision for the Future'. This provides an outline of the ways in which town centre regeneration might be taken forward in the coming years. A Development Brief will be prepared to support the regeneration of Haverfordwest Town Centre.

## **Milford Haven**

4.31 Milford Haven is a Regional Growth Centre within the draft National Development Framework and is identified as having an important sub regional role providing jobs, leisure and retail, education and health services. The close proximity and the nature of living and working patterns in the area are re-enforced by connectivity infrastructure and in particular the number of large energy-related employment sites near the Haven waterway provide employment opportunities. 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 which provides strong links to the Haven Waterway, providing opportunities to develop in the leisure, tourism and fishing industries.

4.32 Strategic employment sites have been allocated at undeveloped sites adjacent to the Haven Waterway with deep water access, where there is potential for deep water berthing of vessels. Existing significant employment sites which are strategic in their nature have also been identified.

## **Pembroke Dock**

4.33 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

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<sup>21</sup> See Two County Economic Study

engineering and renewable energy related employment activity. Strategic employment sites which build on the opportunities presented by the Port and the marine engineering sector have been identified in the Plan.

### **Pembroke**

- 4.34 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.

### **Neyland**

- 4.35 Neyland has a more limited service provision than the other urban settlements around the Haven waterway, but provides important local services for its community. It benefits from a marina and a local employment site at Honeyborough.

### **Fishguard and Goodwick**

- 4.36 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 and these are currently being implemented. 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.

**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*

*Well-being Goals: A Prosperous Wales, A Resilient Wales, A More Equal Wales A Wales of Cohesive Communities*

- 4.37 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.
- 4.38 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.
- 4.39 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.
- 4.40 The Wales Spatial Plan Update 2008 identifies the importance of spreading benefit and growth from the Hubs to the wider hinterlands and smaller rural communities and recognises that all communities need to be strengthened and sustained and both rural and urban deprivation tackled. It states that it is important that housing growth also seeks to revitalise and sustain smaller

centres and communities. 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.

- 4.41 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**

- 4.42 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**

- 4.43 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 Urban Settlements 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**

- 4.44 There are 44 villages defined in this category of the Settlement Hierarchy. Each village offers a good provision of services and facilities to meet the day to day needs of their population, but plays a more limited role for the wider population. Where appropriate sites are available, housing allocations for market and affordable housing 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:

Barnlake	Broadmoor	Burton
Burton Ferry	Camrose	Castlemorris
Cresselly	Deerland	Little Newcastle
Lower Freystrop	Maddox Moor	Maidenwells
Masclle Bridge	Milton	Pen-y-Bryn
Pleasant Valley	Postgwyn	Sardis
Thornton	Waterston	

*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*

*Well-being Goals: A Prosperous Wales, A Resilient Wales, A More Equal Wales A Wales of Cohesive Communities*

4.45 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.

4.46 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 general market or affordable housing which may include self-build or custom build proposals. In these locations a 50% contribution to support affordable housing via a commuted sum will be required

for all market housing proposals. Cluster Villages are identified within the Settlement Hierarchy and are 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 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.

- 4.47 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 or protected 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.
- 4.48 There are 31 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.

### 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.*

*Well-being Goals: A Prosperous Wales, A Resilient Wales, A More Equal Wales, A Wales of Cohesive Communities.*

- 4.49 All locations outside the Settlement Boundaries apart from Hamlets (see GN 12) 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.
- 4.50 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.
- 4.51 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.

- 4.52 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 or are referenced in Supplementary Planning Guidance (SPG) such as the Landscape Character Assessment SPG and Biodiversity SPG. 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.
- 4.53 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.
- 4.54 Pembrokeshire's natural and semi-natural environments also provide benefits to the economy and society which sometimes impact on a wider location than simply the site in question e.g. Flood risk amelioration, water quality, air quality, climate change mitigation and adaption, carbon sequestration, pollination of crops.
- 4.55 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, their supporting text and also Supplementary Planning Guidance that support the Plan will ensure that these challenges are managed successfully.

**SP 11 Maintaining 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 infrastructure, 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.*

*Well-being Goals: A Resilient Wales, A Healthier Wales, A Globally Responsible Wales*

- 4.56 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.
- 4.57 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.
- 4.58 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.
- 4.59 A Development Sites and Infrastructure SPG accompanies the Plan and identifies where there are opportunities on allocated sites to promote

interconnectivity of habitats by the creative use of gardens or landscaping. These site requirements have been informed by the Land Use Planning Tool which was developed Pembroke Nature Partnership, alongside liaison with NRW and the Council's ecologists.

- 4.60 'Pembrokeshire Towns: A Green Infrastructure Action Plan'<sup>22</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, primarily on existing open spaces. The Plan identifies and protects key areas of Open Space on the Proposals Map to ensure such projects can be developed in the future. Specific future supplementary guidance on Green Infrastructure will identify how such features can be enhanced.
- 4.61 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>22</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.

For the avoidance of doubt and the purposes of this policy, energy proposals directly related to port locations do not include wind energy generation.

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

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

*Well-being Goals: A Prosperous Wales, A More Equal Wales, A Wales of Cohesive Communities*

- 4.62 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.
- 4.63 Welsh Government's draft National Development Framework includes a policy (25) on the Haven Waterway. This indicates that 'Welsh Government supports continued operations and future development' along the Haven Waterway. It says that LDPs should support growth in this area and seek to maximise the benefits it provides to the Mid and South West Wales Region and to Wales in general. The supporting text to this policy records that the Haven Waterway provides a natural harbour, supports long-established industries and offers potential for new strategic development.
- 4.64 Fishguard Harbour is primarily a ferry terminal and like Pembroke Dock provides onward connections to the Republic of Ireland.
- 4.65 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. The draft National Development Framework makes reference to the port at Fishguard and the important role it plays in supporting the maritime sector and the national economy.



- 4.66 The Haven Waterway Enterprise Zone was designated in 2012 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.
- 4.67 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 accordance with detailed General Policies and landscape, environmental and amenity considerations will be key in determining whether or not proposals in these locations are appropriate. The Enterprise Zone was designated by Welsh Government. Its boundary defines areas within which fiscal incentives are available for certain types of economic development. The Enterprise Zone boundary is shown on the designations and constraints map, as it was prepared by an external organisation. Some land within the Enterprise Zone boundary will be suitable for future economic development, but some land within the boundary has environmental, landscape and flood risk constraints which may restrict or preclude its future development. Key areas of land considered suitable for future economic development are allocated for that purpose by the appropriate policies of this Plan.
- 4.68 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.
- 4.69 The seaward limit of planning control is normally the mean low water mark (however, 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 Strategic Employment Provision**

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

Strategic Employment sites of regional significance are identified in the following areas:

Allocation Reference	Strategic Employment Cluster Reference	Site Name	Area (hectares)	Use classes
S/EMP/000/00002		Pembroke Oil Refinery (Valero)	222.6	B2; B8
S/EMP/000/00003		Milford Haven petro-chemical storage facility (Puma Energy)	159.14	B8
S/EMP/000/00004		Waterston Tank Farm and LNG, Milford Haven	177.35	B2; B8
S/EMP/000/00007		South Hook LNG (part)	59.75	B2; B8
S/EMP/086/LDP/01		Blackbridge	32.93	B1;B2;B8
S/EMP/095/00001		Pembroke Power Station	139.95	Sui Generis
S/EMP/136/00001		Former RNAD Site, Trecwn	21.22	B1;B2;B8
S/EMP/034/00003	S/EMP/034G/C1	Goodwick Industrial Estate	4.08	B1; B8
S/EMP/040/00011	S/EMP/040/C1	Withybush cluster (East Estate)	9.64	B1;B2;B8
S/EMP/040/00012	S/EMP/040/C1	Withybush cluster (North Estate)	5.19	B1;B2;B8
S/EMP/040/00004	S/EMP/040/C1	Withybush cluster (Trading Estate)	15.32	B1;B2;B8
S/EMP/040/00005	S/EMP/040/C1	Withybush cluster (North of East Estate)	5.37	B1;B2;B8
S/EMP/040/00001	S/EMP/040/C1	Withybush cluster (West Estate)	20.75	B1

Allocation Reference	Strategic Employment Cluster Reference	Site Name	Area (hectares)	Use classes
S/EMP/040/00015	S/EMP/040/C1	Withybush cluster (Lodge Estate)	0.96	B1; B2; B8
S/EMP/086/00003	S/EMP/086/C1	Thornton Industrial Estate cluster	20.51	B1;B2;B8
S/EMP/086/LDP/02	S/EMP/086/C1	Thornton Industrial Estate cluster (Marble Hall)	6.88	B1;B2;B8
S/EMP/096/00003	S/EMP/096/C1	Pembroke Dock cluster (West Llanion)	6.91	B1;B2;B8
S/EMP/096/00002	S/EMP/096/C1	Pembroke Dock cluster (Royal Dockyard)	28.95	B1;B2;B8
S/EMP/096/00004	S/EMP/096/C2	Waterloo & London Road Industrial Estate cluster (Ferry Lane)	3.61	B1;B2;B8
S/EMP/096/00005	S/EMP/096/C2	Waterloo & London Road Industrial Estate cluster (Kingswood)	8.31	B1;B2;B8
S/EMP/096/00006	S/EMP/096/C2	Waterloo & London Road Industrial Estate	19.41	B1;B2;B8
S/EMP/096/00007	S/EMP/096/C3	Pembrokeshire Science & Technology Park cluster (Cleddau Bridge)	2.33	B1
S/EMP/096/00001	S/EMP/096/C3	Pembrokeshire Science & Technology Park cluster	22.67	B1

Use Classes B1, B2 and B8 will be allowed on these sites, together with any other compatible uses. Where B2 uses are proposed, these must not cause significant adverse amenity impacts on nearby land uses. Because of the significance of these sites to the local, regional and national economy changes to non employment use will only be permitted in exceptional circumstances.

*Linked Key Issues: Living and Working*

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

*Well-being Goals: A Prosperous Wales, A More Equal Wales, A Wales of Cohesive Communities*

- 4.71 In accordance with Planning Policy Wales Edition 10 and Technical Advice Note 23, the Local Development Plan provides a range of sites in sustainable locations that are suitable for development for enterprise and employment purposes.
- 4.72 The Wales Spatial Plan Update 2008 identifies as a strategic priority an aim to develop a more diverse and entrepreneurial knowledge-based economy and identifies both energy and the environment as being critical to achieving success in this area. The Draft National Development Framework for Wales identifies key opportunities for growth in Pembrokeshire at the Regional Growth Centres and linked to the Milford Haven Waterway.
- 4.73 The Haven Waterway Enterprise Zone was established in 2012. 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. Regionally strategic sites are identified in these locations supported by evidence gathered as part of a Two County Economic Study (2019). Not all Enterprise Zone locations are allocated for strategic employment uses, for instance because some are already developed while others are within areas with nature conservation designations, high quality landscapes and / or vulnerability to fluvial and / or tidal flooding.
- 4.74 Strategic and General Policies on the Maintenance 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).
- 4.75 Local employment sites to meet community needs are identified at a range of other locations in the Urban Settlements and additionally in some Rural Settlements (see GN 7 Employment Allocations). This will support the plan's growth and distribution strategy in a sustainable manner.
- 4.76 The development of employment sites and 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 Urban Settlements 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 and emerging 5G mobile phone network.
- 4.77 In addition to identified new employment sites, a criteria-based policy approach (GN 6 Employment Proposals) provides opportunities for new employment proposals to come forward on unallocated land in or well-related to

settlements and in countryside locations where such a location is essential to the enterprise.

**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*

*Well-being Goals: A Prosperous Wales, A More Equal Wales, A Wales of Cohesive Communities, A Wales of Vibrant Culture and Thriving Welsh Language.*

- 4.78 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.
- 4.79 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.
- 4.80 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.
- 4.81 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.
- 4.82 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.

- 4.83 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.
- 4.84 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 uses including appropriate opportunities for residential, community, retail and commercial uses.
- 4.85 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.



**SP 15 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.*

*Well-being Goals: A Prosperous Wales, A Resilient Wales, A Wales of Vibrant Culture and Thriving Welsh Language.*

- 4.87 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.
- 4.88 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.
- 4.89 The General Policies of this LDP (GN 42 – GN 45) 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.

**SP 16 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 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.*

*Well-being Goals: A Prosperous Wales, A Wales of Cohesive Communities*

4.90 This policy safeguards the economic mineral resource of the Plan area ( hard rock and sand and gravel) and also a wharf for landing of marine-dredged sand and gravel, 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. Welsh planning policy no longer requires the safeguarding of the coal resource, which is in any case heavily fractured in Pembrokeshire and unlikely to be needed in the future, either to produce energy or to supply speciality industrial markets.

4.91 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.

4.92 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.

4.93 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.

- 4.94 Two allocations for sand and gravel quarries are made within this Local Development Plan (see Policy GN 31) which will contribute towards meeting this Regional need.
- 4.95 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.
- 4.96 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 reflect consenting since LDP 1 was prepared.
- 4.97 Re-use of secondary aggregates is desirable, but the largest potential sources of such material are likely to be major industrial sites outside Pembrokeshire.
- 4.98 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.
- 4.99 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.

**SP 17 Welsh Language**

Within areas of Welsh language sensitivity, as shown on the Proposals Map, large windfall development proposals 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.*

*Well-being Goals: A Wales of Cohesive Communities, A Wales of Vibrant Culture and Thriving Welsh Language*

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

4.101 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.

4.102 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 including supporting the socio-economic infrastructure of Welsh speaking communities, supporting a thriving sustainable economy in rural areas, decisions regarding the type, scale and location of development within a specific community has the potential to have an effect on language use.

4.103 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>23</sup> but higher than 1991 levels of 18.3%.

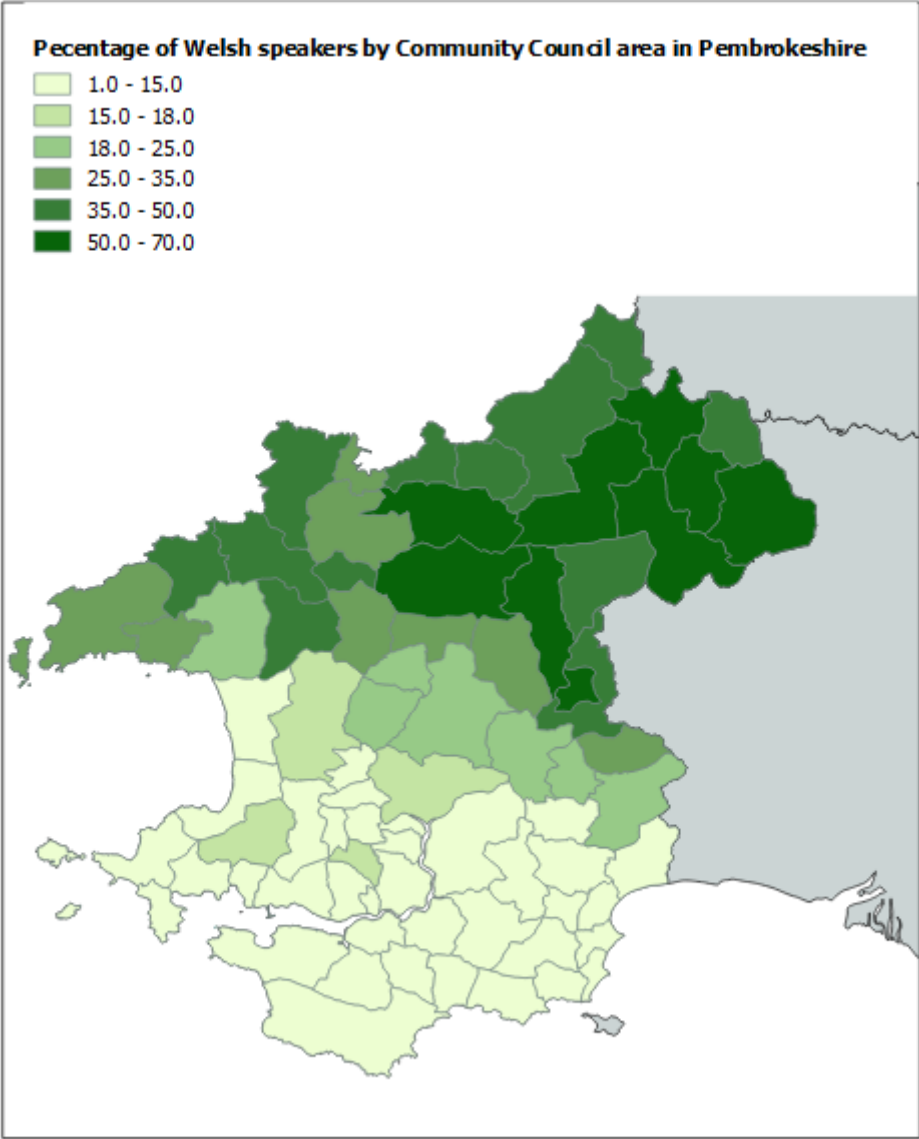
4.104 There is however considerable geographic variation in the incidence of Welsh speakers, with a very low proportion in the south of the County and a much higher prevalence of Welsh speakers in the north of the County. Welsh language use can also vary by settlement within the same community council area, and

<sup>23</sup> <https://statswales.gov.wales/Catalogue/Welsh-Language/WelshSpeakers-by-LA-BroaderAge-2001And2011Census>

relatively small changes to the number of Welsh speakers within a settlement can impact on the day-to-day use of the language.

- 4.105 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 (2011 census), or where spoken Welsh has now declined below 20% from the 2001 census and is considered to be especially vulnerable. Figure 2 below identifies appropriate community council areas where Welsh language speakers are 18% or more of the population to reflect the vulnerability of the language in these areas.
- 4.106 A Sustainability Appraisal has been undertaken of the Local Development Plan, 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 the Council's Development Sites and Infrastructure SPG (SPG) which identifies appropriate mitigation measures for plan allocations within language sensitive areas..
- 4.107 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. Where an application is for a windfall site for a large development within the a Welsh language sensitive area, 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 2: 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 are safeguarded, with the details of safeguarding presented in policy GN 30.

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 I.*

*Well-being Goals: A Prosperous Wales, A Wales of Cohesive Communities, A Globally Responsible Wales*

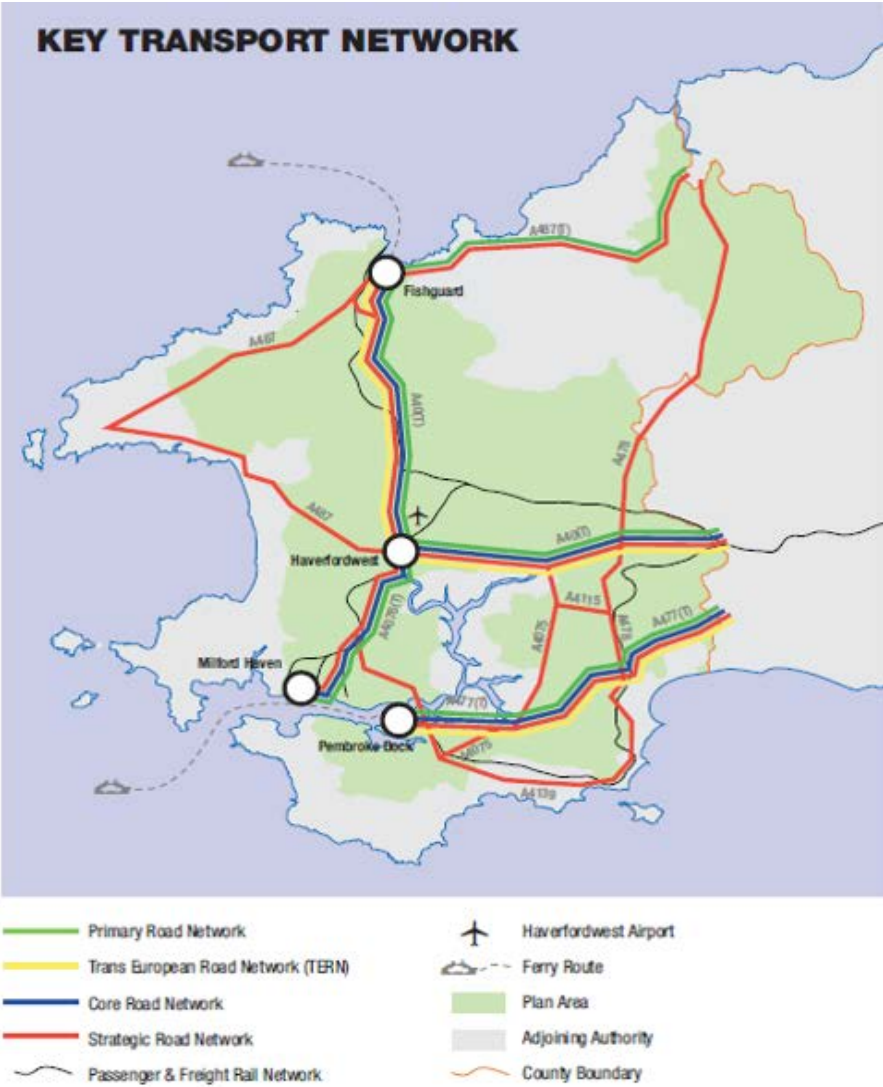
4.108 Local Development Plans provide a means of integrating land use and transportation planning. This policy, in conjunction with general policies such as GN 30 (Transport Routes and Improvements) and GN 2 (Design) provide a basis for an integrated approach to land use and transportation planning. Increasingly, the focus for transport planning and investment is on travel by sustainable means. Within this Plan area, critical aspects of the context for transport planning are that Pembrokeshire is on important strategic road and rail networks that link Wales with ferry services to and from Ireland and also that the County is a location of national importance for port and energy-related economic activities. In accordance with Planning Policy Wales Edition 10 and Technical Advice Note (Wales) 18, this policy identifies and safeguards proposed improvements to transport infrastructure that will support sustainable economic growth. Further detail on safeguarding of transport schemes are presented in policy GN 30, while policy GN 2 makes reference to installation of charging points for Ultra Low Emission Vehicles. 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 those in the programmes of the Welsh Government, for instance on Trunk Roads and the County Council, for County Roads and also the development of a network of shared use routes, providing sustainable travel opportunities for pedestrians, cyclists and sometimes also other user groups such as equestrians.

4.109 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. The Council strongly supports the principles that underpin active travel, as this provides a basis for travel by sustainable means. 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 3: Key Transport Network



**SP 19 Waste Prevention and Management**

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

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 reuse, recycling and other recovery. 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.*

*Well-being Goals: A Prosperous Wales, A Globally Responsible Wales.*

4.110 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.

4.111 Welsh Government planning policy on waste is set out in Planning Policy Wales Edition 10 (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.

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

4.113 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.

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

## 5. Area Wide Policies

### PLACE-MAKING Area Wide 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 cause an unacceptable adverse effect (a harmful impact that cannot be satisfactorily mitigated) on landscape character, quality or diversity, including the special qualities of the Pembrokeshire Coast National Park and neighbouring authorities;
4. It would not cause an unacceptable adverse effect (a harmful impact that cannot be satisfactorily mitigated) on soils;
5. It respects and protects the natural environment with no unacceptable adverse effects (a harmful impact that cannot be satisfactorily mitigated) on the environment including protected sites, habitats and species;
6. 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;
7. Necessary and appropriate service infrastructure, access and parking can be provided;
8. It would not cause or result in unacceptable harm to health and safety, including through flood risk;
9. It would not have a significant adverse impact on water quality;
10. Any light pollution is necessary and justified and minimised through appropriate mitigation;
11. It minimises the generation of waste during implementation and manages any waste generated; and
12. It neither contributes to the coalescence of distinct settlements nor creates or consolidates ribbon development.

5.1 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.

5.2 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.

- 5.3 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.
- 5.4 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.
- 5.5 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 (<https://naturalresources.wales/evidence-and-data/research-and-reports/ancient-woodland-inventory/?lang=en>) prior to any disturbance of a site. 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. These layers have been used to inform the Authority's Landscape Character Assessment which is part of the evidence base for this plan. Following public consultation, the Landscape Character Assessment will be adopted as

Supplementary Planning Guidance. Along with national planning policy, applicants are encouraged to use this information to inform their proposals as it will be a material consideration and be used in development decision making.

- 5.6 Soils are an important resource in the plan area, underpinning successful agriculture and supporting a diversity of plant and animal species and habitats across the plan area. They may also make a positive contribution to land stability. Agricultural land of grades 1, 2 and 3A of the Agricultural Land Classification system is the best and most versatile and Welsh planning policy (PPW edition 10, paragraph 3.54) protects this as a finite resource for present and future generations. This plan gives considerable weight to the protection of the best and most versatile agricultural land and wherever possible protects it from development. Land in grades 1, 2 and 3A should only be developed where there is overriding need for the development and a) previously developed land or land of a lower agricultural grade is not available or b) where lower grade land is available, but has a high environmental value, recognised by a designation for landscape, wildlife, historic or archaeological purposes. Where there is no alternative to development of best and most versatile agricultural land, the development should be directed to the lowest graded land that is available (in other words, in the sequence grade 3A, then grade 2 and finally if there is no alternative to grade 1).
- 5.7 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. This item of SPG will also set out requirements for provision of charging points for ultra low emission vehicles (ULEVs), as referenced in policy GN.2.
- 5.8 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.
- 5.9 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.

- 5.10 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.
- 5.11 New developments of more than one dwelling, or where the area covered by construction work equals or exceeds 100 square metres, require approval from the SuDS Approval Body (SAB) – which in Pembrokeshire is the County Council. Construction cannot commence until SuDS approval from the SAB is in place – even if planning permission has been granted.
- 5.12 Planning Policy Wales, edition 10, advises that the provision of SuDS should form an integral part of the design of new development and should be an early stage task in putting together development proposals.
- 5.13 For Development Planning purposes, PPW edition 10 advocates collaborative approaches to sustainable drainage, drawing on evidence obtained through green infrastructure assessments, with a view to integrating SuDS into growth strategies for particular areas. The provisions of this Plan, in combination with the SuDS schemes approved by the SAB, will help to deliver that aspiration.
- 5.14 When providing SuDS, it may sometimes be necessary to use hard infrastructure solutions, for instance where there are important archaeological considerations. However, in most cases, nature-based solutions are the preferred option. Where ground conditions preclude the use of SuDS, for instance where glacial tills are present, the next best available solution to site drainage will be sought.
- 5.15 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.

5.16 Waste minimisation and keeping resources in use for as long as possible are important elements of the circular economy (see PPW edition 10, paragraph 5.11.2 for further details). The best way to ensure that a development proposal meets these requirements is through submission of a Natural Resources Management Plan for the development. These are best prepared at an early stage in the development process and can avoid problems later on and reduce costs for developers. Matters to consider with regard to natural resource management are the layout and design of the development, use of materials in construction and re-use and re-cycling of any waste generated during construction, including any waste generated through demolition or re-configuration of site levels.

5.17 5.16 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, local and sustainable construction materials, water conservation and the use of sustainable drainage systems (SuDS);
4. It provides adequate facilities and space for the collection and recycling of waste materials;
- 5.It achieves a flexible and adaptable design;
- 6.It creates an inclusive and accessible environment for users that addresses community safety and encourages walking and cycling;
- 7.It provides a good quality, vibrant public realm that integrates well with adjoining streets and spaces;
- 8.It contributes to delivering well-designed outdoor space with good linkages to adjoining streets, spaces and other green infrastructure; and
9. It makes provision for ultra-low emission vehicle charging points where new residential development is proposed, or in appropriate circumstances on commercial developments.

5.18 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.

5.19 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.

5.20 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.

- 5.21 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 10), '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.
- 5.22 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 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 Drainage Scheme (SuDS) consenting regime in early 2019 will make the inclusion of SuDS in all development of over 100m<sup>2</sup> or for 2 or more dwellings mandatory. Early consideration to the design layout requirement for SUDS should be given.
- 5.23 Space should be provided for waste management and storage, in particular to facilitate the kerbside sorting of local authority collected waste.
- 5.24 Planning Policy Wales edition 10 introduces proposals for the installation of ULEV charging points in conjunction with car parking provision in non-residential development proposals. For non-residential proposals, the minimum requirement advised by PPW is that 10% of the car parking spaces provided have such charging points. Further details on this topic will be incorporated into the Parking Guidelines Supplementary Planning Guidance that will be prepared to support this Plan. In addition to the current PPW 10 requirement however, this Plan seeks to ensure that all new residential development provides ultra-low emission vehicular charging points in accordance with the Parking Guidelines SPG. This provision seeks to future-proof new housing and is part of PCC's corporate commitment to tackling the climate change emergency.
- 5.25 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.

- 5.26 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.
- 5.27 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'.
- 5.28 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
11. Water, Waste Water Treatment and Sewerage Infrastructure

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.

- 5.29 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.

- 5.30 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.
- 5.31 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.
- 5.32 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.
- 5.33 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.

5.34 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.

5.35 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. Planning applications for onshore generating projects in Wales which propose an installed generating capacity of between 10MW to 50MW (and with no upper limit for onshore wind generating stations) are made directly to Welsh Ministers under the Developments of National Significance (DNS) process, with the Planning Inspectorate facilitating the consideration of such proposals.

5.36 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.

5.37 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)
- 5.38 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.
- 5.39 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.
- 5.40 Development proposals will be expected to show that energy use has been taken into consideration at the design stage.

**GN 5 Renewable Energy – target and allocations**

1. The Council will seek to permit a minimum additional 9MW per annum renewable energy capacity over the plan period.
2. The following site(s) are allocated for the development of new renewable energy capacity:

(List sites, site area and preferred technology)

Site reference	Site name	Area (hectares)	Preferred renewable energy technology
SPV/000/LDP2/01	Cawdor Barracks, Brawdy	11.27	Solar Photovoltaic Array
SPV/066/LDP2/01	East of Hazelbank, Llanstadwell	0.68	Solar Photovoltaic Array
SPV/149/LDP2/01	West of Ford Farm, Wolfscastle	1.55	Solar Photovoltaic Array

- 5.41 Planning Policy Wales recognises that the planning system has an active role to play in ensuring Welsh Government Renewable Energy targets are met. As part of this LPAs are required to establish local renewable energy targets. Planning Policy Wales states that Planning authorities should consider the renewable energy resource they have available in their areas when formulating their renewable energy target, informed by an appropriate evidence base, and use the full range of policy options available, including developing spatial policies in their development plans. Targets must not be seen as maximum limits, but rather used as a tool to maximise available resource, and where proposals exceed the target they should not be refused.
- 5.42 Over the last three years the amount of new renewable energy capacity consented has averaged 6MW per annum. In the absence of feed in tariff incentives, that provides a baseline expectation for an annual target for new consented capacity for the new plan. However, as this policy also includes three Solar PV Array allocations, the target has been increased to a minimum of 9MW per annum, in the expectation of delivery in excess of the baseline position.
- 5.43 Clearly it is possible that new incentives to deliver renewable energy capacity will emerge during the plan period – and this may be reflected in an upturn in applications. If so, the criteria based policies of the Plan on renewable energy and the allocations for renewable energy may facilitate the target to be exceeded.
- 5.44 Any additional consented renewable energy capacity will, of course, need to respect environmental, landscape and grid capacity constraints within the Plan

area and general policies on these areas will be a key consideration during determination.

## LIVING AND WORKING GENERAL POLICIES

### GN 6 Employment proposals

Employment proposals (in use classes B1, B2 and / or B8) will be permitted:

1. On sites allocated for employment uses by policy SP 13, above or GN.7, below; or
2. On unallocated land within Settlement Boundaries; or
3. On sites well-related to a Settlement Boundary, if no sites allocated for employment purposes and / or within the same Settlement Boundary exist to serve the development; or
4. In countryside locations, but only if no other suitable sites exist in the local area and where the enterprise requires such a location.

Where B2 uses are proposed, these must not cause significant adverse amenity impacts on nearby land uses.

- 5.45 Economic land uses cover a range of different land uses, including the traditional land uses that fall within the B-class uses of the Use Classes Order and also other types of activity, including retail, tourism, public services, construction, energy, minerals, waste and telecommunications. This policy focuses on the traditional employment land uses within Use Classes B1, B2 and / or B8. There are separate plan policies to cover many of the other economic land uses.
- 5.46 Planning authorities provide land to meet employment market needs at a variety of scales, including strategic and local. Sites of regional importance allocated for employment purposes are identified in strategic policy SP 13. Further sites of local strategic importance and / or to meet local employment needs are allocated in policy GN.7.
- 5.47 This policy sets out the circumstances in which employment proposals in the B-class uses will be permitted, covering both allocated sites and unallocated sites proposed for windfall employment developments.
- 5.48 The policy will support the provision of new employment proposals on unallocated land which is within a Settlement Boundary or well-related to a Settlement Boundary. Such development in countryside locations may also be permitted where there are no other suitable sites and the enterprise requires such a location. In the latter case, applicants will be expected to provide a justification to support the chosen location at application stage.
- 5.49 For clarity, the Glossary explains the meaning of the term 'well-related'.

**GN 7 Employment Allocations**

The following sites are allocated for employment uses in use classes B1, B2 and / or B8:

Site reference	Site name	Area (hectares)	Use classes
EMP/030/00001	Parc Gwynfryn, Crymych	6.92	B1, B8
EMP/034/00006	Celtic Link Business Park, near Sclledau	13.29	B1, B2, B8
EMP/053/00001	Old Station Yard, Letterston	1.23	B1, B8
EMP/088/LDP/01	Rushacre Enterprise Park extension, Narberth	1.32	B1, B8
EMP/000/LDP2/01	Land at Princes Gate Spring Water	4.33	B1, B8
EMP/030/LDP2/01	South of Parc Gwynfryn, Crymych	1.79	B1, B8
EMP/132/LDP2/01	South of K.P. Thomas & Sons, near Templeton	2.57	B1, B8
EMP/093/00001	North of Honeyborough Industrial Estate, Neyland	1.55	B1, B8

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

- 5.50 The sites allocated by this policy are those deemed suitable for traditional employment land uses in the B-class Use Classes. However, not every site identified by this policy is considered suitable for the full range of B-class uses – the right hand column of the allocations table sets out the uses that would potentially be supported on a site-by-site basis.
- 5.51 The allocated sites are those considered appropriate to meet future demand for local employment sites.
- 5.52 The allocation of these sites complements the provision of regionally significant strategic employment sites under strategic policy SP 13.
- 5.53 The Council recognises that future need for employment land will also, to an extent, be made through ‘churn’ on existing employment sites. To elaborate,

uses within these sites commence and cease on a regular basis, meaning that at any one time, there will be land and buildings in use and out of use within the boundaries. The Council monitors the situation on the main existing employment sites through regular employment land surveys, the outcomes of which are published on the Council's website.

5.54 The most significant of the existing employment sites are also listed in the Council's Supplementary Planning Guidance on Development Sites, this document also providing additional information on the sites allocated for employment purposes by policies SP 13 and GN.7.

5.55 The allocations of SP 13, GN.7, together with 'churn' on existing sites, will in combination ensure that there is a continuous supply of suitable, available employment land across the Plan area, providing choice and flexibility, to meet the requirements of Planning Policy Wales edition 10 (December 2018 and Technical Advice Note 23 on Economic Development (February 2014)).

**GN 8 Mixed-use housing and employment proposals**

Housing development proposals which incorporate an element of use class B1 and / or B8 employment use will be permitted, where the location accords with the housing policies of the Plan and where the employment use will not result in significant adverse amenity issues for those living within the site or on adjoining sites. The employment uses within such sites may take the form of stand-alone enterprises or live-work units (where the residential and employment uses are combined within a single building).

The following site is allocated for mixed use development, within which a considerable proportion of the development will be employment-related:

Site reference	Site name	Area (hectares)
MXU/040/01	Old Hakin Road, Haverfordwest	1.32
MXU/095/LDP2/01	South Quay, Pembroke	0.50

- 5.56 This policy relates to the type of mixed-use proposal combining residential use with an element of use class B1 and / or B8 employment use. Other types of mixed-use development may also be proposed and will be considered under relevant LDP policies for the land uses described, or in their absence in accordance with Welsh planning policy.
- 5.57 Mixed-use housing and employment proposals may take the form of live-work units, where the residential and employment uses are found within the same building. Alternatively, a mix of separate residential and stand-alone employment uses may be proposed within a single site. In each case, amenity considerations must be satisfactorily addressed.
- 5.58 It is possible to combine a range of uses, including housing and employment uses, within a single site and this can contribute to meeting sustainable development aspirations, by facilitating home-working or working on a site very close to home. This will minimise or eliminate the need for commuting between home and work.
- 5.59 The allocated site at Old Hakin Road, Haverfordwest has a current permission for mixed use housing and employment (and some other ancillary uses) that the Council wishes to see taken forward to implementation stage during the Plan period.
- 5.60 Site MXU/095/LDP2/01 at South Quay (Northgate Street and Castle Terrace) is within Pembroke Town Centre and has primary and secondary retail frontages at much of the ground level street front. Policy 25 'Retail and Commercial Centre Development', will be a key consideration in the acceptability of any proposals.
- 5.61 Where a site is developed for mixed-use housing and employment purposes and a proposal is subsequently received proposing loss of the employment



element, the requirements of policy GN.9 (Protection of Employment Sites and Buildings) must be satisfied.

**GN 9 Protection of Employment Sites and Buildings**

Proposals to redevelop, or use, business, general industrial, storage or distribution sites (those within use classes B1, B2 and B8) for other purposes will only be permitted where site is not a Strategic Employment Site as identified by Policy SP 13 and one of the following criteria is met:

1. The present use is inappropriate for the locality;
2. There is adequate alternative provision for employment land in the vicinity (the settlement in question or land immediately adjoining that settlement); or
3. The continued use of the site or premises has been shown to be unviable.

This policy also applies where a non-employment use is proposed on a site allocated for employment purposes by this Plan, excepting the mixed-use allocation under policy GN.8, where the principle of mixing employment and non-employment uses is already established.

5.62 The purpose of this policy is to ensure that existing sites used for employment purposes in use classes B1, B2 and B8 are not lost to other uses, unless there is a clear justification for accepting an alternative use. This will help to ensure that an adequate supply of employment sites remains available in the Plan area. Loss of such sites is only permitted where one of the policy criteria can be satisfied.

5.63 With specific reference to criterion 1, to demonstrate that an existing employment use is inappropriate for a locality, a developer should provide evidence relating to the nature, scale, impact on the local road network and / or local amenity of the current use.

5.64 With specific reference to criterion 3, evidence of a lack of viability should include:

- Evidence of a lack of financial profit (for example from published accounts); and
- Evidence of an inability to sell / rent the site.

5.65 With specific reference to criterion 2, a developer should provide evidence that there is alternative and adequate provision of employment land in the vicinity. The Council carries out regular Employment Land Surveys and publishes the results on its web-site. This provides an up-to-date evidence base regarding provision of employment land across the Plan area.

**GN 10 Extensions to Employment Sites**

Proposals to diversify, intensify and / or extend an existing businesses (in use class classes B1, B2 and / or B8) onto adjoining land will be permitted where the scale and nature of the original development, together with the extension, is compatible with its location, including potential impacts on the amenity of adjacent land users.

- 5.66 The purpose of this policy is to facilitate growth of existing businesses in use classes B1, B2 and / or B8, by allowing their expansion onto land adjoining the current operational area. In appropriate circumstances, this will allow business growth without requiring re-location of the business. Compatibility of the original use and its proposed extension area with the location is required, in particular taking account of possible impacts on the amenity of adjacent land users.

**GN 11 Residential Development**

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

1. Open market housing or affordable housing to meet local needs, located within the Settlement Boundary of a Main or Rural Town, Service Centre, Service Village or Local Village as defined in the settlement hierarchy;
2. Infill developments in Hamlets (in accordance with the criteria of GN.12)
3. The replacement or sub-division of an existing dwelling;
4. The conversion of an historic building to residential use; or
5. A rural enterprise worker's dwelling or One Planet development

New homes on sites of 0.10 hectares and above will be built at a density of at least 20 dwellings per hectare, rising to at least 25 dwellings per hectare on sites in Towns. In exceptional circumstances evidence of infrastructure or physical constraints may justify a lower density.

- 5.67 The principle of building new homes within Settlement Boundaries is supported as these are locations with good access to services. New homes in Towns, Service Centres, Service Villages, Local Villages and Hamlets can be for sale on the open market or be affordable housing to meet local needs, depending on the specific policy requirements in that area. The release of small sites as an "exception" to general housing provision is addressed in Policy GN.18.
- 5.68 Redevelopment or replacement can allow the development of housing accommodation which is better adapted to meeting present and future housing needs, contribute to energy efficiency and reduced carbon dioxide levels as long as the quality of the environment is enhanced. Replacement dwellings should be comfortably accommodated within the existing site or curtilage. The existing dwelling should not be a Listed Building, or an important building that defines the character of an area. The sub-division of an existing dwelling into two or more separate dwellings will be permitted subject to the criteria of GN.1 General Development Policy being met. Particular consideration will be given to the impact of the proposed sub-division on the amenity of the intended occupiers and neighbouring residents, the effect on the character and appearance of the building and the implications for local parking and traffic capacity.
- 5.69 Conversions of historic buildings to residential use will be permitted where the applicant demonstrates exemplary standards of design and sustainability. Such buildings can make a significant contribution to the aesthetic quality of urban and rural landscapes and the proposal must demonstrate that it complements and enhances its surroundings. Proposals for conversion of historic buildings will be permitted subject to the structure being capable of conversion without extensive alteration and retaining substantially the original form, with few changes to cosmetic detail. Such buildings may include town or country houses, religious buildings and former military premises. Any conversion of an historic building must

preserve and enhance external and internal features that are indicative of its former uses. The conversion of agricultural buildings is dealt with under GN 28  
Conversion or Change of Use of Agricultural Buildings.

- 5.70 Proposals to provide residential accommodation for an essential rural enterprise worker will be determined against the principles of Technical Advice Note 6 (July 2010). The applicant must demonstrate a functional need to be based in close proximity to the enterprise, and that no viable alternative accommodation exists locally, including conversion opportunities and dwellings available on the housing market.
- 5.71 It is important that new residential development uses land efficiently, but also that opportunities for the enhancement of biodiversity are adopted. It is also essential that proposals incorporate appropriate mitigation for Sustainable Drainages Systems and address requirements to maintain and enhance biodiversity by respecting natural features such as hedge boundaries and establishing buffers around wildlife corridors where appropriate. As a result of these requirements a minimum density of 20 dwellings per hectare in rural areas is identified and 25 dwellings per hectare in urban areas to ensure the efficient use of land across the Plan area. The density of residential development will be higher in towns because the concentration of services in these locations can and should serve higher population densities. In exceptional circumstances, for example where development would otherwise have an unacceptable impact on issues such as highway safety, biodiversity or sustainable water supplies, a lower density may be accepted.

**GN 12 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.

5.72 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.

5.73 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% contribution to local needs affordable housing, in accordance with the approach set out for Local Villages.

5.74 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.

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

### **GN 13 Housing Mix, Space standards and requirements for Lifetime Home Standards**

- A. All developments must provide an appropriate mix of housing types, tenures and sizes, including to meet affordable housing need;
- B. All new build residential development on sites of 10 or more units must provide a minimum of 10% of properties built to Lifetime Homes Standards;
- C. All residential development must be built in accordance with identified space standards, unless the proposal is for the adaptation or conversion of a listed, historic or traditional agricultural building and it is not possible for the building to meet the standards without impacting negatively on the character of the property;

5.76 The Local Housing Market Assessment 2019 sets out the requirements for different housing types including bedroom number and tenure by Community Council area. A collaborative approach based on the evidenced viability of the new development will be taken in order to establish an appropriate mix of housing types and tenures which will contribute to the objective of achieving mixed and sustainable communities.

5.77 The Council has identified an ageing population as a key issue for the LDP. Alongside the trend for increasing numbers of over 65s is a trend for an increasing need for properties to be adaptable and potentially accommodate wheelchairs. The Local Housing Market Assessment 2019 identifies that there will be a significant increase in the proportion of the population with a disability between 2017 and 2033. On this basis 10% of properties on sites of 10 or more must be built to Lifetime Homes standards. Where market properties are proposed on a site, the percentage requirement will apply to the market properties specifically. These ensure that for two storey properties they are standard wheelchair accessible downstairs and that the stairs are straight and so can potentially accommodate a stair lift without a need for a bespoke track. Bungalows built under these standards have a wider turning circle in the hall areas. Ensuring an appropriate mix of properties to meet the needs of the population is a critical element of ensuring that the Council meets the requirements of the Health and Well-being Act.

5.78 Ensuring that homes are built to appropriate space standards is part of delivering development that is future proof, adaptable and flexible. It means that properties are more likely to meet the needs of the population as they provide a more generous internal floor area with sufficient storage. This is part of ensuring that properties meet well-being requirements.

5.79 The Council has used the English nationally prescribed space standards as a basis to inform the testing of viability on housing sites. The requirement for 10% of properties on sites of 10 or more to be built to Lifetime Homes standards has



also been included in the viability testing for the Plan. These space standards and requirements form the basis of the PCC space standards which will be set out in the Residential Design SPG, alongside specific requirements linked to ensuring properties can accommodate local recycling approaches. The SPG demonstrates how these space standards can be introduced in the design of residential properties.

**GN 14 Residential Allocations**

The following sites are allocated for residential development.

Site Ref	Site Name	Settlement / Growth Zone	Minimum Units in plan period	Indicative Affordable Housing Requirement		Delivery timescale Year 1-5 (ST) Year 6-10 (MT) Year 11-16 (LT)	Units beyond the plan period	Area (ha)	Potential for self build?
				Unit Number	Percentage (%)				
HSG/040/LDP2/1	Former Library Dew Street	Haverfordwest	41	4	10	MT	0	1.36	
HSG/040/LDP2/2	Mount Airey School	Haverfordwest	21	21	100	MT	0	0.6	
HSG/040/00106	Scarrowcant	Haverfordwest	181	36	20	ST/MT	0	4.74	
HSG/040/00273	Slade Lane North	Haverfordwest	76	19	25	ST	0	2.53	
HSG/040/00274	Slade Lane South	Haverfordwest	514	128	25	MT/LT	0	17.12	
HSG/040/LDP2/3	Rear of 76 Pembroke Road	Merlins Bridge	51	10	20	ST/MT	0	1.71	Y
HSG/086/LDP2/1	Land at Myrtle Meadows, Steynton	Milford Haven	92	13	15	MT/LT	0	3.08	
HSG/086/LDP2/2	East of Castle Pill Road Steynton	Milford Haven	23	3	15	ST	0	0.78	Y
HSG/086/LDP2/3	South of Conway Drive, Castle Pill Road, Steynton	Milford Haven	117	17	15	/MT/LT	163	9.32	
HSG/086/LDP2/4	Former Hakin Infants' School	Milford Haven	17	17	100	MT	0	0.49	
HSG/086/LDP2/5	Former Hubberston VC School, Hakin	Milford Haven	32	32	100	ST	0	0.9	
HSG/086/LDP2/6	Former Hakin Junior School	Milford Haven	51	51	100	ST	0	1.46	

Site Ref	Site Name	Settlement / Growth Zone	Minimum Units in plan period	Indicative Affordable Housing Requirement		Delivery timescale Year 1-5 Year 6-10 Year 11-15	Units beyond the plan period	Area (ha)	Potential for self build?
				Unit Number	Percentage (%)				
HSG/086/00129	Steynton Beaconing Field	Milford Haven	96	14	15	ST/MT	0	4.39	Y
HSG/086/00223	West of Green Close, Thornton Hall, Steynton	Milford Haven	117	17	15	LT	0	3.89	
HSG/096/LDP2/1	Land at Hampshire Drive	Pembroke Dock	34	3-5	10-15	MT	0	1.12	
HSG/096/LDP2/2	West of Stranraer Road, Pennar	Pembroke Dock	60	6-9	10-15	MT	0	1.99	Y
HSG/096/00238	North of Pembroke Road	Pembroke Dock	46	4-6	10-15	LT	0	0.52	
HSG/096/00373	Imble Lane	Pembroke Dock	100	100	100	ST	0	3.58	
HSG/095/LDP2/1	Between St Daniels Hill & Norgans Hill	Pembroke	92	9-13	10-15	LT	0	3.07	Y
HSG/095/LDP2/2	South East of Southlands, St. Daniels Hill	Pembroke	19	1-2	10-15	MT	0	0.64	
HSG/095/LDP2/3	East of The Glen, Lower Lamphey Road	Pembroke	23	2-3	10-15	MT	0	0.76	
HSG/095/LDP2/4	East of Buttermilk Lane	Pembroke	50	5-7	10-15	MT	0	1.68	
HSG/095/LDP2/5	South West of Southlands St.Daniels Hill	Pembroke	26	2-3	10-15	ST/MT	0	0.88	Y
HSG/095/00144	North of Gibbas Way	Pembroke	86	8-12	10-15	ST/MT	0	2.86	
HSG/095/00147	Adjacent to Long Mains and Monkton Priory	Pembroke	158	15-23	10-15	ST /MT	0	5.26	

Site Ref	Site Name	Settlement / Growth Zone	Minimum Units in plan period	Indicative Affordable Housing Requirement		Delivery timescale Year 1-5 Year 6-10 Year 11-15	Units beyond the plan period	Area (ha)	Potential for self build?
				Unit Number	Percentage (%)				
HSG/034F/LDP2/1	West of Parc Loktudi	Fishguard	44	4	10	MT	0	1.47	
HSG/034F/LDP2/2	West of Clos-Y-Bigney	Fishguard	56	5	10	MT	0	1.88	
HSG/034/LDP/01	Old Infants School	Fishguard	18	1	10	ST	0	0.7	
HSG/093/00066	East of Poppy Drive /	Neyland	102	10	10	MT	0	3.39	
HSG/034G/LDP2/1	Land at Goodwick Industrial Estate Main Street	Goodwick	23	2	10	ST	0	1.01	
HSG/034G/LDP2/2	North of Villa Calabria	Goodwick	5	0 (off-site contribution required)	10	MT	0	0.11	Y
Urban Settlements Total			2330				163	82.59	
Urban Settlements Total as a percentage of Total Allocations			66%				49%	57%	
HSG/088/00077	West of Rushacre	Narberth	55	11	20	ST	0	2.35	
HSG/088/00078	North of Highfield Park & Parc Roberts	Narberth	143	28	20	ST	0	4.72	
Rural Town Total			198					7.07	
Rural Town Total as a percentage of Total Allocations			6%				0%	5%	
HSG/020/LDP2/1	Land at Tan Ffynnon Fields	Cilgerran	50	2	5	LT	29	3.95	
HSG/030/LDP/01	East of Waunaeron	Crymych	25	1	5	MT	0	1.23	

Site Ref	Site Name	Settlement / Growth Zone	Minimum Units in plan period	Indicative Affordable Housing Requirement		Delivery timescale Year 1-5 Year 6-10 Year 11-15	Units beyond the plan period	Area (ha)	Potential for self build?
				Unit Number	Percentage (%)				
HSG/030/00043	Between the school and station road	Crymych	60	3	5	ST/MT		2.07	
HSG/048/00038	North of Hayston View	Johnston	50	2	5	–MT/LT	30	4.2	
HSG/050/00044	South of Kivelgy Park Kilgetty	Kilgetty	17	4	25	MT	0	0.83	
HSG/052/LDP2/1	Adjacent to Lamphey School	Lamphey	28	2	10	MT/LT	31	2.96	
HSG/053/00009	Court Meadow	Letterston	47	4	10	MT	0	2.33	
HSG/063/LDP2/1	North of The Kilns	Llangwm	37	3	10	MT	0	1.84	
HSG/122/00035	Awel y Mor extension	St Dogmaels	33	1	5	MT/LT	0	0.55	
Service Centres Total			347				90	19.96	
Service Centres Total as a percentage of Total Allocations			10%				27%	14%	
HSG/001/LDP2/01	North West of St. John's Church	Abercych	11	0 (off-site contribution)	5	ST/MT	0	0.55	
HSG/003/LDP2/01	North of Begelly Farm	Begelly	28	4	15	MT	18	2.58	
HSG/003/00040	North of New Road	Begelly	70	10	15	ST/MT	0	3.01	
HSG/006/00003	Adjacent to Hafod Blaenffos - option 1	Blaenffos	10	0 (off-site contribution)	5	MT	0	0.93	
HSG/007/LDP/01	North of Cilfan y Coed	Boncath	17	0 (off-site contribution)	5	ST/MT	0	0.69	
HSG/022/LDP2/1	Land at Dungleddy Court	Clarbeston Road	17	1	10	MT	0	0.83	

Site Ref	Site Name	Settlement / Growth Zone	Minimum Units in plan period	Indicative Affordable Housing Requirement		Delivery timescale Year 1-5 Year 6-10 Year 11-15	Units beyond the plan period	Area (ha)	Potential for self build?
				Unit Number	Percentage (%)				
HSG/152/LDP2/1	South of Bro'r Dderwen	Clunderwen	27	1	5	MT	27	2.71	
HSG/025/LDP2/1	Adjacent to Cosheston VC School	Cosheston	13	1	10	ST/MT	0	0.63	
HSG/028/00012	OS 7445, North of the Forge	Croesgoch	13	0 (off-site contribution)	5	ST/MT	0	0.67	
HSG/029/00014	Opposite Woodholm Close	Crundale	13	1	10	ST	0	0.51	
HSG/029/LDP2/1	West of Ashford Park	Crundale	19	1	10	ST	0	1.77	
HSG/033/LDP2/1	South West of Eglwysrw School	Eglwysrw	12	0 (off-site contribution)	5	LT	13	1.23	
HSG/035/LDP2/1	Between Moorland Road and St.Clements Park	Freystrop	18	1	10	LT	22	2.03	
HSG/042/00013	North of Cartref	Hermon	16	0 (off-site contribution)	5	ST/MT	0	0.78	
HSG/043/LDP2/1	Adjacent to Brackenhurst	Hill Mountain	23	2	10	LT	0	1.16	
HSG/046/LDP2/1	Land at West End Cottages	Hundleton	13	1	10	MT	0	0.65	
HSG/047/00018	North of Sunnyside	Jeffreyston	14	1	10	ST/MT	0	0.7	
HSG/049/LDP2/1	West of Brookfield Close - northern parcel	Keeston	23	2	10	MT	0	1.17	
HSG/057/LDP/01	Adjacent to Glan Preseli	Llanddewi Velfrey	10	1	10	MT	0	0.5	Y
HSG/060/LDP2/1	Adjacent to Maesybryn	Llandissilio	37	37	100	MT	0	1.84	

Site Ref	Site Name	Settlement / Growth Zone	Minimum Units in plan period	Indicative Affordable Housing Requirement		Delivery timescale Year 1-5 Year 6-10 Year 11-15	Units beyond the plan period	Area (ha)	Potential for self build?
				Unit Number	Percentage (%)				
HSG/066/LDP2/1	East of Hazelbank	Llanstadwell	10	1	10	LT	0	1.04	
HSG/081/LDP2/1	West of Globe Inn	Maenclochog	26	2	10	ST /MT	0	1.32	
HSG/097/LDP/01	North of The Paddock	Penally	8	2	25	ST/MT	0	0.29	Y
HSG/099/LDP2/1	Land at Coppins Park	Pentlepoir	10	2	25	LT	0	0.49	Y
HSG/015/LDP2/24	Former NP Caravan Site	Sageston	100	10	10	MT	0	3.36	
HSG/119/LDP2/1	Adjacent to Cornerways	Simpson Cross	11	1	10	ST/MT	0	0.72	
HSG/120/00018	North West of Wesley Way	Spittal	14	1	10	MT/LT	0	0.61	
HSG/123/LDP/01	North of Parsons Green	St Florence	26	2	10	MT/LT	0	0.86	
HSG/132/LDP/01	South of the Boars Head junction	Templeton	28	5	20	ST	0	1.13	
HSG/132/LDP2/1	West of Kings Park Farm	Templeton	12	2	20	MT	0	0.61	
HSG/135/LDP2/1	North of Bulford Road Bypass	Tiers Cross	6	0 (off-site contribution)	10	MT	0	0.28	Y
HSG/149/LDP2/1	Land at Ford Farm	Wolfscastle	12	1	10	MT	0	0.61	
Service Villages Total			650				80	35.06	
Service Villages Total as a percentage of Total Allocations			18%				24%	24%	
Housing Allocations Total			3525				333	144.68	



- 5.80 Minimum numbers of units identified for each site are indicative and based on an identified developable area (required green spaces including hedge row buffers have been excluded from the figure). Developers will be expected to demonstrate that they are providing a mix of housing types, to cater for changing patterns in household size in accordance with the information in the most recently published Local Housing Market Assessment (see policy GN 13 Housing Mix, Space standards and requirements for Lifetime Home Standards).
- 5.81 An indicative requirement for affordable housing has been identified, based on testing of viability.
- 5.82 Where site owners have identified that they would support the development of a site for self-build and the site is suitable for such a development, the potential for this has been identified in the table.
- 5.83 Further information relating to the delivery of allocated development sites, including information on phasing, is included in the Development Sites and Infrastructure SPG.

**GN 15 Small sites target**

The small sites target for Pembrokeshire is **1568** over the plan period of 2017-2033 (98 homes per year).

- 5.84 Planning Policy Wales (Edition 10) notes that to assist in broadening the housing delivery options and enable the provision of housing by RSLs, SMEs and the custom and self build sector, planning authorities should set a locally determined target for the delivery of housing on small sites. To facilitate this, Pembrokeshire County Council will maintain a register of suitable sites which gain planning permission but which fall below the threshold for allocation in the development plan.
- 5.85 The Small sites target is based on typical historic windfall delivery on sites of less than 5 properties and assumes a delivery figure of 1374 properties between 2019 and 2033, translating to 98 homes per year. Following on from the Annual Housing Survey each year PCC will update and publish a register of small sites with planning permission.

**GN 16 Local Needs Affordable Housing**

Local needs affordable housing will be sought on all housing developments. Indicative targets for provision on allocated sites are set out in Policy GN.13, and on unallocated sites the provision shall be as follows:

1. In Towns, Service Centres and Service Villages a percentage in line with the Affordable Housing SPG will be affordable.
2. In Local Villages and Cluster Villages 50% of the dwellings proposed will be affordable.
3. In Hamlets with 20 dwellings or more 50% of dwellings will be affordable; in Hamlets with less than 20 dwellings all new dwellings must be affordable

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

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

5.86 The need for affordable housing is acute in Pembrokeshire, evidenced by housing waiting list data, Local Housing Market Assessments and Community Council surveys. The Welsh Government has made the delivery of affordable housing a priority for the planning system, and a community's need for affordable housing is a material planning consideration. It is anticipated that at least 2000 new affordable homes will be provided over the Plan period.

5.87 The authority will seek a material or financial contribution to affordable housing from all new open market housing developments in order to maximise the delivery of affordable housing in an effort to meet the existing and newly-arising need. Conversion proposals are excluded from such provisions on the basis of viability constraints. Where the site is large enough the developer will be expected to provide affordable housing on-site, in accordance with percentage targets stated in GN.14 (for housing allocations) or GN.16 above (for windfall sites). These targets are derived from housing viability tests and form an indicative target. The viability tests, conducted as evidence for the LDP, have regard to unique site characteristics and allow for changes to the state of the economy and the economics of development. Where a developer can demonstrate that the expected percentage is not deliverable, they may negotiate with the LPA to ensure delivery of a reasonable number of affordable homes, which contribute to meeting the need for affordable homes in Pembrokeshire. In Local Villages the objective of residential development is to meet the need for more affordable homes in rural areas and

therefore concerns over the viability of development do not justify any relaxation of the policy.

5.88 If on site provision is impractical, for example on small scale developments or where through 'rounding' a large site is left with a fraction of an affordable dwelling to provide, the Council will seek a commuted sum contribution to support off site affordable housing provision.

5.89 The Authority will not accept piecemeal development of large sites, whether allocated or otherwise, as a means of avoiding the requirement for affordable housing. Affordable Housing SPG contains important details of tenure and type of affordable housing sought by the authority. It also establishes how the contribution percentage rate may be adjusted and how a commuted sum will be applied. The affordable housing target in the SPG will generally be in line with the percentage identified for allocations within that settlement. This will be varied where an allocation has abnormal costs related to it, or where there are variations in house market areas within a settlement. Typically the windfall percentage demonstrated as deliverable in settlements across the Plan area is identified as 10%, but on very large windfall sites of 100 or more units, this is 15%. This percentage will be applied in Service Villages, Service Centres, the Rural Town and Urban Settlements without allocations.

**GN 17 Exception Sites for Local Needs Affordable Housing**

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

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

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

5.91 Further information is provided within national policy (See PPW para 4.2.34).

5.92 It is expected that the majority of affordable housing will continue to be provided by Registered Social Landlords and the Council through its Housing Revenue Account build programme, but other local organisations such as self-build groups and community land trusts may also play a role in delivery provided that the dwellings remain affordable for local people into the future. Community Land Trusts (CLTs) range in size, can be rural or urban, and provide a variety of housing tenures as well as other community facilities, such as workspaces, energy generation, community food and farming. They allow a form of community-led housing which holds land collectively in a not-for-profit trust and ensures affordability in perpetuity through a Section 106 agreement, tying the cost of houses to local income rather than to the property market. CLTs act as a long-term solution to ensure that people who genuinely need affordable housing have access to such housing by retaining an equitable interest in any homes sold.

**GN 18 Specialist and Supported Accommodation**

New, or extensions to existing, specialist or supported accommodation will be permitted where a need has been identified and when the following criteria are met

1. New facilities are within or well related to a Settlement Boundary, or involve the adaptation or conversion of an appropriate existing building
2. Extensions to existing buildings are of a scale and nature compatible with the original building and its location
3. In all instances access arrangements allow for the safe movement of pedestrians, cars, emergency, delivery and service vehicles

5.93 Pembrokeshire has a growing ageing population. It is estimated that by 2033, 32% of the population will be over the age of 65<sup>24</sup>. This policy aims to ensure that specialist and supported accommodation is provided to meet the needs set out within the 'Assessment of Specialist Housing and Accommodation Need for Older People in West Wales, November 2018' and 'Housing and accommodation needs assessment for people with learning disabilities in West Wales to 2037', 2018, and any updates during the plan period. Specialist and supported accommodation includes housing for older people, housing with care, residential care and nursing care. The following table shows the overall estimated net need for older people (shortfall in units/beds) to 2035. Many people living in specialist older persons housing will need accessible and wheelchair adapted homes. It is estimated that around a quarter of older people living in specialist housing will need wheelchair adapted homes. Specialist accommodation is also required to support people with learning disabilities, younger people, or people who are homeless or vulnerable. Whilst estimated levels of need are known for older people and people with learning disabilities, this policy will apply to all vulnerable groups where a need for the development is accepted by the Council.

Figure 4 Estimate net need (shortfall in units/beds) to 2035<sup>25</sup>

	<b>Area 1 North West</b>	<b>Area 2 South West</b>	<b>Area 3 South East</b>	<b>Area 4 North East</b>	<b>Total</b>
Housing for Older People	318	232	303	287	1140
<i>For rent</i>	191	163	151	172	677
<i>For sale</i>	127	70	151	115	463
Housing with Care	56	50	97	7	211
<i>For rent</i>	34	35	49	4	122
<i>For sale</i>	23	15	49	3	89
Residential Care	62	61	19	57	199
Nursing Care	109	180	25	128	443

<sup>24</sup> [Pembrokeshire Demographic Forecasts](#), July 2018 Table 2.

<sup>25</sup> [Assessment of Specialist Housing and Accommodation Need for Older People in West Wales, November 2018](#)

5.94 The overall trend has been to shift care provision from institutional settings towards more independent housing that integrates housing and support for older people into the community. Housing should meet aspirational needs for all forms of housing for older people, where older people can stay close to friends and family, and the informal networks they provide and where their independence can be preserved.

5.95 The identified need can be provided through public or private facilities, and in all cases consideration will be given to how the development complements the character of the local area, protects the amenity of local residents, and provides opportunities for residents to access local facilities.

5.96 Accommodation for people with learning disabilities<sup>26</sup> currently accommodates 421 adults aged 18+ in Pembrokeshire. This population is estimated to grow to 473 by 2037. Predicted need is for an overall increased need for an additional 57 housing /accommodation units by 2027 and 119 by 2036 as follows -

Figure 5 Predicted Need for Accommodation for people with learning disabilities

Accommodation / housing type	Provision at 2017	Net requirement by 2027	Net additional requirement by 2037	Overall need
Residential care places	92	76 places (- 16)	47 places (-29)	-45
Shared Lives placements	18	36 placements (+18)	57 placements (+21)	+39
Supported housing / supported living arrangements	110	143 units (+33)	175 units (+32)	+65
Mainstream housing with care	56	62 units (+6)	71 units (+9)	+15
Overall need for Housing/ accommodation units	276	+57	+62	+119

5.97 Increased housing options for people with a learning disability, autism, or both is intended to enable access to the right accommodation with care and support provided to offer sustainable solutions. The aspiration is again to move away from institutional type care into more community focused solutions.

<sup>26</sup> [Housing and accommodation needs assessment for people with learning disabilities in West Wales, 2018](#)



### GN 19 Specialist and Supported Accommodation Allocations

Land is allocated for additional facilities at:

Site Reference	Site Name	Area (hectares)	Facility allocated
SSA/089/01	Park House, Tenby	2.54	Extra care facility for older persons
SSA/089/LDP2/02	Park House, Tenby	0.25	Residential / Nursing facility extension.
SSA/135/LDP2/01	North of Bulford Road Bypass, Tiers Cross	0.44	Older persons care facility / people with learning disabilities.
SSA/088/LDP2/01	Redstone, Narberth	1.97	Older persons care facility

5.98 As set out in Policy GN 18 there is substantial identified need in Pembrokeshire for Specialist and Supported Accommodation. The allocations identified in the Local Development Plan will contribute towards meeting this identified need.

### GN 20 Gypsy and Traveller Sites and Pitches

Proposals for new permanent or transit Gypsy and Traveller sites or pitches, or extensions to existing authorised sites outside settlement boundaries, will only be permitted where

1. It has been demonstrated that no suitable site or pitches are available within settlement boundaries or closer to settlement boundaries, including at existing authorised and permitted sites;
2. It is sustainably located for access to existing community, social, education and other services;
3. It is sensitively sited within the landscape; and
4. It is appropriate in scale to the local community and would not have a significant adverse impact on local amenity.

5.99 Settlement boundaries provide sequentially preferable locations for the development of gypsy and traveller sites and pitches. Outside of settlement boundaries, applicants must demonstrate that there are no sequentially preferable sites within or closer to settlement boundaries. Proposals for new sites or extensions to existing authorised sites must have good access to services particularly primary schools and doctors surgeries by means other than the private car. Active travel routes and access to public transport will be key to deciding whether a site has good access to services and is in a sustainable, viable location for connection to services including water, waste water disposal and collection.

5.100 Sites will also be considered in context and in relation to the local infrastructure, population size and density to ensure they are in proportion to local settled communities. Site design must combine a layout which meets the needs of the inhabitants of the site, meet standards for pitch separation<sup>27</sup> and satisfactorily mitigates the impact of the proposal on the landscape.

5.101 Additional material considerations include whether the proposal would contribute to any local need for Gypsy and Traveller accommodation identified within the Pembrokeshire 2019 Gypsy and Traveller Accommodation Assessment (GTAA 2019), or any subsequent updates. The GTAA identifies an additional need for 14 pitches between 2019 and 2024. Over the plan period to 2033, this need is expected to rise to 56 pitches. There is however, increased uncertainty over such long periods of time, and as there is a requirement to undertake a review of the Gypsy Traveller Accommodation Assessment every five years will ensure that a far more accurate assessment of need is understood from 2024.

<sup>27</sup> 'Designing Gypsy and Traveller Sites' Welsh Government May 2015  
<https://gov.wales/designing-gypsy-and-traveller-sites>

- 5.102 The Council has not been able to identify suitable sites for allocation within the Plan, but will instead rely on this criteria based policy to meet existing and emerging need over the Plan period. Pembrokeshire County Council has an extremely strong record of approving private pitches. The 2019 GTAA notes that 55 pitches had gained planning permission in Pembrokeshire since the first GTAA was produced in 2010, of these 40 were on private sites. The Council is therefore confident that a criteria based policy represents an effective mechanism of meeting need.
- 5.103 This policy seeks to enable the provision of culturally appropriate accommodation of static and touring caravans. Proposals for bricks and mortar accommodation at a Gypsy and Traveller site or pitch will be resisted as this would materially reduce the availability of culturally appropriate accommodation to the community.

**GN 21 Telecommunications and Digital Technology Infrastructure**

Proposals for telecommunications and digital technology infrastructure will be permitted where:

1. The proposals will contribute towards future proofing of development and regeneration proposals, form part of the planned development of a wider network and / or will improve coverage in areas where provision is limited or absent; and
2. Where feasible, the proposals take advantage of opportunities for sharing of masts and sites.

5.104 Electronic communications are a critical element of modern day life for people and for businesses. They ensure that people are connected to one another and to the businesses that provide them with services. There is an expectation that telecommunications will be reliable, fast, geographically inclusive and based on secure networks. Planning Policy Wales Edition 10 explains that Welsh Government has an objective to offer fast and reliable broadband to every property in Wales and to support the provision of mobile infrastructure throughout Wales.

5.105 In a Pembrokeshire context, broadband provision is improving and will continue to evolve with the roll-out of fibre broadband across the County. Mobile network coverage in the County has potential for improvement, as there are still locations with poor coverage and in a few cases no coverage at all.

5.106 The Swansea Bay City Deal's Internet Coast project will help to improve the provision of electronic communications infrastructure across SW Wales, including Pembrokeshire. The Draft National Development Framework notes that Mobile Action Zones will be identified across Wales, however the location of these has not yet been published.

5.107 Many aspects of electronic communications infrastructure benefit from permitted development rights, which mean that separate planning applications do not have to be made where certain types of network upgrade are proposed. Notwithstanding this, some aspects of infrastructure upgrade will require planning permission and Welsh Government therefore asks Local Planning Authorities to make an appropriate policy provision in their LDPs.

5.108 Pembrokeshire County Council has therefore prepared this criteria-based policy, which is of an enabling nature, subject to certain stipulations, including those relating to landscapes and townscape, including potential impacts on National Park locations. Alongside this policy, Policy GN 1 General Development will be critical in assessing how all proposals impact on amenity and landscape. Policy GN 22 Protection and Enhancement of the Historic Environment will also be an important consideration.

## RESOURCEFUL COMMUNITIES GENERAL POLICIES

### GN 22 Protection and Enhancement of the Historic Environment

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

- 5.109 Pembrokeshire has a rich and varied historic environment made up of architectural, historical and archaeological features that are integral to its quality and distinctiveness. The historic environment enhances quality of life, forging cultural identity and community cohesion and is a major asset to Pembrokeshire's visitor economy. This policy builds on national policy, to draw attention to the scale and significance of these assets within Pembrokeshire and to protect, preserve and enhance these features and designations. It ensures that Pembrokeshire's historic environment including formally designated sites together with buildings and features of local importance and interest, and their setting, are appropriately protected and enhanced. Development that may detrimentally affect the character or integrity of such areas will not be permitted.
- 5.110 The special qualities of the historic environment can be derived from numerous other factors, in addition to those listed in formal designations, such as the form, scale or grouping of buildings; vistas and visual composition of the townscape/landscape; architectural detailing; building materials; trees and other landscape features. Many of these features make an important contribution to the character and appearance of local communities. Pembrokeshire's towns and villages contain many buildings that are of local importance and which make a significant contribution to the character and quality of the local area. The Council will seek to ensure that necessary change is accommodated without sacrificing the essential integrity, coherence and character of the landscape and will have particular regard to potential developments that, alone or in combination, would have a significant impact on landscapes included in the Register of Landscapes of Historic Interest in Wales.
- 5.111 In assessing development that may affect archaeological remains the Council will take into account:
1. Information (including from the Historic Environment Record (HER), held by Dyfed Archaeological Trust) on the character, extent and importance of the remains,
  2. The extent to which the proposed development is likely to impact upon them,
  3. The means of mitigating the effect of the proposed development by redesign to achieve physical preservation in situ.
- 5.112 Areas and sites of national significance are protected by national policy including Listed Buildings, Conservation Areas, Scheduled Ancient Monuments, Landscapes of Historic Interest and Historic Parks and Gardens. In addition to national policy adopted Conservation Area Character Appraisals will also be a

material consideration when determining planning applications. The council will prepare Supplementary Planning Guidance in relation to the historic environment.

### GN 23 Community Facilities

A The development of new community facilities will be permitted where proposals are located within or well related to the community they are intended to serve and are accessible by public transport, walking and cycling.

B Extension(s) or enhancements to existing community facilities will be permitted provided the facility is appropriately located to meet the needs of the community it is to serve or enhancements to accessibility are proposed.

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

1. It can be demonstrated that the continued use of the facility has been shown to be no longer viable and alternative solutions to support the long term use of the facility for the community have been adequately explored; and
2. The premises is vacant and has been actively marketed for its existing use for a minimum of six months; and
3. It can be demonstrated that the facility is surplus to the requirements of the community which remains served by well-located adequate alternative provision; or
4. A suitable replacement facility is to be made available.

5.113 The retention and improvement of community facilities contributes to the well-being of communities through a healthier Wales and a Wales of cohesive communities (Well being of Future generations (Wales) Act 2015) and is supported where they are sustainably located to serve the local community.

5.114 The loss of community facilities is not permitted unless there is adequate alternative provision which is well located to serve the local community and which is accessible by public transport, walking and cycling. In some cases, community facilities will be no longer viable and in such cases it should be demonstrated that alternative options to enable the community facility to continue to operate have been explored. This could include community ownership schemes.

5.115 Community facilities are services and facilities which are locally orientated and predominantly serve the local community. They support the social, health or economic well-being of the area and provide opportunities for social interaction between people.

5.116 For the purposes of this policy, community facilities include community halls, centres and meeting places, community learning and educational facilities, leisure centres, libraries and youth centres, religious facilities and places of worship, local and village shops, post offices, play grounds and sports facilities, public houses, allotments, healthcare and health facilities, rural petrol filling stations and launderettes.



5.117 The South West Wales Regional Retail Study Feb 2017 identified that there is no need to allocate for additional convenience retail floorspace within Pembrokeshire. No allocations are therefore made for food stores.

5.118 The study identifies that there is capacity for comparison goods floorspace and the following table identifies the need anticipated for each main town up to the end of the plan period, taking into account existing commitments. There is less certainty about the level of need over such a long period of time, and since need upto 2031 is less than 1,000 sq m (0.1Ha) net, this is not allocated within the plan. It is anticipated that need will be taken up through redevelopment opportunities within centres, and in accordance with national planning policy.

Figure 6 Comparison Floorspace Need.

	Net floorspace capacity – comparison goods sq. m (Ha)	
Retail Centre	By year 2031	By year 2036
Haverfordwest	735 sq m	2,916sq m
Milford Haven	-	-
Pembroke	137	217
Pembroke Dock	330	713
Fishguard	172	273
Narberth	-	-

The need identified is square metres net and assumes a net / gross ratio of 70%.

**GN 24 Community Facility Allocations**

The following sites are allocated for community facilities:

Site Reference	Site Name	Proposed Use	Area (ha)
CF/040/01	New Primary School, Slade Lane, Haverfordwest	Primary School	5.86
CF/095/LDP2/01	Welsh Medium Primary School, Pembroke	Welsh Medium Primary School	2.14
CF/095/LDP2/01	Adjacent to Lamphey School	School extension and car park	0.33

5.119 The sites above have been identified in order to address a shortfall of provision in educational facilities within the Plan area.

### GN 25 Retail and Commercial Centre Development

- A. Within defined town centres, development will be permitted where:
  - 1. It forms a retail, commercial or community use which enhances the vitality and viability of the town centre and is compatible with regeneration strategies; and
  - 2. The loss of a shop unit (A1 use class) within the Primary Retail Frontage, would
    - I. Bring a vacant shop unit into active commercial or community use, which has been actively marketed as a shop for at least six months; and
    - II. it would not create or contribute to an unacceptable balance and distribution of non-A1 uses within the frontage or group of frontages, and
    - III. retain a shopfront, or
    - IV. implement a regeneration strategy
  - 3. It does not introduce residential use at the ground floor within Primary or Secondary Retail Frontages.
- B. At Local Centres proposals for commercial or community use, which are well related to existing facilities, accessible by a range of travel options, including for pedestrians and cyclists, and of a scale compatible with the role and function of the centre will be supported.

5.120 Where mixed use units are proposed within the Primary Retail Frontage, proposals which retain A1 use at the street frontage and which dominate the ground floor floorspace will be acceptable.

5.121 The balance and distribution of non-A1 uses can have a significant effect on the retail role of primary frontages and complementary uses, including cafes and restaurants will be supported where they do not cumulatively undermine the retail character and role of a Primary Retail Frontage. Considerations will include whether the use would enhance the vitality and viability of the centre and the well-being of residents and visitors, provide an active shopfront during normal shopping hours, reduce long term vacancy and contribute to a sense of place.

5.122 Concentrations of units operating solely as fast food take-aways are unlikely to support the well-being of residents or visitors. The well-being of residents and visitors includes their mental and physical health and is intended to support the well-being goal of 'a healthier Wales' by ensuring that uses which can encourage choices which do not support well-being do not become over-concentrated within Primary Retail Frontages.

5.123 Primary and Secondary Retail Frontages establish the core commercial areas of town centres, and whilst ensuring that opportunities remain for shops to establish in core areas, recognise that changes to shopping habits and technology mean that town centres must seek new roles and encourage a wider range of uses in order to maintain vital and viable places for communities and

visitors. There are town and local centres which have higher than national average vacancy rates for commercial properties. In some cases, the authority will seek to manage the decline of such centres by allowing commercial property at the periphery of town centres to be released into residential use. This approach would help to manage the decline of some centres and introduce residential use in sustainable locations.

### GN 26 Out-of-Centre Retail and Commercial Development

To ensure that retail and commercial development is appropriately located and does not undermine the retail hierarchy set out at SP 14 'Retail Hierarchy', retail and commercial developments outside defined centres will only be permitted where

1. No sequentially preferable sites are suitable and available; and
2. A quantitative or qualitative need has been demonstrated; and
3. The impact of the proposal would not, either by itself or in combination with permitted or allocated retail developments, undermine the vitality or viability of retail centres
4. If located at a local retail centre proposals are of a scale and nature compatible with the role and function of the centre.

This policy does not apply to community facilities located within the community it is seeking to serve (see policy GN 23 Community Facilities) or proposals which implement up-to-date Regeneration Strategies endorsed by the authority.

- 5.124 This policy seeks to implement the Welsh Government's centres first approach for retail and commercial development. All proposals for uses, including retail and complementary uses, should demonstrate a sequential approach to site selection where sites and premises within town centres are considered first, following by edge-of-centre locations and finally out of centre locations. Centres forming part of the sequential test should be agreed with the authority prior to submission of any planning application. Retail and all other uses complementary to retail and commercial centres include financial and professional services, food and drink, offices, hotels, educational and other non residential establishments, leisure, launderettes and theatres. Some educational, healthcare and community uses should however be located close to the communities they serve. A key consideration will be the proposals acceptability under GN 1 'General Development Policy'.
- 5.125 A proportionate approach will be taken to the demonstration of need and impact. Major retail and commercial developments are considered to be proposals above 500 sq. metres net additional floorspace either within a single proposal or where cumulative proposals have come forward since the initial development. Major retail and commercial developments will be required to demonstrate that there is a need for the proposal and where is a need (either quantitative or qualitative), then a Retail Impact Assessment will be required. For proposals of less than 500 sq. metres, developers must demonstrate that there will not be a significant impact on similar stores within nearby centres, and that there is a need for the proposal.

## TACKLING RURALITY GENERAL POLICIES

### GN 27 Farm diversification

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

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

5.126 It is important to sustain economic activity in rural communities whilst protecting the character of the landscape and diversification can help strengthen the rural economy, bringing additional employment and prosperity to communities. Planning Policy Wales encourages a constructive approach towards agricultural development proposals, especially those which are designed to meet the needs of changing farming practices or are necessary to achieve compliance with new environmental, hygiene or welfare legislation.

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

5.128 Government planning policy advises that farm diversification is an economic diversification proposal on a working farm which is subject to planning control. A working farm is one which is involved in the husbandry of land or animals as a means of gaining income. Farm diversification proposals are likely to be small scale offering supplementary income thereby helping to sustain the viability of that farm and may include livestock and crop processing, tourism projects, farm shops, and making and selling non agricultural products. Diversification can also include renewable energy proposals such as anaerobic digestion facilities or solar and wind installations, which will help to increase the viability of rural enterprises by reducing energy costs (these are dealt with under Policy GN 4). When a farm diversification proposal is submitted the applicant should provide

additional information to justify the proposal. A brief explanation of some or all of the following will be expected:

- the farm's history,
- the need for new buildings and why existing ones are not suitable,
- the relationship between the farming activity and the proposed diversification or any longer term needs for expansion.

5.129 The scale of development will also form a key consideration in determining the compatibility of proposals with the locality, with those deemed inappropriate to a countryside location being directed to employment sites provided for in the Plan. If evidence demonstrates that a farm is no longer a working farm or the proposal to diversify would in effect result in the business no longer being a working farm, then the proposal will be treated against the other employment policies of the Plan and the Plan's conversion policies as appropriate.



**GN 28 Conversion or Change of Use of Agricultural Buildings**

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

For employment related activities (excluding holiday accommodation):

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

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

1. The building is traditional in nature and character;
2. The building is physically capable of accommodating the new use and any associated requirements without extensive alteration, expansion or rebuilding;
3. Any necessary alterations are kept to a minimum, can be carried out without adversely affecting the character of the building or its setting, and are in matching and/or sympathetic materials and respect the surrounding landscape; and
4. Outside storage, new services, access works, fences, walls or other structures associated with the use of the building and its curtilage can be provided, without harming the landscape setting or the character of the building.

5.130 Pembrokeshire is a rural County and as such there are many traditional buildings outside the main settlements whose character and appearance contribute significantly to the County's distinctive landscape, history and sense of place. Planning Policy Wales and Technical Advice Notes 6 and 23 encourage a positive approach to the conversion of rural buildings for business re-use. This policy enables the re-use of agricultural buildings in appropriate circumstances and distinguishes between instances where existing agricultural buildings may be converted to employment use, and where it may be acceptable for more traditional buildings to be converted to residential or holiday accommodation or livework units, all of which can support the local economy and help retain cultural assets which may not be viable to retain otherwise.

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

and not seek piecemeal development. The impact of the development on the vitality and viability of nearby settlements will also be a relevant consideration.

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

5.133 TAN 23 recognises that LPAs may wish to prioritise employment use over residential. This policy recognises the economic, cultural and social benefits of allowing traditional buildings to be converted to employment use or residential use in appropriate circumstances. When considering the conversion of agricultural buildings to residential uses, or live-work unit(s), the building must be traditional in character and domestic in scale, structurally sound, of permanent and substantial construction and capable of conversion without major or complete reconstruction.

5.134 Traditional agricultural buildings are defined as:

- Those constructed of locally produced materials, the use of which is longstanding in the area, (normally implying walls of locally dressed stone or of clom construction, but may also include brick buildings);
- Those which generally reflect the original use in the building (in many such cases design will complement the original purpose); and
- Those which are substantially in their original form (although buildings where an original thatched roof has been replaced with a later slate or corrugated metal roof may be regarded as traditional). Such buildings will generally be of some considerable age, most being pre-1949 in origin.

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

**GN 29 Marinas**

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

- 1 The proposals are located within or adjoining an existing settlement;
- 2 The proposals would not have a significant detrimental impact on the landscape character, the coast or on important townscapes;
- 3 Ancillary proposals will not undermine the vitality or viability of facilities and services in existing settlements; and
- 4 The proposals would not conflict with the sustainable management of the coast.

5.136 Welsh Government policy, as set out in Planning Policy Wales, Edition 10, says that development should not normally be proposed in coastal locations, unless it needs to be on the coast. It adds that undeveloped coastal areas will rarely be the most appropriate location for development.

5.137 In Pembrokeshire, much of the coastline is located within the Pembrokeshire Coast National Park and hence is outside the jurisdiction of this Plan. However, there are some parts of coast that are within the Council's planning area, including a small area of land east of Amroth, land in the Fishguard and Goodwick area, including that adjoining Fishguard Harbour and significant sections of the Milford Haven Waterway and the Daugleddau, including land at and around Milford Haven and Pembroke Dock towns.

5.138 The marine areas adjoining Pembrokeshire, including the Haven Waterway, are of great importance for nature conservation and many locations are also of landscape significance, including all those in the National Park. The Pembrokeshire coast is also experiencing changes as a consequence of climate change, which is contributing to rising sea levels and to increasing frequency of extreme weather events.

5.139 Notwithstanding the above, Welsh Government recognises the important contribution that marinas make to the visitor economy of Wales (Welsh Assembly Government Coastal Tourism Strategy, 2008). A supply of berths and associated services, at intervals around the Welsh coast, is seen as being desirable to facilitate maritime leisure travel.

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

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

- 5.141 GN 39 Protection and Enhancement of Biodiversity will be particularly relevant to any marina proposals with potential to impact on internationally or nationally important nature conservation sites. In particular this refers to the Pembrokeshire Marine SAC, the Cardigan Bay SAC and the Carmarthen bay and Estuaries European Marine Site. Marina proposals are sometimes outside planning jurisdiction, which normally finishes at the Mean Low Water Mark (although there is an exception around Pembroke Dock, where that jurisdiction extends to the mid channel marker). However, most proposals will have landward implications for access and service provision, which will fall within Local Planning Authority jurisdiction. These aspects of development proposals will frequently require Environmental Impact Assessment. Some such projects may also require Habitats Regulations Assessment. Many aspects of marina proposals will additionally require consideration under other consenting regimes.
- 5.142 In evaluating marina proposals, account should also be taken of the policies and proposals of the relevant Shoreline Management Plan (SMP). There are two SMPs affecting the coastal areas around Pembrokeshire and details of their provisions are hosted on Pembrokeshire County Council's website.

### GN 30 Transport Routes and Improvements

A. Improvements to the transport network (new or improved major and minor roads, rail network improvements, cycleways, multi-use / shared use paths, sites for park and ride schemes and roadside service areas) will be permitted where:

1. The choice of route and / or site minimises the impact on the built and natural environment, landscapes and property; and
2. Permanent land-take is kept to the minimum that is consistent with good design and high quality landscaping; and
3. In the case of roads, cycleways, multi-use / shared use paths and park and ride, the scheme will help to improve road safety; and
4. In the case of roads, a full range of practicable solutions to the transport problem has been considered and road enhancement provides the optimum solution; and
5. In the case of roadside service areas, the scheme must adjoin the strategic road network, focus primarily on serving motorists' and other travellers' needs, not impede the movement of strategic traffic and not undermine the retail provision in town centres, local centres or villages.

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

Reference	Scheme Type	Scheme Name	Location
TS/LDP2/01	Road	Llanddewi Velfrey – Penblewin A.40 trunk road Bypass	Llanddewi Velfrey - Penblewin
TS/LDP2/02	Road	Blackbridge Access and Waterston Bypass	Blackbridge - Waterston
TS/LDP2/03	Road & Footpath	Well Hill improvement, Pembroke	Well Hill - Pembroke
TS/LDP2/04	Public Transport Interchange	Milford Haven public transport interchange	Milford Haven Train Station
TS/LDP2/05	Public Transport Interchange	Haverfordwest bus & rail interchange	Haverfordwest Train Station
TS/LDP2/06	Shared Use Path	Haverfordwest to Narberth Shared Use Path	Haverfordwest - Narberth
TS/LDP2/07	Public Transport Interchange	Pembroke Dock train station car park extension	Pembroke Dock Train Station

- 5.143 This policy has two elements. The first is to provide a criteria-based approach for the evaluation of new transport schemes. The second is to identify the main proposals in the Plan area for improvements to the transport network and, wherever the routes for these are known, to safeguard them from other developments that might compromise their implementation.
- 5.144 The identified transport schemes include those programmed by Welsh Government, national transport network providers and, at a local level, by the County Council. As well as being programmed, the schemes identified are those which have a funding mechanism identified and that are likely to be implemented during the Plan period. Wherever known, the safeguarded routes / sites are shown on the Proposals Map. Appendix 4 to this Plan sets out the programming details for the identified schemes.
- 5.145 A key source of information for the programming is the Joint Transport Plan for South West Wales for 2015 to 2020 (JTP). This was prepared in partnership by Carmarthenshire County Council, Neath Port Talbot County Borough Council, City and County of Swansea and Pembrokeshire County Council. Where it is known that details in the JTP have changed since publication, appropriate updates have been made.
- 5.146 A Wales Transport Strategy has been prepared by Welsh Government, this providing a strategic policy framework for transport throughout Wales to 2030. Guidance to Local Authorities will follow on preparation of Joint Transport Plans, set in the context of this Strategy document. This will provide a basis for review of the current Joint Transport Plan for South West Wales.
- 5.147 The proposals safeguarded by this Plan should be viewed in conjunction with Figure 5, which identifies the key transport routes to support the transport policies and defines a strategic road network, in accordance with the requirements of Technical Advice Note (Wales) 18 on Transport and also reflecting the provisions of the Joint Transport Plan for South West Wales and the principles underpinning Active Travel.
- 5.148 It is not appropriate for this Plan to identify aspirational proposals where there is no certainty of implementation within the Plan period. Nor can it safeguard the routes of any transport proposals whose implementation is not anticipated within the Plan period.

**GN 31 Working of Minerals**

Proposals for the working of non-energy minerals, for the extension of existing mineral working sites, and for temporary borrow pits, will be permitted where:

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

Proposals for working of energy minerals will be determined in accordance with Welsh planning policy and guidance.

The following site(s) are allocated for the future extraction of non-energy minerals:

Site reference	Site name	Mineral	Area (hectares)
MN/000/LDP2/001	Trefigin Quarry extension	Sand & Gravel	9.3
MN/000/LDP2/002	Pallau & Mount Farm	Sand & Gravel	13.31

For sand and gravel, if the allocated sites are unable to provide for future needs, the economic sand and gravel resource defined on the Proposals Map will form an Area of Search for future production sites.

5.149 Welsh Government's minerals policies are set out in Planning Policy Wales edition 10 and in a series of Minerals Technical Advice Notes. These, together with the Regional Technical Statement for Aggregates 1<sup>st</sup> Review (2014) (RTS) provide the context for the policies and proposals in this Plan. The RTS is under review for the second time, with completion expected early in 2020. A draft revised Regional Technical Statement (draft RTS 2) was published for consultation in Autumn 2019. Although that document does not contain a specific requirement for Pembrokeshire to make a terrestrial sand and gravel allocation, it recognises a wider regional requirement for new terrestrial sand and gravel allocations in Pembrokeshire and Ceredigion. The draft RTS 2 also for the first time identifies a very small requirement for Pembrokeshire to make new provision for hard rock quarrying over the Plan period, but notes that this is of so small a scale as to not require an allocation.



- 5.150 The provisions of the Welsh National Marine Plan are also relevant, as there is a sand and gravel wharf in Pembroke Dock, at which is landed marine-won resources from the Bristol Channel.
- 5.151 All minerals development proposals must meet the requirements of policy GN 1 (General Development Policy).
- 5.152 Local Planning Authorities (except in National Parks) are required to maintain landbanks for hard rock (sometimes also referred to as crushed rock) and for sand and gravel. Hard rock is normally land-won, but sand and gravel can be land-won or marine-won.
- 5.153 This Plan takes a joint reserve approach for hard rock, combining PCC and PCNPA resources, perpetuating the existing arrangement. Special consideration may need to be given to sources of high-specification aggregates for use in road surfacing, construction and maintenance and to the size of the landbank for limestone.
- 5.154 A SW Wales regional provision is taken for sand and gravel, to reflect the requirements of the RTS 1<sup>st</sup> Review, which requires four authorities to agree an approach. These authorities are Pembrokeshire, Carmarthenshire and Ceredigion County Councils and the Pembrokeshire Coast National Park Authority. A Statement of Common Ground has been prepared by these authorities with regard to sand and gravel.
- 5.155 The end-date for this Plan is 2033 and therefore the landbank requirement will need to be sufficient to last until 2043 for hard rock and 2040 for sand and gravel.
- 5.156 There is a long-term intention to remove minerals production from the Pembrokeshire Coast National Park, where there is current production of both hard rock and land-won sand and gravel. Current consents will allow minerals production in the National Park to continue for some time into the future. However, new minerals consents in the National Park will only be issued in very exceptional circumstances.
- 5.157 There is a consequential need to find alternative terrestrial production sites for hard rock and for sand and gravel, to replace those in the National Park. For hard rock, these will be found elsewhere in Pembrokeshire (possibly supplemented by resources elsewhere in SW Wales), where the hard rock landbank is of sufficient size to allow this to happen. For sand and gravel, there is no current production in the part of Pembrokeshire outside the National Park, although there are resources that might be capable of economic extraction in the remainder of Pembrokeshire and perhaps also in neighbouring counties in SW Wales.
- 5.158 Two sand and gravel allocations are made in the Plan, to contribute to the regional need.
- 5.159 Some of the sand and gravel resources coming into SW Wales are marine-won. In Pembrokeshire, there is a sand and gravel wharf at Pembroke Dock, at which are landed materials dredged from the Bristol Channel. This wharf is

safeguarded by this Plan for its current use through the provisions of policy GN 32.

- 5.160 A minerals background paper has been published, which provides information that has informed the preparation of the minerals policies of this Plan.
- 5.161 There are two dormant minerals sites in the Council's planning area. There has been no indication, through Candidate Site submissions, of an intention to commence quarrying at either. Hence, they are not allocated for minerals developments by this Plan. The serving of Mineral Prohibition Orders will be considered in each case.
- 5.162 This policy is set in the context of the paragraphs above and the Minerals Background Paper and has two elements. The first provides a basis for consideration of applications seeking permission for extraction on non-energy minerals, specifically hard rock (crushed rock) and sand and gravel. This element of the policy also covers extension proposals at existing working sites and proposals for borrow pits, these being temporary quarries opened up on a short-term basis to meet a specific need for the mineral concerned.
- 5.163 The second element of the policy allocates specific sites for the extraction of non-energy minerals. Two sites are allocated for this purpose by the Plan, in each case for the extraction of sand and gravel. There is an acknowledged shortfall in provision of sand and gravel extraction sites in SW Wales and the allocation of these sites will provide new opportunities to meet needs arising within Pembrokeshire and in adjoining Counties.
- 5.164 Priority is given to the use of recycled and secondary aggregates and development of new sources of supply will only be permitted where it can be demonstrated that no practicable substitute material can be provided at less environmental cost.
- 5.165 Criterion 4 of the policy references a number of important considerations where new mineral working is proposed. These are landscaping, groundwater protection, ensuring a beneficial after-use, restoration and post-closure management of the site, including the progressive restoration of sites where appropriate. There is further information on restoration and aftercare of sites in the Minerals Background Paper.
- 5.166 The Minerals Background Paper also includes a paragraph explaining the importance of transportation considerations in assessing mineral proposals. Wherever feasible, transportation by rail or water is preferred. Where road transport is the only realistic option, then a Traffic Impact Assessment is likely to be required to accompany a minerals planning application.
- 5.167 Surface and groundwater supplies should continue to be protected where quarrying of minerals is proposed. Consideration needs to be given to the potential implications of licencing requirements for quarry de-watering when preparing quarrying proposals.

5.168 There is no current working of energy minerals in Pembrokeshire and no Candidate Sites have been received proposing such a use. The Council has therefore not included a policy in this Plan relating to energy minerals. Should an application for such use be received, the Council will rely on Welsh Government's policy on this matter.

**GN 32 Safeguarding and Prior Extraction of the Mineral Resource**

Known mineral resources of hard rock (including sandstone, limestone, shale and various igneous rocks) and sand and gravel are safeguarded as shown on the proposals map.

New development will only be permitted in an area of known mineral resource where it has first been demonstrated that:

1. Any reserves of minerals can be economically extracted prior to the commencement of the development;
2. Or extraction would have an unacceptable impact on environmental or amenity considerations; or
3. The development would have no significant impact on the possible working of the resource by reason of its nature or size; or
4. The resource in question is of poor quality / quantity.

- 5.169 The Council uses the British Geological Survey (BGS) 2012 minerals safeguarding maps as a basis for safeguarding the economic mineral resource of the Plan area. The safeguarded area excludes settlements, which are defined by Settlement Boundaries for the purposes of preparing this Plan. There is no longer a requirement to safeguard the coal resource, so for this Plan the safeguarding relates to the hard rock resource and the sand and gravel resource of the Plan area.
- 5.170 There is little prospect of extraction of coal being economically viable in the foreseeable future and the resource in Pembrokeshire is also unlikely to be required to supply speciality industrial markets. In that context, and in the absence of any Candidate Sites for coal extraction, the coal resource of the Plan area is no longer safeguarded. A further consideration in reaching this decision is that burning of coal to produce heat would conflict with Welsh policy to achieve low-carbon and eventually zero-carbon aspirations.
- 5.171 Prior extraction of the mineral resource may be required where another type of development is proposed on a safeguarded mineral site. This relates to shallow deposits beneath the site. However, the market demand for the material will be a factor in determining whether prior extraction is feasible. Environmental factors may also be an important consideration on whether to go ahead with prior extraction. It may, for instance, be desirable to retain on-site features of a site, such as trees, hedgebanks, soils, together with the species and habitats that they support. Where sites are protected for their nature conservation importance, prior extraction will not be sought – indeed, it is highly unlikely that any form of mineral extraction would be permitted in such circumstances.
- 5.172 The Council will prepare Supplementary Planning Guidance on prior extraction requirements, taking account of the matters set out in the paragraph above together with the nature and size of the development proposal.
- 5.173 There are very few LDP allocations within the safeguarded mineral resource. In the rare instances in which they do occur, they will take precedence over the

safeguarding requirement. In these cases, prior extraction of the mineral resource will be required where it is appropriate for this to happen.

5.174 The Good Practice Guidance on this topic prepared for LDP 1 will be revised and re-published for LDP 2.

**GN 33 Secondary Aggregates and Recycled Waste Minerals**

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

- 1 The scale of the operation is appropriate to the area in which the source material is found;
- 2 Where a single site is proposed to deal with waste arising from more than one location, that site is, wherever possible, well located in relation to source materials;
- 3 The waste and secondary aggregates products will be transported by rail or water, wherever this is feasible; and
- 4 There is provision for landscaping, groundwater protection, beneficial after-use, restoration and post-closure management of the site, including wherever possible, details of progressive restoration of the site.

5.175 Welsh planning policy makes it clear that, where available, use of secondary aggregates and recycled waste minerals is preferable to the extraction of primary land-won or marine-dredged aggregates.

5.176 Significant quantities of secondary aggregate material is potentially available at sites in south Wales, particularly Aberthaw in the Vale of Glamorgan. What happens at that site and at other major industrial sites in south Wales in the future will be an important consideration in a secondary aggregates context across south and west Wales. However, these sites are generally not particularly close to Pembrokeshire and the cost of processing and transporting the material for re-use will be an important consideration.

5.177 There are some local recycled aggregate producers and secondary aggregate producers in Pembrokeshire, but these are of a small scale in comparison to sites like Aberthaw. However, they may make a local contribution to supply of aggregates. The local sites are listed in an Appendix to the Minerals Background Paper, the information being derived from the latest SWRAWP annual report.

**GN 34 Buffer Zones around Mineral Sites**

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

- 5.178 There is a continuing need to protect existing terrestrial quarry sites and also those using nearby land for other purposes. To achieve this, quarry buffer zones have been established. Such zones are placed around all operational and dormant minerals sites and around allocated sites, at which production has yet to commence. Should Minerals Prohibition Orders be confirmed at the dormant sites, the quarry buffer zones would cease to have effect. The buffer zones have been amended to reflect changes to quarry boundaries approved since adoption of LDP 1 and are shown on the Proposals Map.
- 5.179 The current use of the sand and gravel wharf at Pembroke Dock is also protected, in accordance with Welsh policy.
- 5.180 The reasons for using Quarry Buffer Zones are set out in more detail in the Minerals Background Paper. This explains that within these zones, there should be no new mineral extraction or new sensitive development, although some types of less sensitive development may be possible. There is an exception to this general approach where the site of the new development in relation to the minerals operation is within or on the far side of an existing built up area that already encroaches on the buffer zone.
- 5.181 The minimum distances for quarry buffer zones are recorded in Welsh Government's Minerals Technical Advice Note 1 - Aggregates. For sand and gravel quarries it is 100m and for hard rock quarries it is 200m. There are no active or dormant coal workings in the Plan area. The buffer zones also take account of:
- The size, type and location of the workings;
  - The topography of the surrounding area;
  - Existing and anticipated levels of noise and dust;
  - Current and predicted vibration from blasting operations and availability of mitigation measures; and
  - The mineral being extracted and the nature of the operation.



## PROTECTING OUR ENVIRONMENT GENERAL POLICIES

### GN 35 Green Infrastructure

Development will be required to demonstrate a positive impact on the county's Green Infrastructure network through protection, enhancement and management, or the provision of new Green Infrastructure which strengthens the GI network and connectivity through:

- i) integration of green infrastructure into development proposals;
- ii) maximising the interconnectivity of green infrastructure within and around the site and connections to the wider network; and
- iii) maximising the multi-functionality of green infrastructure

Any loss of green infrastructure will require mitigation and contributions may be sought (see policy GN 3).

5.182 Green Infrastructure assets are natural and semi-natural green spaces which contribute to the county's biodiversity, nature conservation, distinctiveness and sense of place, and supports the well-being of visitors and residents through their enjoyment of places for nature, recreation or sport. Key green infrastructure assets include

1. Undeveloped countryside and coastline
2. River corridors
3. Locally, nationally and internationally designated biodiversity or geodiversity sites
4. Trees, woodlands, hedgebanks and hedgerows
5. Parks, playing fields, recreational and amenity open spaces (see GN 40 Protection and Creation of Outdoor Recreation Areas and GN 41 Protection of Open Spaces with Amenity Value)
6. Sustainable Urban Drainage Systems (SUDS) provision
7. Active travel routes, including footpaths, cycle tracks and the public rights of way network
8. Allotments, community gardens and green roofs

5.183 This policy aims to retain and improve the network of natural and semi-natural spaces 'Green Infrastructure' within the county. Green infrastructure should be multifunctional and may serve a wide range of purposes. Benefits of green infrastructure include reducing the impact of climate change, enhancing and protecting biodiversity and habitats for species connectivity, sport and recreation, improvements to health and well-being.

5.184 Where a development is permitted, planning conditions and/or obligations will be used to protect or enhance the green infrastructure network. New developments should ensure that there is no loss or fragmentation of connectivity and may be required to provide new green infrastructure of an appropriate size, type and location. Alternatively, mitigation and compensation may be required to offset adverse effects of development (see GN 3

Infrastructure and New Development). Supplementary Planning guidance will provide greater detail of how this policy will be implemented.

**GN 36 Coastal Change**

Within coastal change management areas identified on the proposals map, development will only be permitted where:

1. It is water compatible development, essential transport and utilities infrastructure, and justified less vulnerable development
2. It would not create new, or change of use to residential development, including the conversion or extension of existing buildings;
3. It would not extend an existing residential property.

5.185 Accounting for the potential for coastal change within the Local Development Plan is a precautionary approach, and excludes new or extensions to residential development at areas at risk from flooding or coastal erosion. The proposals map shows areas of risk within the lifetime of the plan and beyond, where no existing or planned sea defences are expected to safeguard property.

5.186 Sea-level rise data has been used to define areas at risk of flooding, and these are shown on the proposals maps as coastal change areas. The data, uses Development Advice Maps published by Natural Resources Wales.<sup>28</sup> These will change overtime and developers should consult the NRW online resource to ensure they access the most up-to-date information. The approach seeks to reduce risk to existing communities and vulnerable properties, as well as defining areas where properties are likely to be at risk in the future. Vulnerable development should not be allowed to take place in areas where flood, inundation or coastal erosion are likely to occur during the lifetime of the property. The lifetime of the property is a key consideration and mapped areas are those considered to be at risk over the long term, i.e. upto 2116. For the purposes of this policy residential development includes all permanent residential development.

<sup>28</sup> Published by National Resources Wales

[https://maps.cyfoethnaturiolcymru.gov.uk/Html5Viewer/Index.html?configBase=https://maps.cyfoethnaturiolcymru.gov.uk/Geocortex/Essentials/REST/sites/Flood\\_Risk/viewers/Flood\\_Risk/virtualdirectory/Resources/Config/Default&layerTheme=0](https://maps.cyfoethnaturiolcymru.gov.uk/Html5Viewer/Index.html?configBase=https://maps.cyfoethnaturiolcymru.gov.uk/Geocortex/Essentials/REST/sites/Flood_Risk/viewers/Flood_Risk/virtualdirectory/Resources/Config/Default&layerTheme=0)

**GN 37 Green Wedges**

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

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

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

5.187 Green Wedges play an important role in maintaining Pembrokeshire's landscape setting and preserving openness. Land on the edge of the Urban Settlements and Rural Town is vulnerable to the pressure of development, this in turn can result in the urbanisation of rural areas, coalescence of settlements and loss of important green space. This policy aims to identify and protect such vulnerable areas from inappropriate development, as defined in national policy, with development proposals determined in accordance with PPW Edition 10 (2018) paragraphs 3.60-3.74.

5.188 Specific details of each of the designations are contained in LDP Background Paper 'Green Wedges' 2019. The spatial extent of the Green Wedge allocations is shown on the LDP Proposals Map.

### GN 38 Landscape

Development which would have an unacceptably adverse effect on the landscape will not be permitted. All proposals will be required to

- i) Be well integrated into the landscape in terms of scale, siting and design and have an acceptable visual impact in relation to the characteristics and qualities of the landscape.
- ii) Acceptably mitigate any impact on protected landscapes, registered historic landscapes, or parks and gardens.

Proposals which are likely to have a significant visual or landscape character impact will be required to demonstrate how the development can be acceptability mitigated.

5.189 This policy, alongside SP11 'Maintaining and Enhancing the Environment' aims to ensure that unacceptable harmful impact on landscape is avoided, and suitable mitigation achieved. The characteristics and qualities of the landscape include its development pattern, features and topography, visual and sensory, cultural, geological, historic and habitat assets, and its intrinsic landscape character. The Authority's Landscape Character Assessment is part of the evidence base for this plan and will, following public consultation be adopted as Supplementary Planning Guidance. It will form a material consideration for the consideration of development proposals, alongside any topic specific sensitivity study or guidance.

**GN 39 Maintenance and Enhancement of Biodiversity**

All development should demonstrate a positive approach to maintaining and, wherever possible, enhancing biodiversity and should promote the resilience of ecosystems. Development should not cause any significant loss of habitats or populations of species, locally or nationally, and any development that would disturb or otherwise harm protected species or their habitats, or the integrity of other habitats, sites or features of importance to wildlife and individual species, will only be permitted in exceptional circumstances where the effects are minimised or mitigated through careful design, work scheduling or other appropriate measures.

- 5.190 As set out in The Environment (Wales) Act (2016) the protection and enhancement of biodiversity is fundamental to high environmental quality and a resilient ecosystem. This Act, supported by the Nature Recovery Action Plan, establishes the requirement to reverse the decline in biodiversity, identifies the underlying causes of biodiversity loss by putting nature at the heart of decision-making and aims to increase the resilience of ecosystems by taking specific action focused around the 6 objectives for habitats and species. Planning has a crucial role to play in supporting this and fulfilling Section 6 of the Act in taking all reasonable steps to maintain and enhance biodiversity in the exercise of its functions and in doing so promote the resilience of ecosystems (PPW 10, 2018, Section 6.4).
- 5.191 Planning proposals that affect internationally, nationally, regionally and locally designated sites, shown on the Constraints Map, are a material consideration when considering a development proposal and will be assessed in accordance with national planning policy and guidance, working with stakeholders and statutory consultees, and using appropriate data sources such as LANDMAP, Protected Sites Maps, Core Management Plans of relevant European sites, Phase 1 Habitats Survey data, and the West Wales Biodiversity Information Centre geodatabase of species records and habitat information – see Biodiversity SPG for Further details.. Development proposals with potential for adverse effect on internationally or nationally important sites will require detailed assessment before progressing. Specifically if any development proposal (alone or in combination with other proposals and projects) is likely to have a significant effect on a European site or species it shall be subject to an Appropriate Assessment (WG Technical Advice Note 5 Nature Conservation and Planning 2009, section 5.3) of the implications in relation to the site's conservation objectives.
- 5.192 This policy aims to ensure that species and their habitats in countryside and urban environments are protected from the potentially adverse effects of development, and where possible enhanced. Potentially adverse effects may include disruption to species and habitats prior to, during and/or after construction, or the cumulative impacts of a development, for example

unacceptable noise, lighting or traffic impacts. This policy aims to protect against such adverse effects and therefore mitigation and/or enhancement may be required as an integral part of a development proposal.

- 5.193 This policy, along with Policy GN 35 Green Infrastructure, also aims to protect and maintain ecological connectivity corridors and 'stepping stone' habitats, such as road verges, gardens, rivers and green spaces, and where possible to extend these in order to safeguard biodiversity and habitats and prevent their fragmentation and/or species isolation. As recognised in Planning Policy Wales, the multiple benefits that resilient ecosystems and green infrastructure offer to society, including the economic and social contribution they make to local areas, should be taken into account when balancing and improving these needs.
- 5.194 The principles underpinning this policy lie at the heart of the Pembrokeshire Local Biodiversity Action Plan (LBAP), the Nature Recovery Action Plan, and the concept of sustainable development. The LBAP identifies priority species and habitats considered to be of national, regional and local importance which this policy aims to protect. The Environment (Wales) Act (2016) places a duty on Local Authorities to maintain and enhance the species and habitats as detailed in Section 7 of the Act, which are listed in the appendices of the Nature Recovery Action Plan. Further detail on Biodiversity can be found in the Council's Biodiversity SPG.



**GN 40 Protection and Creation of Outdoor Recreation Areas**

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

Development will only be permitted on outdoor recreation areas where:

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

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

1. It is well located to serve community needs;
2. It is of appropriate size, design and form to meet the needs of the people it is intended to serve

Provision is made for the future management and maintenance of the site / route.

5.195 Recreational activities are important to the well-being of Pembrokeshire's residents and visitors. Places and facilities such as playgrounds, allotments, playing fields, parks and cycle and walking paths are used by people of all ages and encourage healthier lifestyles and social interaction. Outdoor recreation areas are also important to the environment as they can support biodiversity and contribute to the green infrastructure network. This policy aims to protect important and valued areas used for leisure and recreation and encourage the creation of new ones. Outdoor recreational areas of more than 0.25 Hectares and all children's play spaces located in Towns, Service Centres and Service Villages are identified in the 2019 Open Space Assessment and are shown on the proposals map.

5.196 When assessing the recreational value of outdoor areas the following issues should be considered:

1. The quality of the facilities and equipment
2. The clear visibility of the site from nearby homes, and the safety of users whilst accessing and using the site
3. the contribution the site makes to the overall local provision of recreational areas; and
4. The management and maintenance arrangements for the site.

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

5.198 Where a replacement facility is to be provided, it must:

- be located to meet the needs of the same local community as served by the facility it replaces
  - be of sufficient size and quality to equal or exceed the recreational value of the facility it replaces
  - provide the same facility as it replaces or be of a type that is recognised as being in short supply in the area; and
  - include an agreement for the future management and maintenance of the site
- 5.199 It may be appropriate to permit a small part of a site to be redeveloped for other purposes if proposals include the adequate improvement to the condition or provision of recreational facilities at the remainder of the site.
- 5.200 The Fields in Trust issued updated guidance for Wales in January 2017. 'Guidance for Outdoor Sport and Play – Beyond the Six Acre Standard' sets out guidance for the quantity of outdoor play and sports areas, including pitches, equipped and designated play areas, multi use games areas and skateparks per 1,000 population and sets out guidance on walking distances to these facilities. It also provides guidance on informal open space. An Open Space Assessment background paper has been prepared which identifies existing open space, both formal and informal for settlements within Regional growth Centres, urban settlements, the rural town of Narberth, Service Centres and Service Villages. It should be used to help assess whether there are acceptable levels of provision available to communities.
- 5.201 New outdoor recreational areas are encouraged. They should have regard for their impact on the character of the area, the well-being of the local community, be of a type that suits local demographic patterns in locations where access by a range of means of transport is possible.
- 5.202 Development of school playing fields will be assessed using GN 23 Community Facilities policy.

#### GN 41 Protection of Open Spaces with Amenity Value

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

- 5.203 This policy seeks to protect open space which has local amenity value, for example because of its appearance or character. Such spaces can be gardens, civic spaces, cemeteries, green corridors, green infrastructure, and green spaces around buildings, village greens and land which helps to establish the setting for a settlement.
- 5.204 To be of amenity value an area of open space need not have a formal use or be accessible to the general public as long as it contributes to the appearance, character or local amenity value of the settlement or its setting. Space between and around buildings is an essential part of the built environment and often gives a settlement its distinctive character. In addition important gaps between discrete groups of buildings or as components of the landscape setting can make an important contribution.
- 5.205 Proposals for the development of amenity open spaces must demonstrate that no suitable alternative site for the development can be found and that the proposed loss of open space/natural features has been minimised. The proposal must make a clear positive social or economic contribution to the local area and any development on the amenity open space must improve the built environment.
- 5.206 Guidance on acceptable levels for the provision of informal outdoor space can be found in the Fields In Trust 2017 publication 'Guidance for Sport and Play: Beyond the Six Acre Standard', which will be used when assessing proposals relevant to this policy.

**GN 42 Visitor Attractions and Leisure Facilities**

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

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

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

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

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

**GN 43 Serviced and Hotel Accommodation**

Proposals for serviced or hotel accommodation (excluding caravan or chalet accommodation) will be permitted where:

A. For new developments either:

- 1) It is within or is adjacent to a Town, Service Centre or Service Village; or
- 2) The proposal is for the conversion of an existing dwelling, a historic building or a traditional agricultural building.

B. For extensions to existing units of accommodation:

The scale and nature of the accommodation, including the extension, would be compatible with its location and acceptable in terms of landscape capacity.

5.209 Serviced development relates to accommodation where an element of service is provided, such as for bed and breakfast and hotel businesses.

5.210 Serviced development can be appropriate either where it is within or adjacent to a settlement or where it makes use of an existing dwelling. The reasoned justification for Policy GN 11 Residential Development sets out circumstances where conversion of historic buildings would be acceptable for residential use. Traditional agricultural buildings when converted may also be appropriate for self-catering or catered development. Policy GN 28 Conversion or Change of Use of Agricultural Buildings sets out criteria for conversion or change of use of agricultural buildings.

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

5.212 Proposals for new serviced accommodation or hotel accommodation are considered to be those types of accommodation not currently existing on an application site, whereas extensions are considered to be extensions to the existing building(s) with the same type of accommodation.

5.213 Planning conditions will be imposed where appropriate to ensure that facilities remain as holiday accommodation units and are not used as permanent accommodation or occupied as a primary residence. In these situations holiday occupancy conditions, limiting the time a single household may stay in a unit and return by, may be applied.

**GN 44 Caravan, Camping and Chalet Development**

- A. New medium or large-scale self-catering proposals including caravans and chalets will be permitted where:
    - 1. They are immediately adjacent to service villages, service centres or Towns; and
    - 2. Where they are in locations deemed acceptable in landscape capacity terms.
  - B. New small scale self-catering proposals including caravans and chalets will be permitted where they are in locations deemed acceptable in landscape capacity terms.
  - C. Extensions to existing sites will be permitted where their scale is acceptable in landscape capacity terms and where the scheme delivers environmental enhancements.
- In all cases appropriate landscape mitigation measures in accordance with guidance must be provided.

5.214 This policy is supported by a Caravan, Camping and Chalet Landscape Capacity SPG<sup>29</sup>, which was a systematic assessment of the capacity of existing Landscape Character Areas to accommodate a range of different types of caravan, camping and chalet developments including emerging types of accommodation. It also provides advice on a Landscape Character Area basis as to whether existing sites can be upgraded, extended to increase accommodation, extended to improve appearance and/or whether new sites can be accommodated. The SPG provides both generic and detailed advice on what is meant by terms such as 'away from the coast and Preselis' and 'sensitive locations', how to assimilate proposals into the landscape and how to mitigate and enhance. The SPG contains tailored recommendations and guidance for each landscape character and should be read in conjunction with this policy. As part of any proposal for Caravan, Camping and Chalet Development applicants will be expected to demonstrate how they have responded to the requirements of the SPG.

5.215 This policy excludes caravanning and camping permitted by the '28-day rule' and sites operated under Certificates granted by Exempted Organisations.

5.216 The enlargement of the area of a touring caravan or tent site will be permitted where it would achieve a demonstrable overall environmental improvement both for the site as a whole (including existing elements) and its setting in the surrounding landscape. The tourism offer in Pembrokeshire should be a quality sustainable provision, which gives visitors an outstanding experience and maximises the benefits that tourism brings for local communities, whilst minimising potentially adverse landscape and other environmental impacts.

<sup>29</sup> See LDP Evidence base Simon White Ltd Caravan, Camping and Chalet Landscape Capacity Assessment – this document will form the basis for a formal SPG to support the Plan.

This complies with PPW's sustainability principles which seek to reduce the need to travel and support existing services.

5.217 Any new medium or large-scale proposal must be adjacent to a settlement identified in the hierarchy as a Service Village, Service Centre or Town in order to achieve these objectives. This will ensure that visitors are able to access easily those services and facilities available in nearby settlements, for example walking to nearby pubs or restaurants. Information on the scale of proposal considered to be medium or large-scale is included in the SPG. Overly dense development will not be considered to be appropriate. Flexibility may be taken in assessing large or medium scale proposals which incorporate very low density glamping proposals which can demonstrate low landscape impacts. In such cases a condition limiting the density and numbers of units on site will be applied.

5.218 The cumulative impact of sites within the landscape will be a material consideration. In some cases although a proposal is acceptable in landscape capacity terms, a more local visual impact will arise. In all cases therefore GN 1 General Development will also be an important consideration for proposals of this type.

**GN 45 Site Facilities on Existing Caravan and Camping Sites**

Proposals to upgrade and improve facilities on self-catering sites (including static caravans, touring caravan and tent sites) will be permitted where:

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

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

5.220 The design and siting of facilities needs to be sensitive to the landscape. Any landscaping measures should maximise biodiversity and use native species appropriate to the landscape setting. Any proposals must demonstrate they are in line with the requirements of the Council's Caravan, Camping and Chalet Capacity SPG.



### GN 46 Waste Management Facilities

Proposals for the development of new waste management facilities (those relating to minimisation, re-use, recovery, recycling and treatment of waste and including waste transfer stations, waste and recycling centres, energy from waste facilities and temporary urban quarries) will be permitted where:

- 1 The site proposed is:
  - a) An existing waste management site; or
  - b) Within a building already in use for waste management; or
  - c) Allocated for B2 industrial uses, subject to their being no major adverse impacts in relation to the amenity of adjacent users or flooding; or
  - d) The type of site otherwise indicated by Welsh Government's Technical Advice Note 21 (paragraph 3.27) as being appropriate for this type of use.
- 2 The site can be readily accessed from A or B class roads, where transport by road is the only available option.
- 3 There is an identified national, regional or local need for the facility;
- 4 All waste arisings from the new facility have been considered and mitigated;
- 5 The co-location of the new facilities with potential energy users has been considered and incorporated into the proposal, wherever possible; and
- 6 Where the proposal is for the development of specialist facilities to process or dispose of hazardous waste, it must also be demonstrated that no significant adverse impacts will be caused to the health and safety of the public, to the economy and to the environment.

The following existing and proposed employment sites are potentially suitable for the provision of new in-building facilities for the handling and treatment of waste:

Site reference	Site location	Area (hectares)
EMP/000/00003	Milford Haven petro-chemical storage facility (Puma Energy)	159.14
EMP/000/00004	Waterston – tank farm and LNG	177.35
EMP/146/00001	Waterston Industrial Estate	9.52
EMP/095/00001	Pembroke Power Station Site	139.35
EMP/096/00005	Kingswood Industrial Estate, Pembroke Dock	8.31

Site reference	Site location	Area (hectares)
EMP/096/00006	Waterloo and London Road Industrial Estate, Pembroke Dock	19.41
EMP/096/00002	Pembroke Dockyard	28.95
EMP/000/00002	Valero Refinery, Rhoscrowther	222.60
EMP/034/00006	Celtic Link Business Park, Scleddau	13.29
S/EMP/136/00001	Trecwn	21.22
EMP/030/00001	Parc Gwynfryn, Crymych	6.92

Please note that any elements of these sites that are within an area at significant risk of flooding will not be appropriate for new waste facilities.

- 5.221 The policy framework for considering waste planning matters in Pembrokeshire is provided by two European Union Directives (the Waste Framework Directive and the Landfill Directive), by Welsh Government's 'Towards Zero Waste – One Wales, One Planet' document (TZW), by various Sector Plans linked to TZW (in particular the Collections, Infrastructure and Markets Sector Plan) and by Welsh Government's Planning Policy Wales edition 10 (PPW) and Technical Advice Note 21 – Waste (TAN 21). Strategic policy SP 19 of this Plan emphasises the desirability of preventing waste arising in the first place wherever possible. The waste hierarchy set out in PPW edition 10 and TAN 21 provides a starting point for considering waste management.
- 5.222 Proposals for the handling and treatment of waste will be expected to meet the requirements of policy GN 1 (General Development Policy).
- 5.223 Annual Waste Planning Monitoring Reports (WPMRs) are prepared for the SW Wales region and these present regional conclusions on key aspects of waste planning.
- 5.224 TAN 21 sets out a waste hierarchy, which is a priority order for waste prevention and management. The most desirable option is prevention and re-use, followed by preparation for re-use, recycling, other recovery and finally (if none of the other options is possible) disposal to landfill.
- 5.225 In terms of individual waste streams, the following points provide part of the context for this Plan:
- There is no regional treatment facility for residual waste in SW Wales at present.
  - City and County of Swansea has recently taken on the role of lead authority for procurement of a long-term contract for the treatment of residual waste in

SW Wales. Welsh Government's preference is for this to take the form of an energy-from-waste facility, but at present there are no decisions on where this facility might be located within the region.

- c) There was previously a regional reliance on overseas off-loaders as a destination of SW Wales residual waste. However, new arrangements are now in place in Pembrokeshire that are resulting in more of the region's residual waste remaining in Wales.
- d) Pembrokeshire's food waste is currently sent to a regional anaerobic digestion facility near Bridgend. This facility takes food waste from four of the six local authorities in SW Wales.
- e) There are some other waste streams, such as construction and demolition waste, further details relating to which are set out in the Waste Background Paper which supports this Plan.

5.226 TAN 21 sets out a waste hierarchy, which is a priority order for waste prevention and management. The most desirable option is prevention and re-use, followed by preparation for re-use, recycling, other recovery and finally (if none of the other options is possible) disposal to landfill.

5.227 At a local level, the complexities of waste management make close co-operation between Local Authorities, National Park Authorities, Natural Resources Wales, the waste management industry, the voluntary sector and the public highly desirable.

5.228 In Pembrokeshire, the County Council and the National Park Authority are Waste Planning Authorities for their respective areas. However, only the County Council is a Waste Collection and Disposal Authority in Pembrokeshire (which means that the Council is responsible for the safe collection and disposal of municipal wastes arising throughout the County).

5.229 Natural Resources Wales has responsibility for waste licencing throughout Pembrokeshire.

5.230 Policy GN 1 makes reference to the desirability of using Natural Resources Management Plans. These take forward Circular Economy objectives, helping to keep resources in use for as long as possible and in so doing, reducing the amount of material ending up as residual waste.

5.231 The first element of this policy explains the circumstances in which proposals for new waste management facilities will be permitted. The focus is on sites and buildings already in use for waste management activities, together with sites allocated for use class B2 industrial uses (but only where there will not be major adverse impacts in relation to the amenity of adjacent users and flooding) and the type of site mentioned in paragraph 3.27 of Welsh Government's TAN 21 document.

5.232 Reference is also made in the policy to temporary urban quarries. These are repositories of materials removed from a site during the construction phase of a project but then re-used within the site prior to its completion. The urban quarry is a temporary location for off-site storage of such materials pending its re-use within its site of origin. These should be as close to the original site as possible

and should be fully restored once their temporary materials storage use has been concluded. This approach is preferable to the permanent loss of the material from the site. It might comprise topsoils, rock removed during site terracing or levelling or demolition materials from buildings formerly on the site.

5.233 There are further requirements in the first element of the policy, relating to access to the site (from A or B class roads where road access is the only option), the need for the facility, the need for waste arisings from the facility to be considered and mitigated, the need to consider co-location of the waste facility with potential energy users and setting out specific requirements in relation to disposal of hazardous waste.

5.234 The second element of the policy identifies those existing and proposed employment sites potentially suitable for the provision of new in-building facilities for the handling and treatment of waste. With reference to the former, TAN 21 advises that *'many modern in-building facilities externally appear similar to any other industrial building and internally contain industrial processes or energy generation that may be no different to other modern industrial activities in terms of their operation or impact'*. It adds that *'many general employment sites and major industrial areas are likely to be suitable locations for waste facilities but this will depend on a variety of local factors, including the nature of existing users and the strategy adopted for particular employment sites'*.

**GN 47 Disposal of Waste on Land**

Proposals for the deposit of waste on land will be permitted where:

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

5.236 Where waste cannot be prevented, re-used, recycled or otherwise recovered, then disposal will be required. This involves either landfill or incineration without energy recovery. Clearly, these provide the least desirable outcomes for dealing with waste.

5.237 In Wales, Local Planning Authorities are required to ensure that sufficient landfill capacity is maintained across the three regions of Wales. This is to ensure that there are disposal facilities available for the element of waste that cannot be treated further up the waste hierarchy.

5.238 Local Planning Authorities are expected to identify where landfill capacity falls below both a 7-year and a 5-year void in a region. 7 years is considered sufficient for the market to provide a solution to a shortfall, while 5 years is a trigger for pursuing action necessary to facilitate future provision. The most recent published information on the landfill void capacity in the SW Wales region indicates that it is currently above the 7-year and 5-year thresholds.

5.239 The Waste Planning Monitoring Report (WPMR) lists the permitted landfills in the SW Wales region at 2014. One of these is Withyhedge Landfill, Phase 2, which is situated to the north of Haverfordwest.

5.240 The 2016 WPMR for SW Wales indicates that there is about 10.7 years of void capacity left in the region. This aggregates the space that was available at that time at four different landfill sites – Withyhedge in Pembrokeshire, Nant-y-Caws in Carmarthenshire, Tir John in Swansea and Pwllfa Watkin in Neath-Port Talbot.

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>
Totals	82	106	135	158	73	<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					

## Appendix 2: Housing Trajectory

Table A: Housing Supply

	Total completions (Housing survey small and large)	Units under construction (as at April 2019)	*Units with planning permission JHLAS position in 5 year land supply as at April '19	G Total allocations	H Total allocations minus units included in JHLAS	Large windfall sites (5+) post 2024 up to 2033 not included in C based on past trends	Small windfall sites (under 5) based on past trends 2019-2033	Total Housing Provision
Haverfordwest	68	20	471	884	463	350	171.08	1543.08
Milford Haven	90	27	184	545	391	137.25	12.6	841.85
Pembroke Dock	29	7	178	240	140	78	221.2	653.2
Pembroke	62	11	235	454	315	61.2	112	796.2
Fishguard	10	5	36	118	79	5.4	50.4	185.8
Goodwick	11	3	47	28	28	9	22.4	120.4
Neyland	6	0	0	102	102	9	19.6	136.6
Exception sites urban	29	0	0	0	0	0	0	29
<b>Main Towns Total</b>	<b>305</b>	<b>73</b>	<b>1151</b>	<b>2371</b>	<b>1518</b>	<b>649.85</b>	<b>609.28</b>	<b>4306.13</b>
<b>Narberth (Rural Town)</b>	<b>73</b>	<b>23</b>	<b>0</b>	<b>198</b>	<b>54</b>	<b>29.25</b>	<b>42</b>	<b>221.25</b>
Cilgerran	21	10	0	50	50	1.8	5.6	88.4
Crymych	8	2	84	85	25	28.8	16.8	164.6
Johnston	28	0	40	50	50	15.75	2.8	136.55
Kilgetty	15	0	19	17	17	1.8	19.6	72.4
Lamphey	0	0	0	28	28	0	2.8	30.8



	Total completions (Housing survey small and large)	Units under construction (as at April 2019)	*Units with planning permission JHLAS position in 5 year land supply as at April '19	G Total allocations	H Total allocations minus units included in JHLAS	Large windfall sites (5+) post 2024 up to 2033 not included in C based on past trends	Small windfall sites (under 5) based on past trends 2019-2033	Total Housing Provision
Letterston	2	0	22	47	47	0	24.5	95.5
Llangwm	0	0	0	37	37	0	2.8	39.8
St Dogmaels	3	0	33	33	0	0	28	64
<b>Service Centres</b>	<b>77</b>	<b>12</b>	<b>198</b>	<b>545</b>	<b>308</b>	<b>45</b>	<b>98</b>	<b>738</b>
<b>Service Villages</b>	<b>115</b>	<b>25</b>	<b>534</b>	<b>667</b>	<b>366</b>	<b>93.6</b>	<b>255.5</b>	<b>1389.1</b>
<b>Cluster Local Villages</b>	<b>8</b>	<b>0</b>	<b>51</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>42</b>	<b>101</b>
<b>Local Villages</b>	<b>6</b>	<b>3</b>	<b>18</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>47.6</b>	<b>74.6</b>
<b>Hamlets</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Exception sites rural</b>	<b>30</b>	<b>0</b>	<b>6</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>36</b>
<b>Countryside</b>	<b>54</b>	<b>14</b>	<b>84</b>	<b>0</b>	<b>0</b>	<b>99</b>	<b>280</b>	<b>531</b>
<b>Total for Rural Area</b>	<b>363</b>	<b>77</b>	<b>891</b>	<b>1410</b>	<b>728</b>	<b>266.85</b>	<b>765.1</b>	<b>3090.95</b>
<b>Total for Plan Area</b>	<b>668</b>	<b>150</b>	<b>2042</b>	<b>3781</b>	<b>2246</b>	<b>916.7</b>	<b>1374.38</b>	<b>7397.08</b>
<b>Urban percentage</b>				<b>62%</b>				<b>58</b>
<b>Rural percentage</b>				<b>37%</b>				<b>42</b>

Table B: Anticipated Timing of Allocated Sites

The timing and phasing of allocations 2019-2033																							
Allocated Site reference number	Settlement Name	Settlement Tier	Total site capacity (during Plan period)	Time lag to construction start in months			Phasing of Development																
				Time period for pre-application discussions	Time between submission of planning application and determination	Time from planning consent to discharge of relevant conditions	Completion	U/C	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	Units beyond the Plan period
HSG/040/LDP 2/1	Haverfordwest	Urban Settlement	41	2020-2021	2022	2022	0	0	0	0	0	0	20	20	0	0	0	0	0	0	0	0	0
HSG/040/LDP 2/2	Haverfordwest	Urban Settlement	21	2021	2021	2021	0	0	0	0	0	10	11	0	0	0	0	0	0	0	0	0	0
HSG/040/001 06	Haverfordwest	Urban Settlement	181	Planning permission in place subject to S.106 being signed. Ref: 18/1008/PA	n/a	2020	0	0	0	45	45	45	46	0	0	0	0	0	0	0	0	0	0
HSG/040/002 73	Haverfordwest	Urban Settlement	76	Wider site outline permission 12/0830/EIA Outline. Permission to develop in phases under 16/0388/PA (Section 73). Phase 1 has RM in place - 18/1040/PA - R/M - 115 dwellings approved 26.07.19		Major infrastructure already in place and majority of conditions already discharged.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	36	40	0

The timing and phasing of allocations 2019-2033																							
Allocated Site reference number	Settlement Name	Settlement Tier	Total site capacity (during Plan period)	Time lag to construction start in months			Phasing of Development																
				Time period for pre-application discussions	Time between submission of planning application and determination	Time from planning consent to discharge of relevant conditions	Completion	U/C	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	Units beyond the Plan period
HSG/040/00274	Haverfordwest	Urban Settlement	514	Wider site outline permission 12/0830/EIA Outline. Permission to develop in phases under 16/0388/PA (Section 73). Phase 1 has RM in place - 18/1040/PA - R/M - 115 dwellings approved 26.07.19	Outline planning permission requires submission of RM applications on Slade Lane South before 31.1.21. Phasing scheme indicates 120-145 dwellings in phase 2, 75-90 dwellings in phase 3, 95-110 in phase 4, 90-109 in phase 6 and 130-140 in phase 6.	Major infrastructure already in place and majority of conditions already discharged.	0	0	0	44	47	47	47	47	47	47	47	47	47	47	0	0	0
HSG/040/LDP2/3	Haverfordwest	Urban Settlement	51	2022	2022	2022	0	0	0	0	0	20	20	11	0	0	0	0	0	0	0	0	0
	<b>Haverfordwest total</b>		884																				

## The timing and phasing of allocations 2019-2033

The timing and phasing of allocations 2019-2033																							
Allocated Site reference number	Settlement Name	Settlement Tier	Total site capacity (during Plan period)	Time lag to construction start in months			Phasing of Development																
				Time period for pre-application discussions	Time between submission of planning application and determination	Time from planning consent to discharge of relevant conditions	Completions	U/C	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	Units beyond the Plan period
HSG/086/LDP 2/1	Milford Haven	Urban Settlement	92	2022	2023	2023	0	0	0	0	0	0	0	18	18	18	18	18	0	0	0	0	0
HSG/086/LDP 2/2	Milford Haven	Urban Settlement	23	2022	2022	2022	0	0	0	0	0	23	0	0	0	0	0	0	0	0	0	0	0
HSG/086/LDP 2/3	Milford Haven	Urban Settlement	117	2022	2023	2024	0	0	0	0	0	0	0	0	0	0	20	20	20	20	20	17	163
HSG/086/LDP 2/4	Milford Haven	Urban Settlement	17	2022	2022	2023	0	0	0	0	0	0	10	7	0	0	0	0	0	0	0	0	0
HSG/086/LDP 2/5	Milford Haven	Urban Settlement	32	2020	2020	2021	0	0	0	0	16	16	0	0	0	0	0	0	0	0	0	0	0
HSG/086/LDP 2/6	Milford Haven	Urban Settlement	51	2020	2020	2021	0	0	0	0	20	31	0	0	0	0	0	0	0	0	0	0	0
HSG/086/001 29	Milford Haven	Urban Settlement	96		Planning permission in place for 81 properties under 18/0503/PA. Additional planning will be required on the additional Candidate Site added to the allocation.																		
HSG/086/002 23	Milford Haven	Urban Settlement	117	2026	2026	2027	0	0	0	0	0	0	0	0	0	0	0	23	23	23	23	23	0

## The timing and phasing of allocations 2019-2033

The timing and phasing of allocations 2019-2033																								
Allocated Site reference number	Settlement Name	Settlement Tier	Total site capacity (during Plan period)	Time lag to construction start in months			Phasing of Development																	Units beyond the Plan period
				Time period for pre-application discussions	Time between submission of planning application and determination	Time from planning consent to discharge of relevant conditions	Completions	U/C	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33		
	Milford Haven total		545																					
HSG/096/LDP 2/1	Pembroke Dock	Urban Settlement	34	2022	2022	2022	0	0	0	0	0	8	8	8	10	0	0	0	0	0	0	0	0	
HSG/096/LDP 2/2	Pembroke Dock	Urban Settlement	60	2022	2022	2033	0	0	0	0	0	0	10	10	10	10	10	10	0	0	0	0	0	
HSG/096/002 38	Pembroke Dock	Urban Settlement	46	2027	2028	2028	0	0	0	0	0	0	0	0	0	0	0	12	12	12	10	0	0	
HSG/096/003 73	Pembroke Dock	Urban Settlement	100	17/0446/RM – 100 units – Conditionally approved 22.02.2018		2020	0	0	25	25	25	25	0	0	0	0	0	0	0	0	0	0	0	
	Pembroke Dock total		240																					
HSG/095/LDP 2/1	Pembroke	Urban Settlement	92	2025	2026	2026	0	0	0	0	0	0	0	0	0	0	0	19	19	19	19	16	0	
HSG/095/LDP 2/2	Pembroke	Urban Settlement	19	2022	2022	2022	0	0	0	0	0	6	6	7	0	0	0	0	0	0	0	0	0	
HSG/095/LDP 2/3	Pembroke	Urban Settlement	23	2022	2022	2022	0	0	0	0	0	8	8	7	0	0	0	0	0	0	0	0	0	
HSG/095/LDP 2/4	Pembroke	Urban Settlement	50	2023	2023	2024	0	0	0	0	0	0	0	10	10	10	10	10	0	0	0	0	0	
HSG/095/LDP 2/5	Pembroke	Urban Settlement	26	2022	2022	2022	0	0	0	0	0	6	6	6	8	0	0	0	0	0	0	0	0	
HSG/095/001 44	Pembroke	Urban Settlement	86	2018	2020	2020	0	0	0	6	20	20	20	20	0	0	0	0	0	0	0	0	0	
HSG/095/001 47	Pembroke	Urban Settlement	158		13/0377 /RM - Planning permission	2020	0	0	0	20	20	20	20	20	20	20	18	0	0	0	0	0	0	

## The timing and phasing of allocations 2019-2033

The timing and phasing of allocations 2019-2033																								
Allocated Site reference number	Settlement Name	Settlement Tier	Total site capacity (during Plan period)	Time lag to construction start in months			Phasing of Development																	
				Time period for pre-application discussions	Time between submission of planning application and determination	Time from planning consent to discharge of relevant conditions	Completions	U/C	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	Units beyond the Plan period	
	Pembroke Total		454																					
HSG/034F/LD P2/1	Fishguard	Urban Settlement	44	2024	2025	2025	0	0	0	0	0	0	0	10	10	10	10	4	0	0	0	0	0	0
HSG/034F/LD P2/2	Fishguard	Urban Settlement	56	2026	2027	2027	0	0	0	0	0	0	0	0	0	10	10	10	10	10	6	0	0	0
HSG/034/LDP /01	Fishguard	Urban Settlement	18		18/1001 /pa planning permission for 18 affordable units.																			
	Fishguard Total		118	Aug-18		2020	0	0	0	10	8	0	0	0	0	0	0	0	0	0	0	0	0	0
HSG/093/000 66	Neyland	Urban Settlement	102	2021	2023	2024	0	0	0	0	0	0	0	20	20	20	20	22	0	0	0	0	0	0
	Neyland Total		102																					
HSG/034G/LD P2/1	Goodwick	Urban Settlement	23		Planning permission in place for 23 under 12/044/ Full, 3 under construction.		0	3	5	5	5	5	0	0	0	0	0	0	0	0	0	0	0	0
HSG/034G/LD P2/2	Goodwick	Urban Settlement	5	2022	2022	2022	0	0	0	0	0	0	5	0	0	0	0	0	0	0	0	0	0	0
	Goodwick Total		28																					

The timing and phasing of allocations 2019-2033																							
Allocated Site reference number	Settlement Name	Settlement Tier	Total site capacity (during Plan period)	Time lag to construction start in months			Phasing of Development																
				Time period for pre-application discussions	Time between submission of planning application and determination	Time from planning consent to discharge of relevant conditions	Completions	U/C	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	Units beyond the Plan period
HSG/088/00077	Narberth	Rural Town	55		09/0419 /Full (54 units) and 10/0962 /RM (single plot) with planning permission	completed	0	1	3	15	15	20	0	0	0	0	0	0	0	0	0	0	0
HSG/088/00078	Narberth	Rural Town	143		06/0938 /Out and 13/0588 /Sec 73 for residential development. RM anticipated in 2020.	2021	0	0	0	20	20	20	20	20	20	23	0	0	0	0	0	0	0
	<b>Narberth Total</b>		198																				
HSG/020/LDP2/1	Cilgerran	Service Centre	50	2022	2025	2026	0	0	0	0	0	0	0	0	0	0	0	10	10	10	10	10	29
HSG/030/LDP/01	Crymch	Service Centre	25	2021	2022	2022	0	0	0	0	0	0	0	8	8	9	0	0	0	0	0	0	0
HSG/030/00043	Crymch	Service Centre	60		18/0941 /FULL submitted not yet determined. Anticipate determination	2020	0	0	0	0	10	10	10	10	10	10	0	0	0	0	0	0	0

## The timing and phasing of allocations 2019-2033

Allocated Site reference number	Settlement Name	Settlement Tier	Total site capacity (during Plan period)	Time lag to construction start in months			Phasing of Development																	
				Time period for pre-application discussions	Time between submission of planning application and determination	Time from planning consent to discharge of relevant conditions	Completions	U/C	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	Units beyond the Plan period	
					early 2020.																			
HSG/048/00038	Johnston	Service Centre	50	2023	2023	2024	0	0	0	0	0	0	0	0	0	0	0	10	10	10	10	10	30	
HSG/050/00044	Kilgetty	Service Centre	17	2021	2021	2022	0	0	0	0	0	7	7	3	0	0	0	0	0	0	0	0	0	
HSG/052/LDP2/1	Lamphey	Service Centre	28	2022	2023	2023	0	0	0	0	0	0	0	0	0	4	4	4	4	4	4	4	31	
HSG/053/00009	Letterston	Service Centre	47	2020	2021	2021	0	0	0	0	10	20	17	0	0	0	0	0	0	0	0	0	0	
HSG/063/LDP2/1	Llangwm	Service Centre	37	2023	2024	2024	0	0	0	0	0	0	0	0	7	7	7	7	9	0	0	0	0	
HSG/122/00035	St Dogmaels	Service Centre	33	2024	2025	2025	0	0	0	0	0	0	0	0	7	7	7	7	5	0	0	0	0	
HSG/001/LDP2/01	Abercych	Service Village	11	2022	2022	2022	0	0	0	0	5	5	1	0	0	0	0	0	0	0	0	0	0	
HSG/003/LDP2/01	Begelly	Service Village	28	2022	2022	2022	0	0	0	0	0	4	4	4	4	4	4	4	0	0	0	0	18	
HSG/003/00040	Begelly	Service Village	70	N/A	17/0936 /RM – 70 units – Approved 26.07.18	2020	0	0	10	10	10	10	10	10	10	0	0	0	0	0	0	0	0	
HSG/006/00003	Blaenffos	Service Village	10	2024	2024	2025	0	0	0	0	0	0	0	2	2	2	2	2	0	0	0	0	0	



The timing and phasing of allocations 2019-2033																							
Allocated Site reference number	Settlement Name	Settlement Tier	Total site capacity (during Plan period)	Time lag to construction start in months			Phasing of Development																
				Time period for pre-application discussions	Time between submission of planning application and determination	Time from planning consent to discharge of relevant conditions	Completions	U/C	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	Units beyond the Plan period
HSG/007/LDP/01	Boncath	Service Village	17		16/0401/EIA Outline – Construction of 17 dwellings approved 29.11.2017. RM application has been submitted ref 18/1099/PA.	2020	0	0	0	0	5	5	7	0	0	0	0	0	0	0	0	0	0
HSG/022/LDP 2/1	Clarbeston Road	Service Village	17	2022	2022	2023	0	0	0	0	0	5	5	7	0	0	0	0	0	0	0	0	0
HSG/152/LDP 2/1	Clunderwen	Service Village	27	2023	2023	2023	0	0	0	0	0	5	5	5	5	5	2	0	0	0	0	0	0
HSG/025/LDP 2/1	Cosheston	Service Village	13	2022	2022	2023	0	0	0	0	5	5	3	0	0	0	0	0	0	0	0	0	0
HSG/028/000 12	Croesgoch	Service Village	13		15/0247/Outline approved. Will require submission of RM in 2019/20.	2021	0	0	0	0	5	5	3	0	0	0	0	0	0	0	0	0	0

## The timing and phasing of allocations 2019-2033

Allocated Site reference number	Settlement Name	Settlement Tier	Total site capacity (during Plan period)	Time lag to construction start in months			Phasing of Development																	
				Time period for pre-application discussions	Time between submission of planning application and determination	Time from planning consent to discharge of relevant conditions	Completions	U/C	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	Units beyond the Plan period	
HSG/029/00014	Crundale	Service Village	13		12/0776 /RM – Residential Development, Phase 2. Decision date 18/04/13 expires 18/04/15. Start made on site works		0	0	0	5	5	3	0	0	0	0	0	0	0	0	0	0	0	
HSG/029/LDP 2/1	Crundale	Service Village	19	2022	2022	2023	0	0	0	0	6	6	7	0	0	0	0	0	0	0	0	0	0	
HSG/033/LDP 2/1	Eglwyswyrw	Service Village	12	2024	2025	2026	0	0	0	0	0	0	0	0	0	0	0	0	3	3	3	3	13	
HSG/035/LDP 2/1	Freystrop	Service Village	18	2026	2027	2028	0	0	0	0	0	0	0	0	0	0	0	2	4	4	4	4	22	
HSG/042/00013	Hermon	Service Village	16	N/A	18/1258 /PA – R/M – Approved 22.05.19	2020	0	0	0	4	4	4	4	0	0	0	0	0	0	0	0	0	0	
HSG/043/LDP 2/1	Hill Mountain	Service Village	23	2026	2027	2027	0	0	0	0	0	0	0	0	0	0	0	5	5	5	5	3	0	
HSG/046/LDP 2/1	Hundleton	Service Village	13	2023	2023	2023	0	0	0	0	0	0	4	4	5	0	0	0	0	0	0	0	0	
HSG/047/00018	Jeffreyston	Service Village	14	2022	2022	2023	0	0	0	0	6	6	2	0	0	0	0	0	0	0	0	0	0	
HSG/049/LDP 2/1	Keeston	Service Village	23	2022	2022	2022	0	0	0	0	0	5	5	5	5	3	0	0	0	0	0	0	0	

The timing and phasing of allocations 2019-2033																							
Allocated Site reference number	Settlement Name	Settlement Tier	Total site capacity (during Plan period)	Time lag to construction start in months			Phasing of Development																
				Time period for pre-application discussions	Time between submission of planning application and determination	Time from planning consent to discharge of relevant conditions	Completions	U/C	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	Units beyond the Plan period
HSG/057/LDP/01	Llanddewi Velfrey	Service Village	10	2022	2022	2023	0	0	0	0	0	0	4	4	2	0	0	0	0	0	0	0	0
HSG/060/LDP 2/1	Llandissilio	Service Village	37	2024	2025	2025	0	0	0	0	0	0	0	10	15	12	0	0	0	0	0	0	0
HSG/066/LDP 2/1	Llanstadwell	Service Village	10	2026	2027	2027	0	0	0	0	0	0	0	0	0	0	0	0	0	3	3	3	1
HSG/081/LDP 2/1	Maenclochog	Service Village	26	n/a	14/1204 /PA – Outline – approved 12.10.16. RM 19/0055 /pa undetermined (13 dwellings). Further planning applications will be required.	2025	0	0	0	0	6	7	6	7	0	0	0	0	0	0	0	0	0
HSG/097/LDP/01	Penally	Service Village	8	n/a	16/0391 /FULL – residential development – 8 units – conditionally approved 26.09.2017	2020	0	0	0	3	3	2	0	0	0	0	0	0	0	0	0	0	0

The timing and phasing of allocations 2019-2033																							
Allocated Site reference number	Settlement Name	Settlement Tier	Total site capacity (during Plan period)	Time lag to construction start in months			Phasing of Development																
				Time period for pre-application discussions	Time between submission of planning application and determination	Time from planning consent to discharge of relevant conditions	Completions	U/C	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	Units beyond the Plan period
HSG/099/LDP 2/1	Pentlepoir	Service Village	10	2026	2026	2026	0	0	0	0	0	0	0	0	0	0	0	2	2	2	2	2	0
HSG/015/LDP 2/24	Carew & Sageston	Service Village	100	n/a	11/0485 /Outline – Residential Development for 100 dwellings. Decision date 30/06/2016, expiry date 29/06/2019. Section 106 signed on 30 <sup>th</sup> June 2016. RM application due for determination by end of 2019.	n/a	0	0	0	30	30	30	10	0	0	0	0	0	0	0	0	0	0
HSG/119/LDP 2/1	Simpson Cross	Service Village	11	2022	2022	2022	0	0	0	0	0	4	4	3	0	0	0	0	0	0	0	0	0

## The timing and phasing of allocations 2019-2033

The timing and phasing of allocations 2019-2033																								
Allocated Site reference number	Settlement Name	Settlement Tier	Total site capacity (during Plan period)	Time lag to construction start in months			Phasing of Development																	
				Time period for pre-application discussions	Time between submission of planning application and determination	Time from planning consent to discharge of relevant conditions	Completions	U/C	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	Units beyond the Plan period	
HSG/120/00018	Spittal	Service Village	14	n/a	Permission implemented as access installed 12/0281/RM – Residential Development – 14 units.	n/a	0	0	0	4	4	4	2	0	0	0	0	0	0	0	0	0	0	0
HSG/123/LDP/01	St Florence	Service Village	26	2024	2025	2025	0	0	0	0	0	0	0	0	0	5	5	5	5	6	0	0	0	
HSG/132/LDP/01	Templeton	Service Village	28	N/A	18/0461/Full-approved 21/11/2019.	2020	0	0	0	8	20	0	0	0	0	0	0	0	0	0	0	0	0	
HSG/132/LDP/2/1	Templeton	Service Village	12	2022	2022	2022	0	0	0	0	0	4	4	4	0	0	0	0	0	0	0	0	0	
HSG/135/LDP/2/1	Tiers Cross	Service Village	6	2025	2025	2025	0	0	0	0	0	0	0	0	2	2	2	0	0	0	0	0	0	
HSG/149/LDP/2/1	Wolfscastle	Service Village	12	2025	2025	2025	0	0	0	0	0	0	0	0	0	4	4	4	0	0	0	0	0	
Totals		Service Village total	667				4	10	53	264	385	496	391	337	265	253	200	257	188	178	155	135	307	

Table C: Anticipated Timing of Sites with Planning Permission

Timing and phasing of sites with planning permission (based on JHLAS 2019) (note: allocated sites are excluded from this list)								2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-2033
Reference	Site Name	Settlement	Total Units	Units remaining	No. Units built since last study	Cat 1: U/C	Cat 2: Comp within 5 years														
000/01008	Fenton Barns	CRUNDAL E	23	5	3	0	2	1	1	0	0	0	0	0	0	0	0	0	0	0	0
000/01043	Denant Farm Dreenhill	HAVERFORDWEST	9	9	0	3	5	1	1	0	0	0	0	0	0	0	0	0	0	0	0
000/01055	Land adj Graham's Builders	HAVERFORDWEST	52	52	0	0	52	10	10	10	10	12	0	0	0	0	0	0	0	0	0
000/01122	Forest Farm	CILGERRAN	6	5	0	0	5	1	1	1	1	1	0	0	0	0	0	0	0	0	0
000/01202	Wolfsdale Hall	CAMROSE	7	3	0	1	2	1	1	0	0	0	0	0	0	0	0	0	0	0	0
000/01231	Outbuildings at Plas	WHITCHURCH	6	6	0	5	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0
000/01287	Brynaweion Hotel	LETTERSTON	20	20	0	11	9	0	4	5	0	0	0	0	0	0	0	0	0	0	0
000/01417	DJs Nightclub & Shangri-la Flats	PENALLY	31	31	0	0	11	5	6	0	0	0	0	0	0	0	0	0	0	0	0
000/01420	Land at Square & Compass	SQUARE & COMPASS	6	6	4	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
000/01421	North of Maesbryn	LLANDISSILIO	6	6	0	0	6	2	2	2	0	0	0	0	0	0	0	0	0	0	0
154/00001	Phase 2, Barnlake Point	BARNLAK E	30	30	0	0	30	10	10	10	0	0	0	0	0	0	0	0	0	0	0

Timing and phasing of sites with planning permission (based on JHLAS 2019) (note: allocated sites are excluded from this list)								2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-2033
Reference	Site Name	Settlement	Total Units	Units remaining	No. Units built since last study	Cat 1: U/C	Cat 2: Comp within 5 years														
003/00025	West of Barley Park	BEGELLY	26	26	0	0	26	0	6	10	10	0	0	0	0	0	0	0	0	0	0
003/00037	North of Brookfield Villas	BEGELLY	20	4	8	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
003/00038	East of the Cottage	BEGELLY	8	3	5	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
012/00004	Land to the S of Kiln Park	BURTON FERRY	8	7	0	0	7	3	2	2	0	0	0	0	0	0	0	0	0	0	0
015/00022	South of the Plough Inn	CAREW	49	26	1	0	25	5	5	5	5	5	0	0	0	0	0	0	0	0	0
015/00029	Clynderwen & Cardigan shire Farmers LTD	CAREW	6	6	0	0	6	0	0	0	0	6	0	0	0	0	0	0	0	0	0
020/00062	Adjacent to Holly Lodge	CILGERRAN	30	30	10	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
152/LDP/01	Depot Site	CLUNDERWEN	50	50	0	0	50	0	0	10	20	20	0	0	0	0	0	0	0	0	0
025/00028	South of Tinkers Fold	COSHESTON	6	6	0	0	6	0	3	3	0	0	0	0	0	0	0	0	0	0	0
025/00039	Land at West Park	COSHESTON	6	3	2	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0
029/00013	Dingle Lane	CRUNDAL E	40	6	2	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
030/00019	Adjoining Crug yr Efydd	CRYMYCH	27	17	4	2	11	4	4	3	0	0	0	0	0	0	0	0	0	0	0
030/00055	West of Greenacres	CRYMYCH	14	14	0	1	13	4	4	5	0	0	0	0	0	0	0	0	0	0	0

## PEMBROKESHIRE COUNTY COUNCIL DEPOSIT LOCAL DEVELOPMENT PLAN 2017 -2033

Timing and phasing of sites with planning permission (based on JHLAS 2019) (note: allocated sites are excluded from this list)								2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-2033
Reference	Site Name	Settlement	Total Units	Units remaining	No. Units built since last study	Cat 1: U/C	Cat 2: Comp within 5 years														
034/00099	Delfryn, Heol Penlan, Stop & Call	GOODWICK	9	9	0	0	9	4	4	1	0	0	0	0	0	0	0	0	0	0	0
034/00165 & 034/00215	East of & Maesgwynne Farm	FISHGUA RD	341	315	2	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
034/00257	The Old Frenchmans Hotel	FISHGUA RD	10	10	0	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
035/00021	Land off Targate Road	FREYSTR OP	10	3	0	1	2	0	2	0	0	0	0	0	0	0	0	0	0	0	0
040/00420	County Hotel	HAVERFORDWEST	10	10	0	0	10	0	0	10	0	0	0	0	0	0	0	0	0	0	0
040/00077	Area of Land Behind City Rd	HAVERFORDWEST	130	57	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
040/00364	8 & 8a Spring Gardens	HAVERFORDWEST	6	6	0	6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
040/00386	Land at Albert Town	HAVERFORDWEST HA	87	57	30	11	46	30	16	0	0	0	0	0	0	0	0	0	0	0	0
040/00397	Former Imperial Garages	HAVERFORDWEST	58	58	0	0	58	0	0	0	24	24	0	0	0	0	0	0	0	0	0
044/00050	R/O Pill Road	HOOK	13	7	0	6	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0
044/00063	Barn Farm	HOOK	10	6	0	0	6	0	0	4	2	0	0	0	0	0	0	0	0	0	0
046/00015	East of Bentlass Rd	HUNDLETON	32	25	5	1	19	5	5	5	4	0	0	0	0	0	0	0	0	0	0
048/00017	Pond Bridge Farm	JOHNSTON	137	50	10	0	40	10	10	10	10	0	0	0	0	0	0	0	0	0	0



Timing and phasing of sites with planning permission (based on JHLAS 2019) (note: allocated sites are excluded from this list)								2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-2033
Reference	Site Name	Settlement	Total Units	Units remaining	No. Units built since last study	Cat 1: U/C	Cat 2: Comp within 5 years														
048/00050	Land Off A477	JOHNSTON	13	7	5	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
049/00024	Land adj West Lane Close	KEESTON	35	15	5	6	4	4	0	0	0	0	0	0	0	0	0	0	0	0	0
050/00041	Land West of Stepaside School	KILGETTY	19	19	0	0	19	5	5	5	4	0	0	0	0	0	0	0	0	0	0
053/00052	Former Go-Kart Track	LETTERSTON	23	23	0	1	22	6	6	6	4	0	0	0	0	0	0	0	0	0	0
086/00107	Liddeston Valley Estate	MILFORD HAVEN	72	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
086/00128	Green Meadow Steynton	MILFORD HAVEN	81	10	6	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
086/00223	Thornton Road	MILFORD HAVEN HA	224	176	48	8	61	30	31	0	0	0	0	0	0	0	0	0	0	0	0
086/00335	Land at Cromwell Rd	MILFORD HAVEN	76	76	0	0	20	0	0	0	10	10	0	0	0	0	0	0	0	0	0
086/00360	Land NE of Manchester Club	MILFORD HAVEN	10	10	0	0	10	0	5	5	0	0	0	0	0	0	0	0	0	0	0
088/00006	Old Mart Spring Gardens	NARBERTH	46	4	2	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
088/00074	Dingle Farm	NARBERTH	33	33	0	0	33	0	10	10	10	3	0	0	0	0	0	0	0	0	0
088/00075	East of Northmead, Jesse Rd	NARBERTH	104	63	41	9	63	40	23	0	0	0	0	0	0	0	0	0	0	0	0

Timing and phasing of sites with planning permission (based on JHLAS 2019) (note: allocated sites are excluded from this list)								2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-2033
Reference	Site Name	Settlement	Total Units	Units remaining	No. Units built since last study	Cat 1: U/C	Cat 2: Comp within 5 years														
088/00348	Little Greenway, Station Road	NARBERTH	19	19	0	6	13	6	7	0	0	0	0	0	0	0	0	0	0	0	0
088/00353	Sunnybank Residential Home	NARBERTH	25	11	4	3	3	3	0	0	0	0	0	0	0	0	0	0	0	0	0
095/00119	Land to Rear of 100 South Road	PEMBROKE	5	5	0	0	5	5	0	0	0	0	0	0	0	0	0	0	0	0	0
095/00144	South of Gibbas Way	PEMBROKE	98	4	9	0	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0
095/00153	Adj to Monkton Swifts	PEMBROKE	118	118	0	0	40	0	0	0	20	20	0	0	0	0	0	0	0	0	0
095/00225	Land South East of Golden Hill Road	PEMBROKE	29	29	0	0	29	0	0	10	10	19	0	0	0	0	0	0	0	0	0
095/00237	4, 5, 6 Castle Terrace, 7, 8 Northgate Street	PEMBROKE	16	16	0	0	16	0	0	8	8	0	0	0	0	0	0	0	0	0	0
095/00240	Springfield	PEMBROKE	5	2	1	0	2	1	1	0	0	0	0	0	0	0	0	0	0	0	0
096/00011	Pennar Park	PEMBROKE DOCK	136	31	1	6	23	0	6	6	6	5	0	0	0	0	0	0	0	0	0
096/00274	Land N of Cleddau Bridge Hotel	PEMBROKE DOCK	5	5	0	0	5	0	0	5	0	0	0	0	0	0	0	0	0	0	0

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Timing and phasing of sites with planning permission (based on JHLAS 2019) (note: allocated sites are excluded from this list)								2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-2033
Reference	Site Name	Settlement	Total Units	Units remaining	No. Units built since last study	Cat 1: U/C	Cat 2: Comp within 5 years														
096/00330	Commodore Hotel	PEMBROKE DOCK	31	31	0	0	31	0	0	0	15	16	0	0	0	0	0	0	0	0	0
096/00375	Land North of Cleddau	PEMBROKE DOCK	14	14	0	0	14	0	5	5	4	0	0	0	0	0	0	0	0	0	0
096/00385	The Olde School House	PEMBROKE DOCK	5	5	0	0	5	0	0	0	5	0	0	0	0	0	0	0	0	0	0
097/LDP/02	Penally Heights	PENALLY	11	11	0	0	8	0	4	4	0	0	0	0	0	0	0	0	0	0	0
099/00045	East of Glenanne	PENTLEPOIR	6	6	0	0	6	0	3	3	0	0	0	0	0	0	0	0	0	0	0
099/00052/099/LDP/01	Land adj Coppins Lodge	PENTLEPOIR	49	23	0	4	19	5	5	5	4	0	0	0	0	0	0	0	0	0	0
099/00059	The Old School	PENTLEPOIR	19	19	0	0	19	5	5	5	4	0	0	0	0	0	0	0	0	0	0
110/00015	Land at Maes Elwyn John	REYNALTON	7	7	0	2	5	2	3	0	0	0	0	0	0	0	0	0	0	0	0
113/00013	Robeston House	ROBESTON WATHEN	5	1	1	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0
116/00031	Middle Street	ROSEMARKET	6	6	0	0	6	3	3	0	0	0	0	0	0	0	0	0	0	0	0
123/00045	Ash Grove	ST FLORENCE	11	11	0	0	11	0	0	5	6	0	0	0	0	0	0	0	0	0	0
125/00009	St Twynells Farm	ST TWYNELLS	9	6	0	2	4	2	2	0	0	0	0	0	0	0	0	0	0	0	0
131/00021	Land adj Blaenynon Farm	TEGRYN	30	25	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Timing and phasing of sites with planning permission (based on JHLAS 2019) (note: allocated sites are excluded from this list)								2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-2033
Reference	Site Name	Settlement	Total Units	Units remaining	No. Units built since last study	Cat 1: U/C	Cat 2: Comp within 5 years														
132/00044	Land N of Village Green	TEMPLET ON	22	11	7	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
134/00012	Land at Upper Thornton Farm	MILFORD HAVEN	10	9	1	0	8	2	2	2	2	0	0	0	0	0	0	0	0	0	0
144/00104	Land at OS 3428 WE	CLARBES TON ROAD	6	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
146/00012	Land at Green Lane	WATERST ON	6	6	0	0	6	0	2	2	2	0	0	0	0	0	0	0	0	0	0
086/00372	Land at the Priory	MILFORD HAVEN	14	14	0	0	14	0	5	5	4	0	0	0	0	0	0	0	0	0	0
086/00374	Hakin Social Club	MILFORD HAVEN	8	8	0	8	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
086/00374	Hakin Social Club	MILFORD HAVEN	8	8	0	8	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
127/00012	Clos yr Ysgol	STEPASID E	5	0	0	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0
127/00015	Old Victorian School	STEPASID E	8	3	0	0	3	2	1	0	0	0	0	0	0	0	0	0	0	0	0
					217	167	991	222	231	187	204	141	0	0	0	0	0	0	0	0	0

Table D: Housing Trajectory for LDP

Calculating a 5 year land supply over the Plan period (2017-2033) 16 years																	
	LDP YEAR	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
A	YEAR	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33
B	REMAINING YEARS	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1
C	LDP Housing Requirement	6800	6800	6800	6800	6800	6800	6800	6800	6800	6800	6800	6800	6800	6800	6800	6800
D	Actual recorded completions on large sites during the year	231	299	0	0	0	0	0	0	0	0	0	0	0	0	0	0
E	Actual recorded completions on small sites during the year	55	120	0	0	0	0	0	0	0	0	0	0	0	0	0	0
F	Anticipated completions on allocated sites during the year	0	0	63	264	385	496	391	337	265	253	200	257	188	178	155	135
G	Anticipated land bank completions during the year	0	0	389	231	187	204	141	0	0	0	0	0	0	0	0	0
H	Anticipated completions large windfall during the year	0	0	0	0	0	0	0	102	102	102	102	102	102	102	102	102
I	Anticipated completions small windfall during the year	0	0	98	98	98	98	98	98	98	98	98	98	98	98	98	98
	Total completions	286	419	550	593	670	798	630	537	465	453	400	457	388	378	355	335

Calculating a 5 year land supply over the Plan period (2017-2033) 16 years																	
	LDP YEAR	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
A	YEAR	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33
B	REMAINING YEARS	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1
J	Total completions anticipated annual completions minus annual flexibility allowance (10%)	257.4	377.1	495.0	533.7	603.0	718.2	567.0	483.3	418.5	407.7	360.0	411.3	349.2	340.2	319.5	301.5
K	Total cumulative completions	286	705	1255	1848	2518	3316	3946	4483	4948	5401	5801	6258	6646	7024	7379	7714
L	Residual housing requirement (C-K)	6514	6095	5545	4952	4282	3484	2854	2317	1852	1399	999	542	154	-224	-579	-914
M	5 YEAR REQUIREMENT (L/B*5)	2035.63	2031.67	1980.36	1904.62	1784.17	1583.64	1427	1287.22	1157.5	999.286	832.5	542	192.5	-373.33	-1447.5	-4570
N	Total annual building requirement (M/5)	407.125	406.333	396.071	380.923	356.833	316.727	285.4	257.444	231.5	199.857	166.5	108.4	38.5	-74.667	-289.5	-914
O	Land available - large sites with planning permission	1011	1152	763	532	345	141	0	0	0	0	0	0	0	0	0	0
P	Land available - allocations	1208	1599	1873	1874	1742	1446	1312	1163	1076	978	913	656	468	290	135	307
Q	Land available - large windfall	0	0	102	204	306	408	510	510	510	510	510	510	510	510	510	510
R	Land available - small windfall	392	490	490	490	490	490	490	490	490	490	490	490	490	490	490	490
S	TOTAL LAND AVAILABLE (O+P+Q+R)	2611	3241	3228	3100	2883	2485	2312	2163	2076	1978	1913	1656	1468	1290	1135	1307
T	HOUSING LAND SUPPLY (S/N)	6.4	8.0	8.2	8.1	8.1	7.8	8.1	8.4	9.0	9.9	11.5	15.3	38.1	-17.277	-3.9206	-1.43

## Appendix 3: Monitoring Framework

The Planning and Compulsory Purchase Act requires authorities to review those matters that may affect planning and development in their area. This process of monitoring constitutes the regular, continuous and systematic collection and analysis of information to measure and assess policy implementation, effectiveness and impact with a monitoring framework. Welsh Government require that all LDP's include a monitoring framework. The monitoring will feed into an Annual Monitoring Report (AMR) and this will also help inform a subsequent Plan Review, which will take place within 4 years of the Plan's adoption.

### Annual Monitoring Report

The Council is required to produce an Annual Monitoring Report (AMR) on its LDP to be submitted to Welsh Government for approval by 31st October each year. The Local Development Plan's objectives and policies will be monitored within the Annual Monitoring Report. These reports will monitor progress against key indicators and targets.

The AMR will identify whether the objectives of the Plan are being achieved and whether policies are being implemented as anticipated. If necessary, the AMR will outline steps that the Council intends to take to address any underperforming policies and proposals.

### Monitoring Indicators

The monitoring framework sets out a number of indicators that form the basis for assessing the Plan's performance in relation to the delivery of the Council's strategic objectives. These comprise indicators required by legislation such as housing land supply, key indicators applicable to all Plans such as employment land take up and other local indicators proposed by the Council.

For each Strategic Objective the Council has identified key policies that are likely to contribute to its achievement. Not every policy in the Plan will be monitored – only those critical to achieving the Plan's objectives. Each Indicator has a corresponding **target**. These targets are written to be specific, measurable and realistic. **Trigger Points** set out the point at which particular Indicators and the associated targets are not being met and therefore identifies the need to take action on a particular aspect of the Plan Strategy, or a policy. Potential **actions** are identified for each trigger point. The Monitoring Framework seeks to include the options from what action might be taken. These include:

- Continue monitoring
- Training required for Officers/Members
- Further Supplementary Planning Guidance required

- Further investigation/research required
- Policy Review required
- Plan review required

In addition to the Strategic Objectives, two contextual monitoring targets are identified which will provide information on the Welsh Language and Employment levels across the Plan area.

The Annual Monitoring Report will also contain a section on Sustainability Appraisal monitoring.



Objective	Key Policies/ proposals	Indicator	Target	Trigger Point	Source of Information	Action
<b>A.</b> Mitigate and respond to the challenge of Climate Change	GN 1 General Development	The scale/type of highly vulnerable development permitted within C2 flood risk areas (CORE)	Development in zones C1 & C2 is in line with the provisions of TAN 15	More than 3 approvals per year over 3 consecutive years of development in zones C1 & C2 contrary to the provisions of TAN 15.	Information from SDI reporting.	Training required for Officers/Members
<b>A.</b> Mitigate and respond to the challenge of Climate Change	GN 5 Renewable Energy – target and allocations	The capacity (MW) of renewable energy development permitted.	6 MW per annum	If 10% below target for 3 consecutive years	PCC planning applications monitoring database.	Further investigation/research required
<b>A.</b> Mitigate and respond to the challenge of Climate Change	GN 36 Coastal Change	Number of proposals gaining planning permission contrary to the provisions of the policy.	No applications approved contrary to the policy.	More than 3 approvals in 1 year contrary to the policy provisions over 3 consecutive years.	PCC planning applications monitoring database.	Training required for Officers/Members
<b>B.</b> Deliver high quality development where place making is supported by	SP1 Creating Sustainable Places	Number of applications approved contrary to the provisions of SP 1 Creating	No applications approved contrary to the policy.	More than 5 applications approved contrary to the policy in 1 year over 3 consecutive years.	PCC planning applications monitoring database.	Training required for Officers/Members

Objective	Key Policies/ proposals	Indicator	Target	Trigger Point	Source of Information	Action
sustainable design which responds appropriately to cultural and built heritage, landscape and townscape.		Sustainable Places				
<b>B.</b> Deliver high quality development where place making is supported by sustainable design which responds appropriately to cultural and built heritage, landscape and townscape.	SP 2 Sustainable Design	Number of applications approved contrary to the provisions of SP 2 Sustainable Design	No applications approved contrary to the policy.	More than 5 applications approved contrary to the policy in 1 year over 3 consecutive years.	PCC planning applications monitoring database.	Training required for Officers/Members , potential revision to Supplementary Planning Guidance.
<b>C)</b> Sustain and enhance the rural and urban economy by supporting start-	SP 4 Supporting Prosperity	Employment land take-up allocations and job	100 ha of new employment land developed on employment	Less than 45 ha developed by 2025 (Plan Review)	PCC Employment Land Survey	Further Investigation/Research required. Potential Policy Review at Plan

Objective	Key Policies/ proposals	Indicator	Target	Trigger Point	Source of Information	Action
up businesses, rural diversification, changing agricultural practices, the visitor economy, and the expansion of Small and Medium Enterprises.	GN 7 Employment Allocations	growth.(CORE )	allocations (ha/sq m)			Review stage if further Investigation shows this to be necessary.
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.	SP 13 Employment Land Provision	The rate of development on strategic allocations (CORE)	<ul style="list-style-type: none"> <li>• Blackbridge</li> <li>• Pembrokeshire Science and Technology Park Cluster</li> <li>• Pembroke Dock Gateway Cluster</li> </ul> Planning permission on 50% of area of sites by 2025	More than 50% of identified strategic sites area without planning permission by 2025	PCC Employment Land Survey	Further Investigation/Research required. Potential Policy Review at Plan Review stage if further Investigation shows this to be necessary.
C) Sustain and enhance the rural and urban	SP 15 Visitor Economy	Number of applications approved	No applications approved	More than 4 approvals in a year contrary to the	PCC planning applications	Training required for Officers/Members

Objective	Key Policies/ proposals	Indicator	Target	Trigger Point	Source of Information	Action
economy by supporting start-up businesses, rural diversification, changing agricultural practices, the visitor economy, and the expansion of Small and Medium Enterprises.		contrary to policy SP 15 Visitor Economy.	contrary to policies	policy over 3 consecutive years.	monitoring database.	
D) Sustain resourceful communities by providing a range and mix of homes supported by key community facilities and services.	Policy SP 2 Housing Requirement	Housing Land supply taken from the current Joint Housing Land Availability Study (JHLAS) (CORE)	5 year land supply	Less than 4.5 year land supply	Latest published Annual JHLAS	Further Investigation/Research Required.
D) Sustain resourceful communities by providing a range and mix of homes supported by key community	Policy SP 2 Housing Requirement	Number of net additional affordable and market dwellings built in the LPA area.(CORE)	Delivery of 6,800 total dwellings by 2033 (425 per year) as indicated in the Housing	If total number of dwellings built is less than 10% by formal Plan review undertake research if completions less than 25% of target	Annual PCC Housing Survey.	Further Investigation/Research Required / Policy Review

Objective	Key Policies/ proposals	Indicator	Target	Trigger Point	Source of Information	Action
facilities and services.			trajectory (eg 400 completions by 2022 425 completions by 2023)	by Plan review consider additional allocations and settlement boundary review.		
D) Sustain resourceful communities by providing a range and mix of homes supported by key community facilities and services.	Policy SP 5 Settlement Hierarchy	Spatial distribution of housing development (CORE)	60% of permissions are in the Urban Settlements	Permissions less than 50% in Urban Settlements over a period of 3 years.	PCC planning applications monitoring database.	Further Investigation/Research Required.
D) Sustain resourceful communities by providing a range and mix of homes supported by key community facilities and services.	SP 3 Affordable Housing Target	Level of affordable housing completions monitored against the plan's overarching target (CORE)	Delivery of 2,000 new affordable dwellings (125 per year) by 2033.	If total number of dwellings built is less than 25% below target of 125 for 3 years running.	Annual PCC Housing Survey.	Further Investigation/Research Required.
D) Sustain resourceful communities by providing a range and mix of homes supported by key community	SP 3 Affordable Housing Target	Tenure of affordable housing completions (CORE)	The tenure of affordable housing completions should be in line with the need	If total completions are over 15% at variance to LHMA need for 3 years running.	Annual PCC Housing Survey and S106 monitoring.	Further Investigation/Research Required – depending on outcome potential review of Supplementary

Objective	Key Policies/ proposals	Indicator	Target	Trigger Point	Source of Information	Action
facilities and services.			identified in the LHMA.			Planning Guidance and additional Officer/Member training.
D) Sustain resourceful communities by providing a range and mix of homes supported by key community facilities and services.	GN 14 Residential Allocations and GN 16 Local Needs Affordable Housing	Delivery of the affordable housing policy – thresholds and percentage targets for each sub-market area (CORE)	To monitor the delivery of affordable housing in line with policy targets and thresholds in each sub-market area	If total completions are over 15% below targets in more than 50% of sub-market areas over 3 consecutive years.	Annual PCC Housing Survey and S106 monitoring.	Further Investigation/Research Required – depending on outcome potential review of Supplementary Planning Guidance and additional Officer/Member training.

Objective	Key Policies/ proposals	Indicator	Target	Trigger Point	Source of Information	Action
D) Sustain resourceful communities by providing a range and mix of homes supported by key community facilities and services.	GN 14 Residential Allocations and GN 16 Local Needs Affordable Housing	Viability (CORE)	To monitor trends (positive and negative) in key determinants of market conditions and viability such as, house prices, land values, build costs.	Should average house prices increase by 5% above the base price of 2019 levels sustained over 2 quarters then the Authority will consider other triggers identified in the Affordable Housing SPG & may conduct additional viability testing & modify the targets established in GN 14 & GN 16	Land Registry Data	Further Investigation/Research. Depending on outcome of further investigation could lead to Policy Review or Plan Review.
D) Sustain resourceful communities by providing a range and mix of homes	GN 14 Residential Allocations	The rate of development on key allocations	Identify strategic housing sites and include targets in	Slade Lane South Haverfordwest (514)– site to have	Annual PCC Housing Survey	Further Investigation/Research.

supported by key community facilities and services.			relation to planning permission and completion dates.	<p>commenced by 2021 Completed by 2033</p> <p>Slade Lane North Haverfordwest (76 units) site to have commenced by 2023 Completed by 2033</p> <p>Scarrowscant Haverfordwest (142) to have commenced by 2020 completed by 2024</p> <p>North of Pembroke Road – Pembroke Dock to have commenced by 2028 completed by 2032.</p>		
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				<p>Adjacent to Long Mains &amp; Monkton Priory – Pembroke Dock (158) to have commenced by 2020 Completed by 2028</p> <p>Imble Lane- Pembroke Dock (100 units) to have commenced by 2020 completed by 2023</p> <p>North of Highfield Park &amp; Parc Roberts- Narberth (143 units) to have commenced by 2021 completed by 2027</p>		
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				<p>Former National Park Caravan site – Carew/Sageston (101) – to have commenced by 2021 completed by 2024</p> <p>West of Green Close, Milford Haven (117) to have commenced by 2028 completed by 2033</p> <p>South of Conway Drive, Milford Haven to have commenced by 2027, completed by 2033</p> <p>Beaconing Field,</p>		
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				<p>Steynton – Milford Haven (96 units) to have commenced by 2019 completed by 2027</p> <p>East of Poppy Drive Neyland to have commenced by 2025 completed by 2029.</p>		
D) Sustain resourceful communities by providing a range and mix of homes supported by key community facilities and services.	GN 20 Gypsy and Traveller Sites and Pitches	Gypsy and Traveller sites completed (CORE)	Number of pitches built to meet the GTAA identified need over a 5 year period.	If total number of pitches permitted per year is 15% below the need identified at the end date of a GTAA.	Pembrokeshire Housing Team Gypsy Traveller Caravan Count	Further Investigation/Research Required.
D) Sustain resourceful communities by providing a range and mix of homes supported by key	SP 5 Settlement Hierarchy	Level of services within rural settlements.	Services in settlements within the settlement hierarchy are not	Monitor at Plan Review (2025) – a 10% change in number of settlements	Updated Rural Facilities Survey in 2025	Further Investigation/Research Required.

community facilities and services.			significantly lower than in the 2018 Rural Facilities Survey	achieving service village level would require further investigation.		
D) Sustain resourceful communities by providing a range and mix of homes supported by key community facilities and services.	GN 23 Community Facilities	Level of Community Facilities at settlements	No loss of viable community facilities at settlements.	Loss of 3 community facilities over 3 years contrary to policy GN.24	PCC planning applications monitoring database.	Further Investigation/Research Required, potential for additional Officer/Member training.
E. Build on the County's strategic location for green energy, maritime and port related development	SP 12 Port and Energy Related Development	Planning permission granted for employment development on allocated sites within identified port areas.	100% by end of Plan period	50% without planning permission at Plan Review (2025). Annual narrative to describe progress towards delivery	PCC Employment Land Survey	Further Investigation/research required.
F. Protect and promote the Welsh language	SP 17 Welsh Language	Number of applications approved contrary to SP17 Welsh Language policy	No applications approved contrary to policies	More than 4 approvals a year over 3 consecutive years.	PCC planning applications monitoring database.	Further Investigation/Research required.

G. Support a range of uses in Town Centres to assist regeneration	GN 25 Retail and Commercial Centre Development	Percentage of ground floor vacant units in each Town Centre (within identified LDP boundary).	Vacancy levels are no higher than the national (Welsh) average	Vacancy levels 5% higher than national (Welsh) average over 3 consecutive years.	PCC Annual Retail Surveys; Published national statistics	Further Investigation/Research Required
H. Promote accessible and healthy environments for both people and wildlife through the protection and delivery of green infrastructure	GN 35 Green Infrastructure / GN 40 Protection and Creation of Outdoor Recreation Areas / GN 41 Protection of Open Spaces with Amenity value	Open Space/Green Infrastructure Indicator	To improve the network of green infrastructure, and maintain open space.	3 planning applications approved in any 3 consecutive years for any single policy GN.37, GN.42, GN.43	PCC planning applications monitoring database.	Further Investigation/Research Required potential need for additional Officer/Member training.
I. Improve access to goods and services by facilitating improvements in infrastructure and community facilities and directing	GN 30 Transport Routes and Improvements	The delivery of key infrastructure that underpins the plan strategy. (CORE) - Progress towards	100% schemes delivered by 2033.	If the scheme is not programmed and / or finance has not been secured for a project by Plan	PCC Transportation Section	Further Investigation/Research Required.

development to sustainable locations.		delivery of safeguarded transport schemes		Review (2025).		
I. Improve access to goods and services by facilitating improvements in infrastructure and community facilities and directing development to sustainable locations.	GN 3 Infrastructure and New Development	Number of affordable homes gaining planning permission through planning obligations.	11 per year	If less than 50% of target by Plan Review (2025).	Annual PCC Housing Survey	Further Investigation/Research Required potential need for Officer/Member training and/or revisions to Supplementary Planning Guidance.
J. Protect and enhance the County's environment, biodiversity and habitats	SP 11 Maintaining and Enhancing the Environment	Number of applications approved contrary to the criteria of the policy.	No applications approved contrary to the criteria of the policy.	More than 3 approvals in 1 year contrary to the policy provisions over 3 consecutive years.	PCC planning applications monitoring database.	Further Investigation/Research Required.

K. Prevent waste arising and ensure resources are used responsibly	SP 19 Waste Prevention and Management	Number of applications approved contrary to the criteria of the policy.	No applications approved contrary to the criteria of the policy.	More than 3 approvals in 1 year contrary to the policy provisions over 3 consecutive years.	PCC planning applications monitoring database.	Further Investigation/Research Required / Training Required
<b>Contextual Indicators</b>	SP 17 Welsh Language	Welsh speaking % in County at Plan Review	Increase in numbers of Welsh speakers	Fall in number of Welsh speakers by over 5% compared to 2011 levels	Office of National Statistics	Continue monitoring
<b>Contextual Indicators</b>	SP 4 Supporting Prosperity	Unemployment levels	Reduce unemployment levels	Increase in Unemployment levels by over 5% in comparison with 2017 position.	Labour market statistics	Continue monitoring

## Appendix 4 - Policy GN 30 Transport Routes and Improvements – Programming Details for Safeguarded Transport Schemes

Scheme number	Title of Scheme	Programme	Finance	Expected delivery
1	A40 Llanddewi Velfrey to Penblewin Bypass – new section of road	Trunk Road Programme	Yes, Welsh Government	Construction summer 2021 to autumn 2022
2	Blackbridge Access Improvement and Waterston Bypass – new road	Joint Transport Plan for SW Wales 2015-2020	None currently, developer of Blackbridge site will be expected to fund this	Dependent on timing of development at the Blackbridge strategic employment site
3	Well Hill Improvement, Pembroke – re-aligned section of road	An unfinished part of the Southern Strategic Route, which is in the Joint Transport Plan for SW Wales 2015-2020	PCC has allocated £19,000 for a study of the old school site, including Well Hill, the re-use or re-development of which is integral to this proposal	Construction by 2021, but dependent on timing of re-use or re-development proposals for the adjacent site
4	Milford Haven Public Transport Interchange	Joint Transport Plan for SW Wales 2015-2020	Potential for submission of a bid for Local Transport Network Fund grant	Funding bid to be submitted to Welsh Government to develop the scheme to GRIP 5 detained design, with an aim to deliver the scheme by 2023
5	Haverfordwest Bus and Rail Interchange, including station car park	Department for Transport: Access for All	A Department for Transport funding bid will be made, which if successful will be match funded by Welsh Government and PCC;	Completion of a railway station car park expected by March 2022; detailed design for Haverfordwest Interchange Scheme expected during 2020-21, subject to a successful funding bid



Scheme number	Title of Scheme	Programme	Finance	Expected delivery
			also, a funding bid will be submitted to Welsh Government, to develop the Haverfordwest Interchange Scheme to detailed design stage	
6	Pembroke Dock Rail Station Car Park Extension and Link to adjacent retail park – car park and new link road	Not currently programmed	Potential for submission of a bid for Local Transport Network Fund grant, with PCC match funding	Feasibility study in 2020/21, with detailed design to follow and, if the funding bid is successful, implementation in 2023/24
7	Haverfordwest to Narberth – shared use path	Joint Transport Plan for SW Wales 2015-2020	Welsh Government Local Transport Fund grant, with PCC match funding	Completion expected by March 2021, dependent on funding expectations being realised