

# **Pembrokeshire Coast National Park Management Plan (2020-2024)**

*Background Paper 2:*  
Well-being, equality and livelihoods

Pembrokeshire Coast National Park Authority  
September 2018

## **About the UK's national parks**

The purposes of UK National Park are set out in the Environment Act 1995. They are:

- (a) conserving and enhancing the natural beauty, wildlife and cultural heritage of the area
- (b) promoting opportunities for the understanding and enjoyment of the special qualities of those areas by the public

In the event of an irreconcilable conflict between the purposes, conservation has greater weight (the 'Sandford principle').

Pembrokeshire Coast National Park Authority is charged with delivering the purposes in Pembrokeshire Coast National Park and has a duty to seek to foster the social and economic wellbeing of National Park communities in its pursuit of the purposes.

## **Management Plan 2020-2024**

Each National Park Authority is required to prepare a five-yearly National Park Management Plan "which formulates its policy for the management of the relevant Park and for the carrying out of its functions in relation to that Park" (Environment Act 1995, section 66). The Environment Act 1995 gives relevant authorities a legal duty to have regard to Park purposes and to the Sandford Principle<sup>1</sup>.

A number of background papers have been compiled in preparation for the Pembrokeshire Coast National Park Management Plan 2020-2024. They cover:

1. Landscape, seascape, tranquillity and dark skies
2. Well-being, equality and livelihoods
3. Outdoor recreation and learning
4. Nature conservation
5. Culture and heritage
6. Climate and energy
7. Natural resources
8. Legislation and policy

The Well-being of Future Generations (Wales) Act 2015 and The Environment (Wales) Act 2016 add further statutory backing to National Park purposes and the need for participation and collaboration to achieve them. However there is a two-way relationship between National Park purposes and the legislation. The topic areas are intended to reflect this complementarity, to demonstrate the alignment of National Park policy with Wales' well-being, climate, natural resource and ecosystem resilience goals, and to help identify opportunities to add value between national and local policy areas. The South-west and Marine area statements prepared by Natural Resources Wales will also be an important component of management.

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<sup>1</sup> "In exercising or performing any functions in relation to, or so as to affect, land in a National Park, any relevant authority shall have regard to the purposes [...] and, if it appears that there is a conflict between those purposes, shall attach greater weight to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the area comprised in the National Park." (Environment Act 1995, s.62)

The background papers set out the state of the National Park and provide a context for identifying opportunities and challenges that the Management Plan will need to address. The opportunities and challenges, and accompanying maps, are set out in an informal document for early engagement with partners and public.

The background papers are technical in nature. Where use of technical terms is unavoidable, they are explained in the text and/or in a glossary.

### A place-based approach

While many natural resource issues are best considered at a landscape-scale, action locally should take account of local circumstances. It is proposed that the Management Plan 2020-2024 adopts a place-based approach to policy implementation, with five areas identified as follows:

- Preseli Hills and North Coast
- North-west Coast
- West Coast
- Daugleddau
- South Coast

### Next steps

An outline timetable for Management Plan preparation was approved in the Authority's Corporate and Resources Plan 2018/19 (page 33). A more detailed timetable is given below. This was approved by the National Park Authority at its meeting of 20<sup>th</sup> June 2018.

Milestone	By whom/when
Draft preparation timetable, and methods of engagement	Leadership Team, external bodies. May 2018
Approve timetable and engagement proposals	National Park Authority. June 2018
Engage with key stakeholders: <ul style="list-style-type: none"> <li>• Collate evidence (outcomes, issues, policy impact)</li> <li>• Draft / revise Plan and associated assessments (see "Requirements for impact assessments" below)</li> <li>• Prepare an action planning framework</li> </ul>	July to December 2018
Member Workshops to discuss draft reports and assessments	Spring 2019
Authority approval of consultation draft documents (Management Plan, Sustainability Appraisal / Strategic Environmental Assessment, Habitats Regulations Assessment, Equality Impact Assessment)	National Park Authority June 2019
Translation and formatting	June/July 2019
Public consultation (12 weeks)	Park Direction Team August 2019 - October 2019
Report of consultations to Authority. Authority approval of amended documents.	National Park Authority December 2019

<b>Milestone</b>	<b>By whom/when</b>
Translation and formatting	Park Direction/Graphics Team December 2019/ January 2020
Feedback to consultees	December 2019
Publication of approved Management Plan and assessments; formal notification / adoption statements.	January 2020

## Opportunities and challenges identified from this background paper

**Addressing well-being issues identified in the Public Service Board's *Pembrokeshire Well-being Plan*.**

**Responding to the challenges of *Is Wales Fairer?*<sup>2</sup> and the worse experiences reported by protected groups.**

*See also background papers 3. Outdoor recreation and learning, 4. Nature conservation and 7. Natural resources.*

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<sup>2</sup> *Is Wales Fairer? The State of Equality and Human Rights 2015*, Equality and Human Rights Commission

## 1. The Well-being Assessment and Well-being Plan for Pembrokeshire

1.1 The Well-being of Future Generations (Wales) Act requires public bodies in each local authority area to work together to improve the economic, environmental, social and cultural well-being of its area and the communities which comprise the area.

1.2 The Pembrokeshire Public Service Board<sup>3</sup> has assessed the state of well-being in Pembrokeshire and published a local Well-being Plan.

1.3 The Well-being Assessment for Pembrokeshire was informed by extensive engagement and survey work with citizens and stakeholders, existing data, evidence and research, and was approved by the Public Service Board in April 2017. It takes a definition of well-being derived from three broad issues which cut across all responses when people were asked about what is important to them:

1. Good health
2. Enough money for essentials
3. Good relationships

1.4 Headline themes from the Assessment include the following:

- The natural environment of Pembrokeshire is very much loved and appreciated, and can also provide opportunities for interaction, engagement and learning, building social cohesion and improving emotional and physical well-being.
- Pembrokeshire's rurality can mean limited access to services, housing, transport, and digital connectedness. New technologies and models of service delivery may provide opportunities to enable many.
- Current (and future) economic / cultural (e.g. agriculture) and social (e.g. transport) pressures have a significant effect on the environment. Action is required to harness the positive and mitigate the negative and longer-term effects of climate change; improving physical, community and psychological resilience.
- Those in the more Welsh-speaking north of Pembrokeshire identify the positive effects on their well-being of speaking Welsh.

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<sup>3</sup> The Public Services Board provides the collaborative partnership. It consists of representatives from the following organisations: Pembrokeshire County Council; Hywel Dda University Health Board; Mid and West Wales Fire and Rescue Service; Natural Resources Wales; Dyfed-Powys Police; Police and Crime Commissioner; Pembrokeshire Coast National Park Authority; Pembrokeshire Association of Voluntary Services; Pembrokeshire College; Port of Milford Haven; Public Health Wales; PLANED; Job Centre Plus; National Probation Service; Welsh Government.

1.5 The Assessment also highlights people’s concerns at different life stages. They include:

Childhood	<ul style="list-style-type: none"> <li>• Pembrokeshire has one of the highest rates of overweight or obese children in Wales, yet this is not necessarily explained by traditional theories around links between obesity and deprivation. Learning about healthy eating and providing opportunities for active play may have big roles in changing behaviour for future generations.</li> <li>• Adverse childhood experiences are hugely detrimental, and have effects that can last through life. Social, emotional and behavioural support across the County can counteract the worst effects and long-term damage. It is especially important that those experiencing challenges such as being looked after or caring for others are supported across a range of areas or settings.</li> </ul>
Youth	<ul style="list-style-type: none"> <li>• With houses so expensive in Pembrokeshire, young people looking for independence from their parental home are dependent on renting. This is often poor in condition and quality.</li> <li>• Equipping young people with the right skills and mind set to enter the world of work during this life stage is essential to their future well-being.</li> <li>• This life stage is rarely an easy time. With multiple and varied practical, social and emotional challenges to contend with, adequate support during this period is crucial.</li> </ul>
Young people / Adults	<ul style="list-style-type: none"> <li>• Employment that merely meets financial needs is not necessarily enough for well-being; there is also a significant psychological element. Developing new and exciting employment opportunities to ensure that citizens can thrive and succeed, and eradicating inequalities of pay and opportunity will enhance both of these important aspects of well-being.</li> <li>• Many adults in Pembrokeshire report understanding about the behaviours and habits required for a healthy lifestyle but the statistics around our health do not reflect this. Tackling this disconnect is crucial for well-being of current and future generations.</li> <li>• There are many opportunities to celebrate the heritage, history, Welsh language and traditions of Pembrokeshire. In the main these are well-used and enjoyed. It is important to ensure that access to such activities and events is available to all.</li> <li>• With the average house price in Pembrokeshire 14% higher than the national average and nearly 6 times the median salary, getting onto the housing ladder is challenging. Furthermore, the alternative of rented accommodation is often unsuitable and of poor quality.</li> </ul>
Older people	<ul style="list-style-type: none"> <li>• Social connectedness is crucial to aging well. Employment, volunteering and socialising in community groups can give older people opportunities to pass on knowledge, wisdom and traditions; to keep physically and psychologically active; and to nurture self-esteem and a sense of empowerment.</li> <li>• Ensuring suitable housing and infrastructure systems will ensure that our older people continue to thrive and be of great benefit to the communities within which they live.</li> </ul>

	<ul style="list-style-type: none"> <li>• Caring for others at any age can adversely impact on an individual's well-being. Already high numbers of older people care for their family and friends, and as the number of older people increases in Pembrokeshire, more and more people may find themselves entering older age caring for others.</li> <li>• Dementia sufferers often require significantly more support and resources than services can currently provide. If current trends continue, there will be 3110 dementia sufferers in the County by 2030 which added to other health needs and conditions, means a more sustainable model of support and care will need to be developed.</li> </ul>
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*From The Well-being Assessment for Pembrokeshire, 2017*

1.6 The Well-being Plan for Pembrokeshire was published in May 2018. It contains eight integrated projects:

- Recruitment and Employment Transformation Framework
- Environmental and Climate Change Risk Assessment
- Becoming a Carbon Neutral County
- Doing things Differently
- Celebrating the Great Outdoors
- Community Participation
- Understanding our Communities
- Meaningful Community Engagement



## **2. Pembrokeshire Coast National Park - Demographic Forecasts (2018)**

2.1 The National Park Authority commissioned Edge Analytics to provide a range of alternative demographic and dwelling-led scenarios, for comparison with Welsh Government's 2014-based population projection. Demographic statistics are derived from Unitary Authority and Census Output Area statistics.

2.2 The latest 2014-based population projections from Welsh Government were considered, alongside three demographic scenarios based on various migration assumptions, and four dwelling-led scenarios in which population change is determined by annual dwelling growth trajectories.

2.3 Population growth ranges from -13.7% under the Welsh Government 2014-based projection to +6.2% under the Dwelling-led (90) scenario.

2.4 The dwelling-led scenarios indicate more of a youthful population profile for the National Park compared to the demographic scenarios, but a significant growth in older age-groups remains a feature of all scenarios.

### 3. Employment<sup>4</sup> and workplace zones

3.1 Pembrokeshire's economy reflects its peripheral location. While there are a small number of large employers in the energy and service sectors, Pembrokeshire relies on small and medium-sized enterprises to drive its economy, with over 94% of registered businesses employing fewer than 10 people. 12% of the workforce is self-employed.

3.2 The nature of employment in National Parks tends to be rural business, with sectors linked to tourism being prominent (the economic contribution of tourism in Pembrokeshire Coast National Park is significant). The 2013 ARUP report, *Valuing Wales' National Parks*, reported that more than 3,500 jobs are dependent on the National Park environment, that the environment sector has a turnover of over £200m with Gross Value Added of £95m. The report notes that these figures significantly underestimate the total economic contribution of the National Parks because it excludes some of the wider effects of the spending of visitors influenced by the National Parks but spending outside the Park boundary and fails to account for the more subtle economic benefits conferred by the quality of the environment and its effect on quality of life.

3.3 The economy is diverse with significant self-employment including lifestyle businesses. Pembrokeshire County Council's *Economic Development Strategy and Action Plan*<sup>5</sup> covers the period 2017-2022 with a vision to:

- Improve the quality of life and economic circumstances for all people living, working and visiting Pembrokeshire.
- Make the County an economically competitive, productive and prosperous place with a sustainable economy supporting incomes and employment and economic growth underpinned by successful new enterprises, existing businesses and those attracted to the County.

3.4 Most of the people who work in Pembrokeshire also live in Pembrokeshire and this correlation is particularly strong within the National Park.

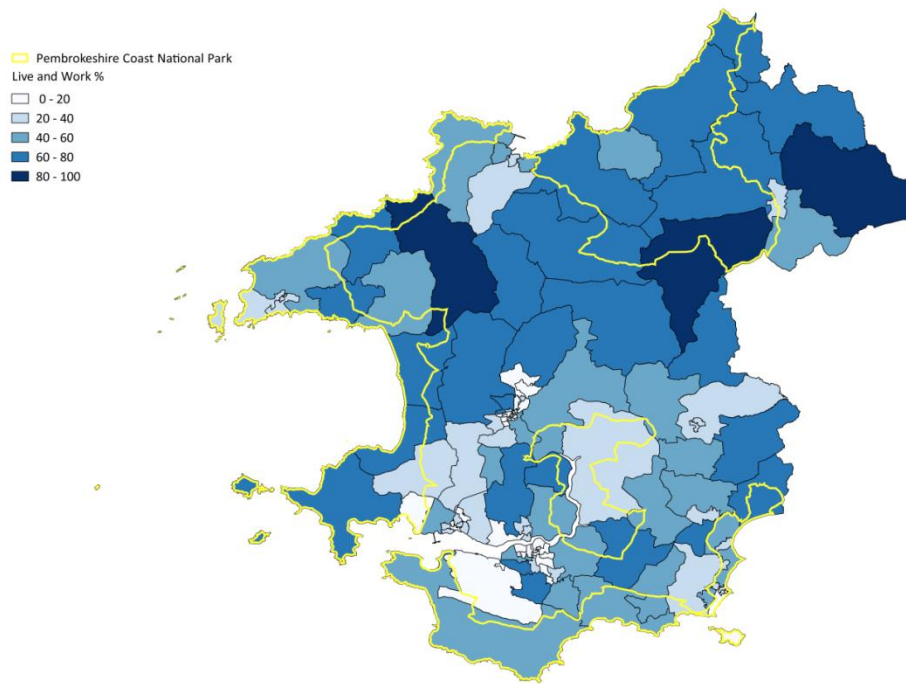
3.5 Workplace zones were introduced for the 2011 census to supplement the census output areas. Workplace zones are designed to contain consistent numbers of workers based on where people work, while Output Areas are designed to contain consistent numbers of people based on where they live. The map shows the workplace zones in Pembrokeshire with a colour gradation indicating the proportion of the persons working in each zone (aged 16+) that also live within that zone.

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<sup>4</sup> A background paper on employment has been prepared for the Local Development Plan: 2

<https://www.pembrokeshirecoast.wales/Files/files/Dev%20Plans/LDP2/background%20papers/Employment%20Background%20Paper%20March%202018.pdf>

<sup>5</sup> <http://mgenglish.pembrokeshire.gov.uk/documents/s38151/Appendix%20Atodiad%2002.pdf?LLL=0>



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3.6 The largest employers attracting people living outside of the immediate areas are located outside the National Park and mostly centred around the Milford Haven Waterway and Haverfordwest. 5% of people who travel to work commute to Carmarthenshire and 4% of those who travel commute to Ceredigion. The number of people self-employed in Pembrokeshire is larger than the Wales average and UK average.

3.7 In line with the Wales Spatial Plan<sup>6</sup>, strategic employment provision in Pembrokeshire lies in Pembrokeshire County Council's planning jurisdiction where strategic sites in the Council's Local Development Plan, in particular on the Haven Waterway, provide opportunities for employment growth close to the main centres of population.

3.8 Small employment land allocations in the National Park Authority's planning jurisdiction have not been delivered (viability and lack of developer interest are the two main issues) in the first Local Development Plan and the intention through revision is to respond to uncertainty by considering a more flexible approach through a criteria based policy approach.<sup>7</sup>

3.9 In terms of accommodating business in Pembrokeshire as a whole, demand is for ready-built premises, rather than land. There is a need to ensure a sufficient supply of smaller industrial units of up to 1,750 sq ft for start-ups and small firms and

<sup>6</sup> <https://gov.wales/docs/desh/publications/130701wales-spatial-plan-2008-update-en.pdf>

<sup>7</sup> <https://www.pembrokeshirecoast.wales/Files/files/Dev%20Plans/LDP2/background%20papers/Employment%20Background%20Paper%20March%202018.pdf>

larger inward investors (c. 10,000). Locations identified are Haverfordwest, the Haven and Fishguard and north Pembrokeshire.<sup>8</sup> It is acknowledged that public sector provision of business premises has ceased and therefore ensuring a sufficient supply of office and business premises will now rely on engagement with the private sector to identify sites and opportunities (Spatial Strategy for Employment as at July 2018).

## 4. Housing

4.1 Issues identified in Annual Monitoring Reports<sup>9</sup> for the Pembrokeshire Coast National Park Local Development Plan, where Management Plan policy could complement policies contained in the Local Development Plan, include available housing land supply and affordable housing and housing delivery.

4.2 The starting population and migrant population tend to be older in the Pembrokeshire Coast National Park than elsewhere in Pembrokeshire.

*Welsh Government Population Projections – taken from Demographic Forecasts January 2018*

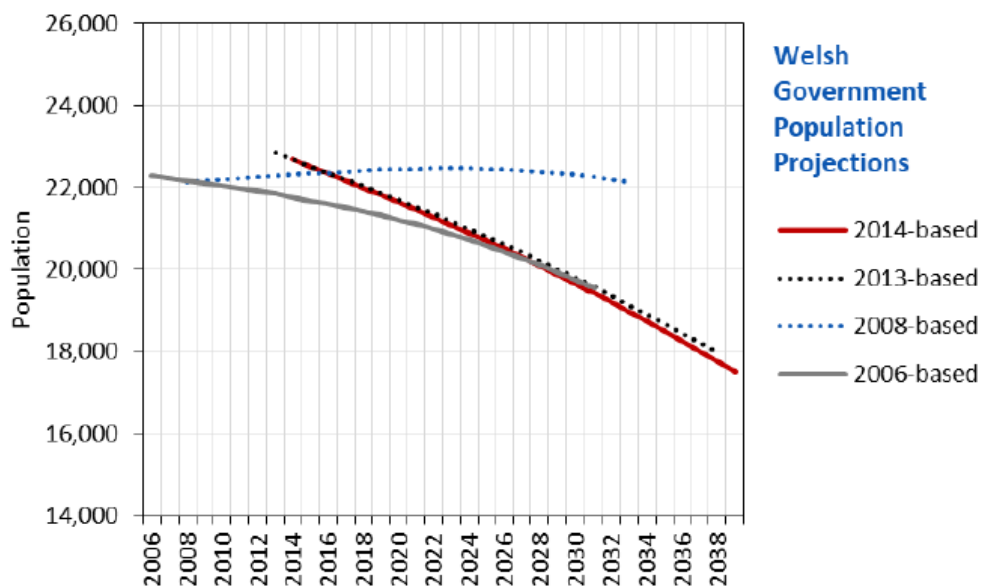


Figure 8: Welsh Government Population Projections for Pembrokeshire Coast National Park (Source: StatsWales)

4.3 Welsh Government household projection figures would suggest that there is little justification to make a housing provision.

4.4 Population and household projections prepared for the Authority<sup>10</sup> provides a range of alternative demographic and dwelling-led scenarios, for comparison with the Welsh Government's 2014-based population projections.

<sup>8</sup> page 46, Pembrokeshire County Council Economic Development Strategy and Action Plan 2017- 2022.

<sup>9</sup> <http://www.pembrokeshirecoast.wales/default.asp?PID=536>

<sup>10</sup> Local Development Plan Background Paper: Demographic Forecasts Jan 2018

4.5 In terms of growth outcomes considered for the preparation of the Authority's Replacement Local Development Plan, those that are dwelling-led, reflect a reversal in future trends estimated under demographic led scenarios. Dwelling-led scenarios retain a more youthful population profile but a significant growth in the older age-groups remains a feature of all scenarios.

4.6 Affordable housing need as set out in the Local Housing Market Assessment for Pembrokeshire<sup>11</sup> is substantial both inside and outside the National Park. The need is greater than any historic dwelling completion rate for the National Park.

## **5. Summary of EU Exit Scenario Planning Workshops. Paper from the Energy, Planning and Rural Affairs' Evidence and Scenarios Roundtable Sub-Working Group, 2018**

- Opportunities arise for some sectors in some scenarios, but not in all.
- Food prices increase, influenced by import tariffs, non-tariff barriers and higher labour costs.
- The potential impacts for Welsh fishing vary from collapse under World Trade Organisation tariffs to no change if the trading arrangements with the EU remain unchanged.
- The importance of investing in 'added value' is a theme across all scenarios and with all sectors.
- The sheep sector faces severe challenges as it relies on export
- The dairy and poultry sectors are most robust because of their focus on UK internal markets
- Beef remains viable with a buoyant dairy industry to supply calves and a lower dependency on export.
- The Welsh environment sector remains a potential growth area in term of eco-tourism through landscapes and seascape. It is rich in natural capital but investment is needed to develop new markets and to develop the skills the sector needs.
- Government funding significantly impacts the rate of change but not the eventual outcome.
- Without Government transitional support, in scenarios of big change, specific sectors may collapse quickly which will have wider consequences on community health and well-being.
- Farming and fishing businesses in Wales need to improve productivity and efficiency, and consider other income streams to stay viable. This will require improved business skills and investment in infrastructure.
- The challenges and opportunities of Brexit will be different for each agricultural, fishing, forestry or food business. Mechanisms to support businesses to make the right decisions need to be put in place.

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<sup>11</sup> Local Development Plan Background Paper: Local Housing Market Assessment.

## 6. Pembrokeshire Coast National Park Authority Strategic Equality Plan, 2016 - 2020

6.1 The Equality Plan sets out the National Park Authority's equality objectives and the actions it will carry out to meet them. The Plan was informed by the Equality and Human Rights Commission's 2015 publication *Is Wales Fairer? The State of Equality and Human Rights 2015* (Equality and Human Rights Commission) and a multi-agency consultation and survey involving most public bodies in south and west Wales.

6.2 Objectives are:

- To continue removing barriers that can be identified for people accessing National Park Authority services
- To promote greater levels of participation from communities and other stakeholders in the decision-making of the National Park Authority
- To develop a level of understanding of equality, fairness and justice issues among staff and members as befits a Welsh Public Sector Organisation
- To promote equality and diversity within the National Park Authority workforce

6.3 These objectives and associated actions will be considered in drafting the Management Plan, both in terms of the equality objectives themselves and in terms of the contribution that can be made through taking equality considerations into account when looking at achieving the other objectives.

6.4 Policy areas with distinct equality aspects include planning policy, promotion, health and wellbeing initiatives, volunteering opportunities, access to rights of way, skills development and visitor experiences and participation.

6.5 Themes arising from the multi-agency consultation in relation to protected groups were:

- Disabled people appear to have the worst overall experiences across the ten domains, though particularly in relation to access to transport, social, leisure and countryside access and employment.

6.6 The following can be summarised in relation to the ten domains:

- Health: older, transgender and disabled people are the groups considered to have the worst experiences. Lesbian, gay, bisexual and transgender people self-report worse experiences than public perceptions.
- Respondents with caring responsibilities thought both disabled and older people had worse experiences than the overall results suggested.
- Education: disabled, older, transgender, lesbian, gay, bisexual and Black and Minority Ethnic people reported worse experiences than the perception of other respondents. Comments suggest issues with prejudice, and access barriers.
- Housing: younger and single people are considered to have the worst experiences. When considering self-reported experiences, those for disabled and lesbian, gay and bisexual people are significantly worse, suggesting poor experiences for housing for these two groups.

- Access to transport: disabled (in particular) and older people are thought to have poorer experiences. Carers believe that older, and disabled people have worse experiences than respondents as a whole.
- Crime and access to justice: a number of the protected characteristics are thought to have worse experiences; in particular, younger, Black and Minority Ethnic and transgender people. In terms of self-reported experiences, the results for Black and Minority Ethnic, disabled, lesbian, gay, bisexual and transgender people are all worse than the perceptions of respondents taken as a whole.
- Influencing decisions: younger, disabled, transgender and Black and Minority Ethnic people are thought to have worse experiences of influencing decisions. Considering self-reported experiences, the position for disabled, lesbian, gay, bisexual and transgender people, is worse than the perception of respondents taken as a whole.
- Social, leisure and countryside access: Disabled and, to a lesser extent, older people are seen to have worse experiences.
- Access to care and support: older people were considered to have worse experiences, with pregnant women or those with young children having better experiences. The self-reported results showed variance in some cases, with much worse experiences reported by disabled, lesbian, gay, bisexual and transgender people. Carers were much more likely to think disabled and older people had worse experiences.
- Employment: the results show a number of groups may have poorer experiences – with disabled, older, and those pregnant / with small children faring the worst. Considering self-reported results, Black and Minority Ethnic, disabled, lesbian, gay, bisexual, younger people, women and transgender people all have worse experiences than the perception of respondents as a whole.
- Getting along together in the community: Black and Minority Ethnic, disabled, transgender and lesbian, gay, bisexual people are all thought to have worse experiences. This is also true of the self-reported results for these groups. Key themes included: unwillingness to mix and fear of difference; access issues; and communication difficulties arising from language (including competence in English and Welsh, and British Sign Language).

6.7 The seven key challenges set out in *Is Wales Fairer?* are summarised below.

<i>Close attainment gaps in education.</i>	Close attainment gaps by raising standards of children receiving Free School Meals, children with Special Educational Needs, looked-after children and Gypsy and Traveller children. Reduce exclusions from school and reduce bullying.
<i>Encourage fair recruitment, development and reward in employment.</i>	Increase the employment rates of young people, disabled people, ethnic minority people and Muslim people. Close pay gaps focusing on young people, ethnic minority people and women.

<p><i>Improve living conditions in cohesive communities.</i></p>	<p>Reduce poverty especially amongst children, disabled people and ethnic minority people.          Improve access to care for older people and children.          Reduce homelessness, especially for people fleeing domestic abuse and people with poor mental health or learning disabilities.</p>
<p><i>Increase access to justice and encourage democratic participation.</i></p>	<p>Ensure equal and effective access to civil justice for everyone.          Improve political and civil participation and increase diversity in public life.</p>
<p><i>Improve access to mental health services and support to people experiencing poor mental health.</i></p>	<p>Improve access to mental health services.          Reduce the rate of suicide especially amongst men.</p>
<p><i>Prevent abuse, neglect and ill-treatment in care and detention.</i></p>	<p>Prevent abuse, neglect and ill-treatment of children and older people in hospitals and care homes.          Protect human rights of people held in detention.</p>
<p><i>Eliminate violence, abuse and harassment in the community.</i></p>	<p>Eliminate the incidence of violence, abuse and harassment particularly against women, disabled people, ethnic minority people, Muslim people and lesbian, gay, bisexual and transgender people.</p>