



STEYNTON TO OLD BULFORD ROAD ACTIVE TRAVEL CONSULTATION REPORT

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1. Introduction

1.1 Purpose of report

Engagement has been undertaken by Pembrokeshire County Council (PCC) to gain feedback on the construction of a shared use path (SUP) which forms a connection between Steynton and Johnston, along the A4076. The scheme is a partial joint project between PCC and South West Wales Trunk Road Agency (SWWTRA).

In this report, shared use paths (SUP) are defined as routes designed to accommodate the movement of pedestrians, wheelers and cyclists, and active travel is defined as a way of getting around that involves physical activity, such as walking, wheeling or cycling. The Welsh Active Travel Act Guidance (July 2021)¹ defines Quiet Lanes as defined as low-intervention cycle routes on links with largely unsegregated active travel provision because they are on low speed and low traffic volume roads. These are aimed at making country lanes more attractive for walking, cycling and horse riding.

This engagement has been undertaken as part of the wider engagement for the active travel improvements across Pembrokeshire. The engagement for Steynton comprised of an on-line survey, a public consultation drop-in session. The survey period ran for six weeks from Friday 14th February to Friday 28th March 2025. The public consultation commenced with a workshop on Friday 14th February, with drop-in slots between 10:00 – 12:00, 13:00 – 16:00 and 18:30 – 20:00 at Steynton Community Hall.

This engagement report provides a summary of how the public engagement was undertaken and how the responses received were analysed. The results of this analysis and an outline of how PCC will consider the responses at the next stage of the project are presented. The feedback received has also provided the Council with valuable local insights that will benefit both this project and other projects in the local area.

1.2 Report structure

This engagement report is structured as follows:

- **Chapter 2 Project overview:** project context and summary of previous engagement.
- **Chapter 3 Engagement approach:** methods of engagement, promotion and materials, feedback, analysis and accessibility.
- **Chapter 4 Analysis of responses:** common themes arising from the engagement.
- **Chapter 5 Conclusions from analysis:** key findings from the engagement and the actions arising from the feedback analysed.
- **Chapter 6 Next steps:** sets out the next steps following engagement.

¹ [Active Travel Act guidance](#)

2. Project overview

PCC is aiming to create a strategic walking, wheeling and cycling route that enables traveling from Milford Haven and Johnston without the use of a vehicle, and also connects to the existing network between Johnston and Haverfordwest. The village of Steynton lies between Milford Haven and Johnston, to the north of Milford Haven, and whilst this route between Johnston and Milford Haven is one of the most used commuter routes in Pembrokeshire, there is no direct active travel link or safe provision for walking, wheeling and cycling. The implementation of this scheme would provide missing links within the Active Travel Network, linking Milford Haven to Steynton and Johnston and onwards to Haverfordwest.

The aim of the proposal is to:

- Facilitate and increase the number of active travel journeys between Milford Haven and Johnston.
- To provide a safe access away from the A4076 Trunk Road.
- Increase physical activity and encourage a healthy lifestyle.
- Support climate change and decarbonisation by reducing vehicle trips.
- Give the local community the opportunity to travel via active travel means.

Future development within the forthcoming Local Development Plan 2, from Pembrokeshire County Council, indicates that there may be development improvements in the area supporting further housing, educational needs and strategic employment sites in the adjacent Thornton/Milford Haven area (approximately 500m to the west). As such, supporting the development of active travel in this area will benefit those forthcoming schemes and enable modal-shift for future users from implementation.

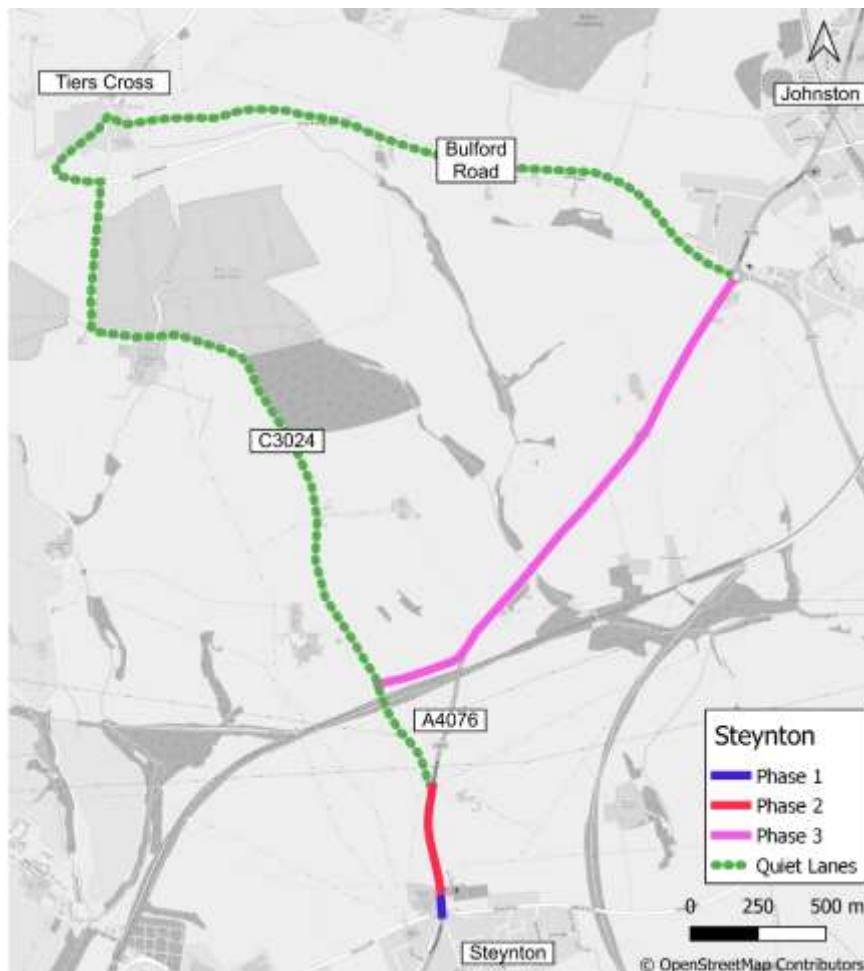


2.1 Proposed changes

The construction of the segregated SUP has been split into three phases and is shown in Figure 2-1.

- Phase 1 (blue line) consists of a SUP, junction and footway improvements between the Neyland Road junction Northwards along the A4076 to connect in with Phase 2, this work will be jointly undertaken by PCC and SWWTRA.
- Phase 2 (red line) forms a SUP along the A4076 starting opposite the bus stop at St Peters Church and linking Northwards towards the C3024 (the Old Bulford Road towards Tiers Cross diverges). This work will be undertaken by PCC. Users will then be directed along Quiet Lanes towards Tiers Cross and the existing Bulford Road SUP, until Phase 3 is completed.
 - The green dashed line represents the continuous Quiet Lane route to Tiers Cross via the C3024 and its connection to the existing cycleway at Bulford Road. This is an interim route until Phase 3 is constructed.
- Phase 3 (pink line) this future route will form the remaining part of the SUP, between Phase 2 and Sunnycroft Roundabout (A4076). This work is expected to commence with future years funding.

Figure 2-1 - SUP construction phases



Phase 1 works will be jointly delivery by PCC and SWWTRA. SWWTRA will deliver the following works:

- Removal of the central island and associated signal amendments.
- Footway widening on the eastern side.
- Associated carriageway resurfacing.
- Associated Civil Engineering works on the eastern side.

Whilst PCC will be responsible for the delivery of:

- Widening to the footway on the western side to provide a SUP, up to the extent of the existing footway which terminates north of the junction.
- Associated Civil Engineering works on the western side.

Phase 2 will be solely delivered by PCC, and works include:

- Provision of a new bridge structure.
- Provision of an attenuation basin to support Sustainable Drainage System (SuDs) design.
- Associated Civil Engineering works to accommodate the scheme.

No full road closures are expected for any phases associated with the works, as this can be managed through effective traffic management.

Traffic Monitoring

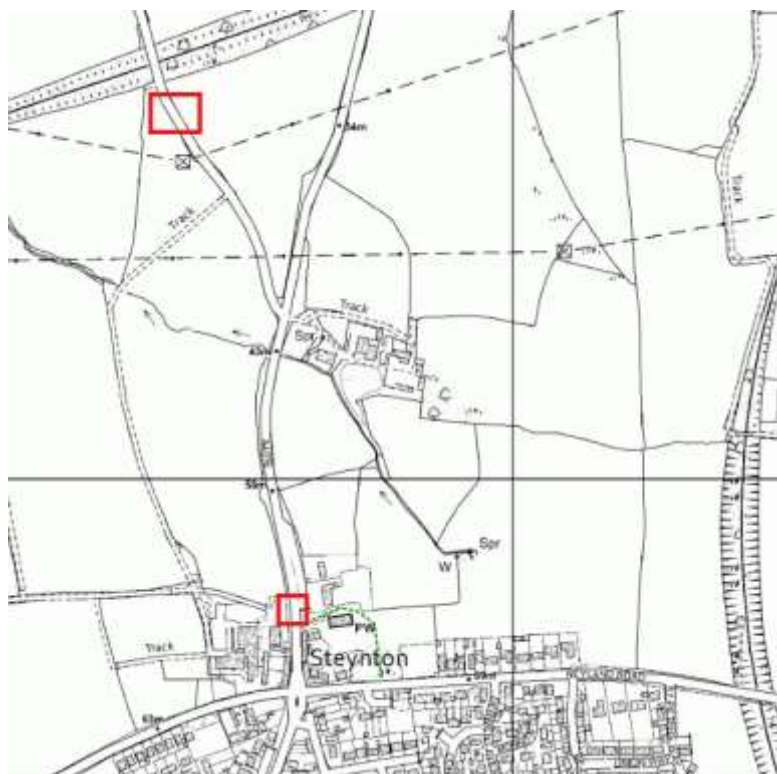
Traffic monitoring has been undertaken by PCC to understand traffic flows and speeds in various locations within the area. To provide the interim link between Steynton and Johnson, the use of Old Hakin Road as a quieter route has been considered.

ATC Monitoring between 29th January and 6th February 2025 on Old Hakin Road recorded average speeds of 33mph across a 24-hour period, with a five-day average of 132 vehicles over 24 hours. The recommended speed limit for Quiet Lanes is 20MPH; the current speed limit for traffic along Old Hakin Road is set at 35MPH, exceeding the Quiet Lanes recommended value. In addition, the volume of traffic is considerably lower (approximately 5 vehicles per hour) than on other routes. The proposal would consider lowering the speed limit along this route to enhance cyclist safety through traffic management; this would need to be taken through the appropriate road safety channels should the scheme progress.

Monitoring along Steynton Road (A4076) in the same period averaged 29mph across a 24-hour period, with a two-way traffic flow of 8,796 vehicles in 24 hours. These speeds indicated the need for separated, safe walking, wheeling and cycling facilities in this area.



Figure 2-2 - Location of ATC Monitoring along Old Hakin Road and A4076 (red squares)



3. Engagement approach

The purpose of this round of engagement was to formally engage with the local community on the proposed SUP to connect Johnston and Milford Haven as part of the wider engagement for active travel improvements across Pembrokeshire. The public consultation aimed to gather feedback on proposed changes.

The feedback received from the local community will help to shape the proposal for the SUP and allow PCC to identify if there is support from the local community.

3.1 Survey

To better understand people's views on how to refine the scheme design, PCC developed a survey which was published online and promoted within the community. The survey was hosted on Microsoft Forms and was accessed via a link from PCC's website. Whilst PCC encouraged consultation responses to be made via the on-line consultation system, paper copies of the designs and survey, along with a comments box, was located in County Hall. The survey was available in Welsh in both formats, and posted copies of the designs and survey were available upon request.

The survey questions aimed to gather feedback on the proposal for a new SUP. The questions included several open and closed questions, focusing on how individuals travel, if individuals felt that the proposed route would improve accessibility, and if they supported the proposed changes.

The survey ran for a period of six weeks from Friday 14th February to Friday 28th March 2025.

3.2 Face to face engagement

The public consultation period commenced with drop-in sessions on 14th February 2025, between 10:00 – 12:00, 13:00 – 16:00 and 18:30 – 20:00 at Steynton Community Hall. The sessions each had representatives from PCC in attendance to answer any questions that arose. Visitors to each drop in sessions were able to look at paper copies of the designs, which were also shown on story boards at the event. Individuals attending the drop-in sessions had the opportunity to fill in paper copies of the survey, as well as to leave any additional comments via the comments box.

The printed versions of the designs and paper survey were available at County Hall until Friday 28th March, whereafter any remaining copies were collected and removed.



4. Analysis of responses

4.1 Survey

116 responses were received to this survey through online responses and paper copies. In comparison with other active travel consultations across Pembrokeshire, this is a significant response rate and suggests that the survey was beneficial for gathering local feedback. The survey was advertised online from Friday 14th February to Friday 28th March 2025.

It is important to note that, although 116 individual respondents answered the survey questions, in the following section, graphs with responses over 116 are where responses to multiple questions have been combined. Therefore, percentages in graphs may not add up to 100% due to minor rounding discrepancies.

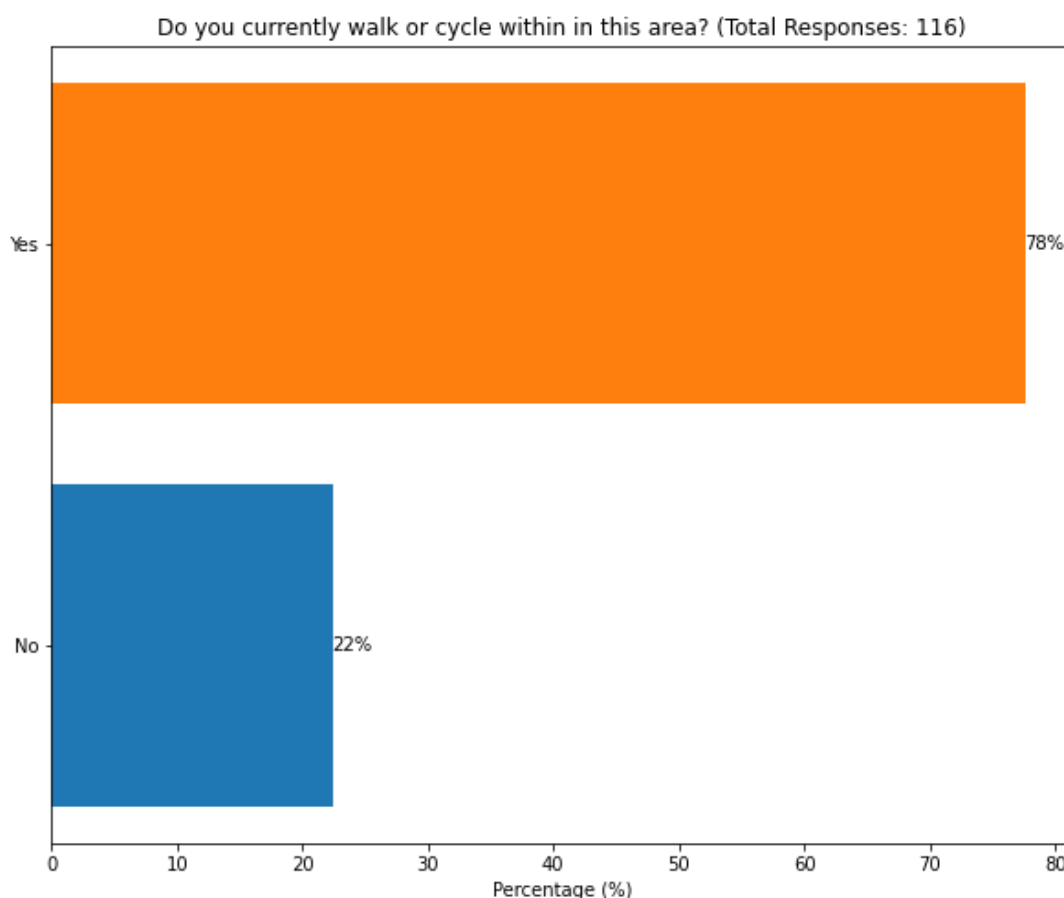
Questions in the survey were all optional for respondents to answer, including the About You question set.

All responses have been considered in the survey feedback.

4.1.1 Travel patterns

The first questions of the survey aimed to gather information on how respondents travel around the local area and the purpose of their trips. Figure 4-1 shows the split of responses when asked if they currently walk or cycle in the local area.

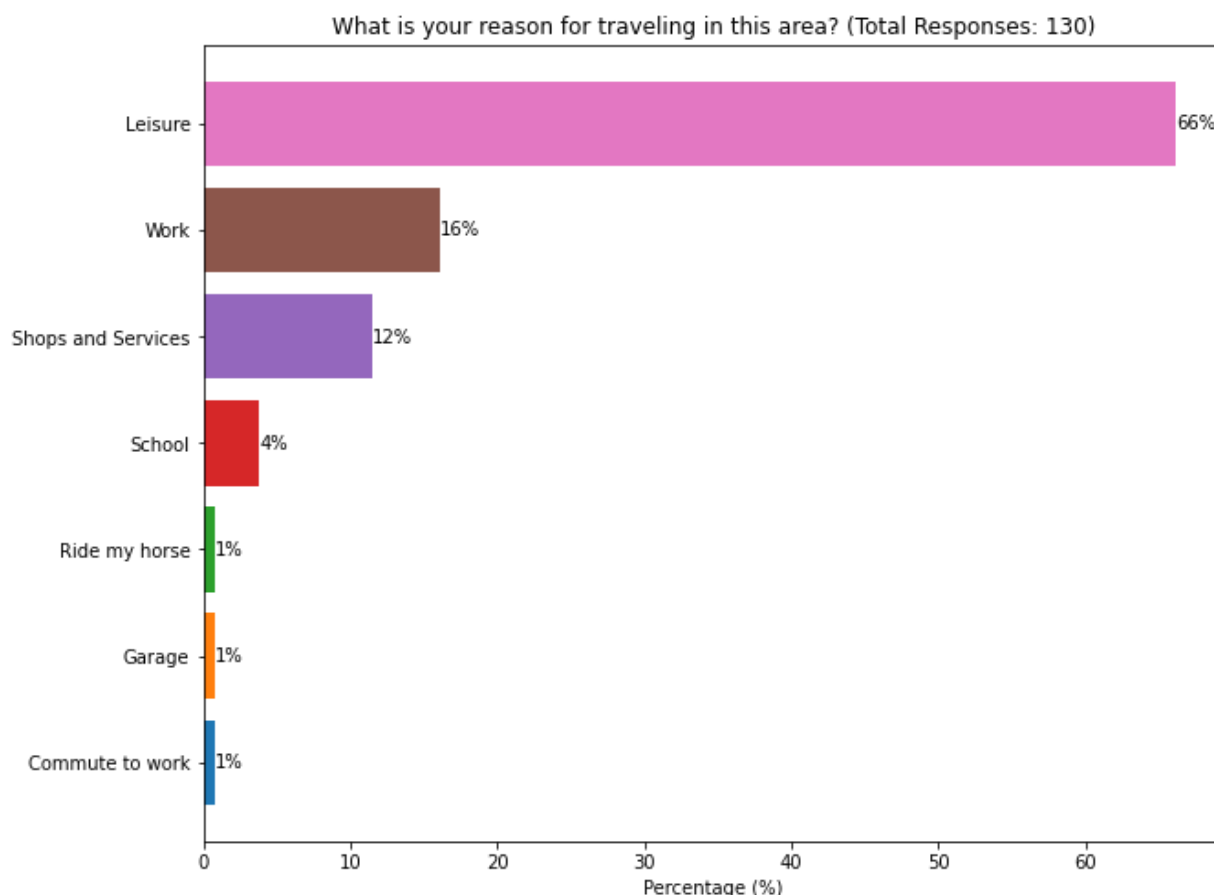
Figure 4-1 - Do you currently walk or cycle within in this area?



A significant majority of respondents are already actively walking or cycling in the area, making up 78% of all responses. Whilst 22% of respondents said that they do not currently walk or cycle in this area, this suggests that there is the opportunity for modal shift in the area.

Figure 4-2 shows the responses to the main reason for travelling in and around Steynton. Respondents were allowed to select multiple responses, and therefore the total number of responses is greater than the number of respondents.

Figure 4-2 - What is your reason for traveling in this area?



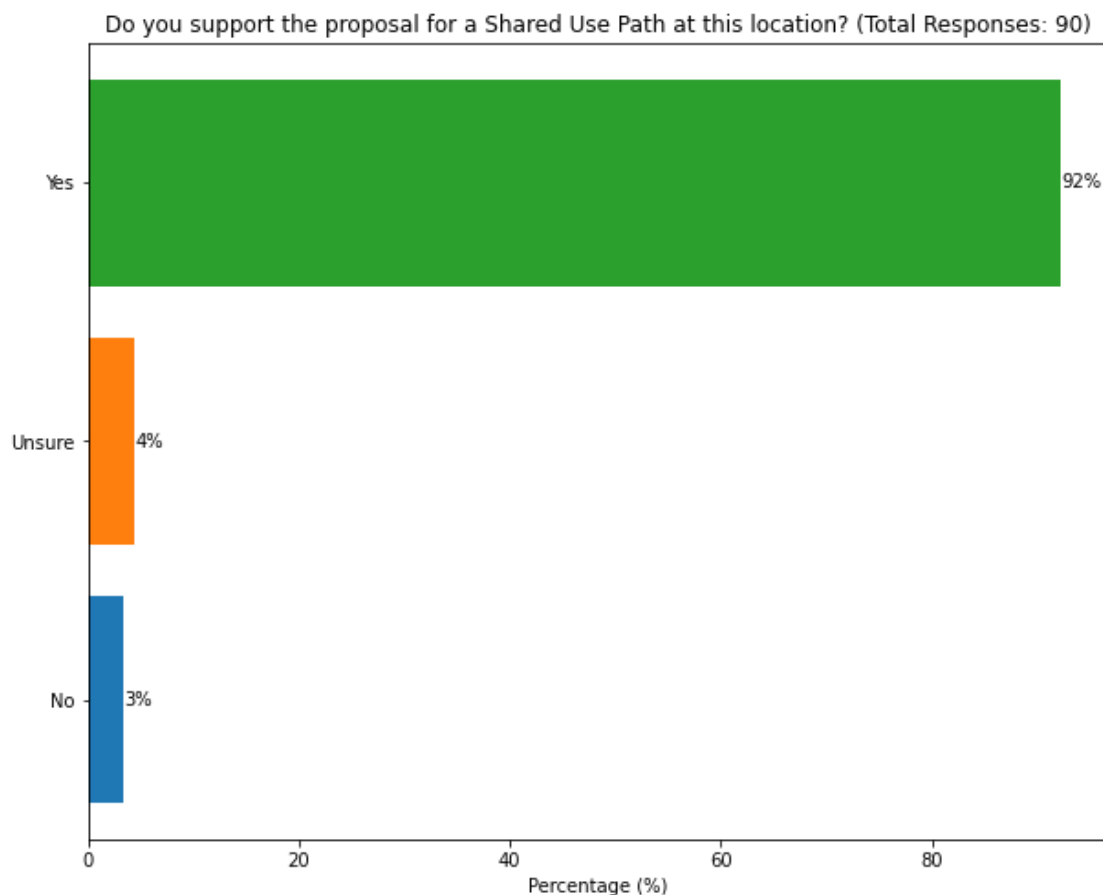
The majority of respondents visit the area for leisure purposes, contributing to 66% of all trips, with a further 16% being made up of those travelling to work and 12% of those accessing shops and services.

4.1.2 Opinions on the proposal

The next set of questions asked for feedback on the SUP proposal.

Figure 4-3 shows the level of support for the SUP proposal. Respondents were able to respond with either “Yes”, “No”, or “Unsure”.

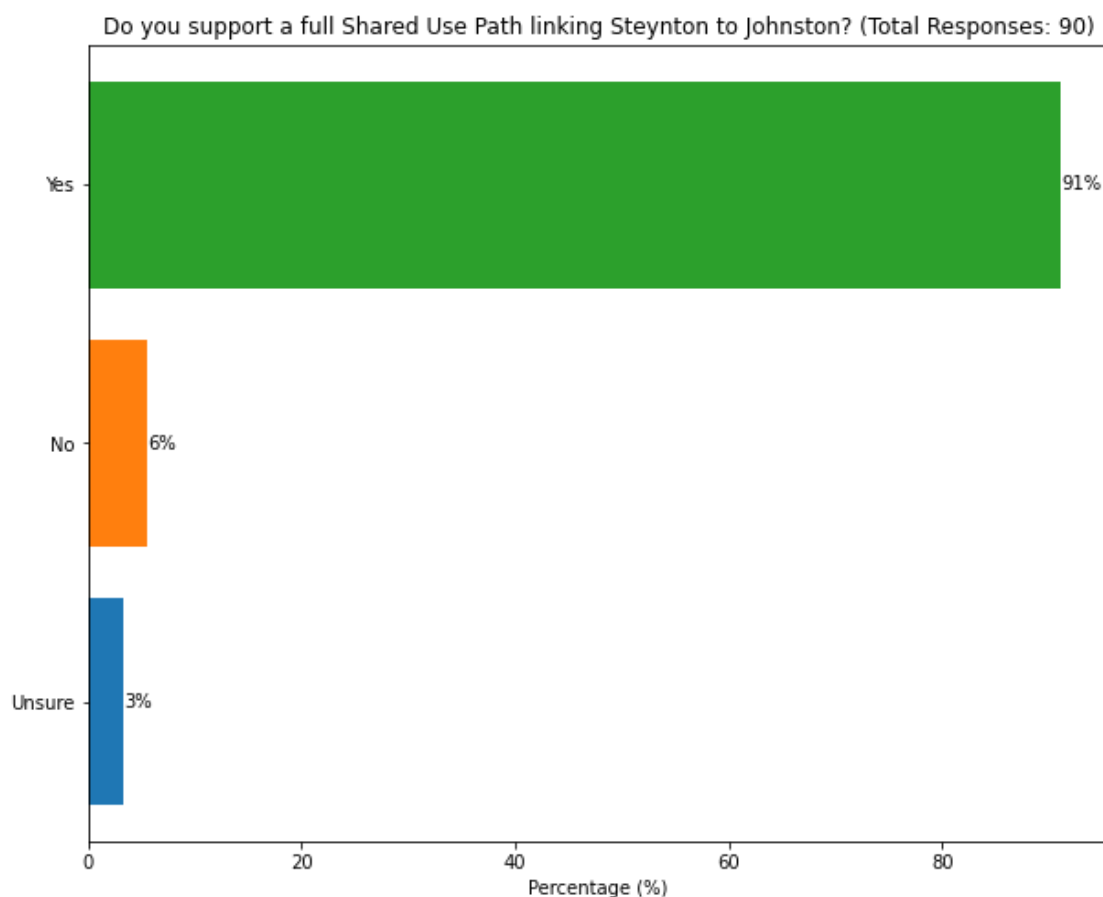
Figure 4-3 - Do you support the proposal for a Shared Use Path at this location?



The vast majority of respondents support the proposal, making up 92% of all responses. Only 4% of respondents were unsure, and 3% do not support the proposal. This shows that there is overwhelming support for the implementation of the SUP and that respondents feel that the SUP would be beneficial to the local area.

Figure 4-4 shows the level of support for a full SUP linking Steynton to Johnston.

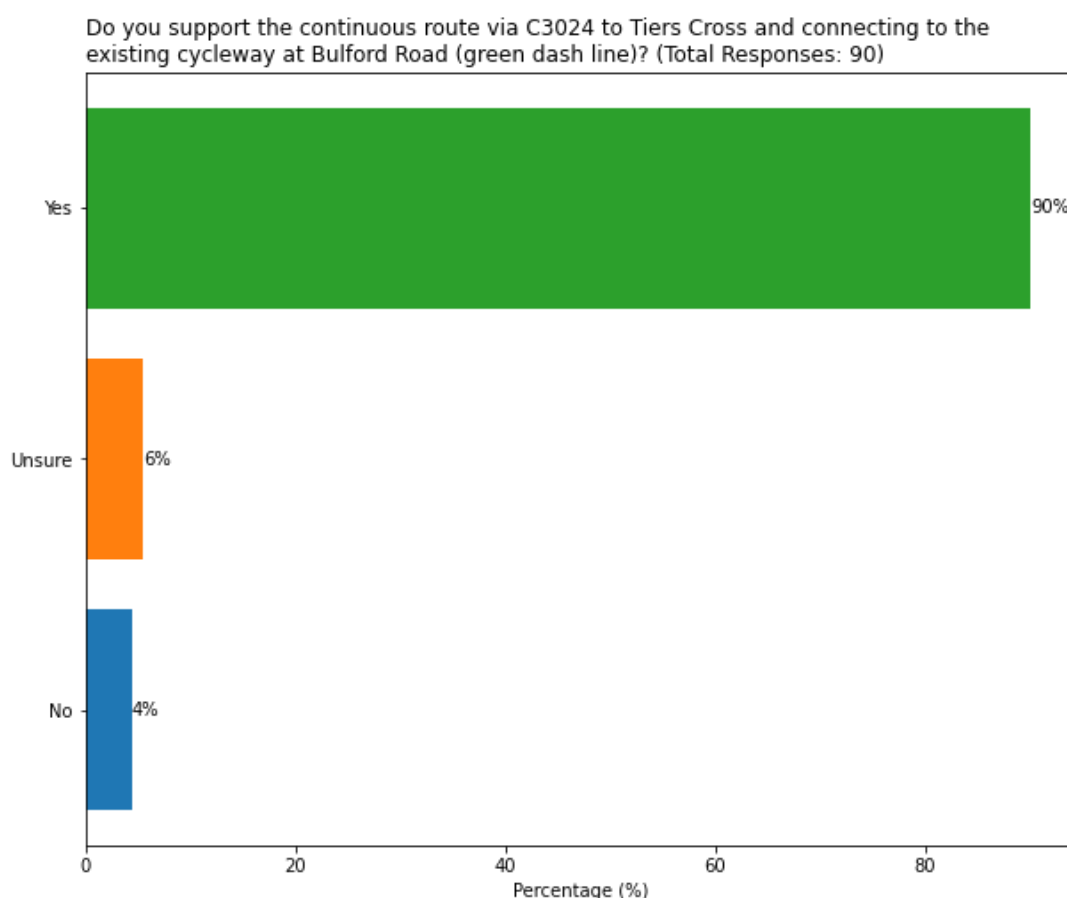
Figure 4-4 - Do you support a full Shared Use Path linking Steynton to Johnston?



As with the previous question, the vast majority of respondents support the proposal for a full SUP linking Steynton to Johnston with 91% answering in support. In comparison with the previous question shown in Figure 4-3, there is a slightly higher proportion of respondents who do not support the proposal at 6% and 3% are unsure (compared with 4% and 3% respectively), however this still suggests that the majority of respondents feel a full SUP between Steynton to Johnston would be beneficial.

Figure 4-5 shows the responses when asked if they supported the continuous route to Tiers Cross via the C3024 and its connection to the existing cycleway at Bulford Road. This is shown by the Quiet Lanes route and green dash line on Figure 2-1.

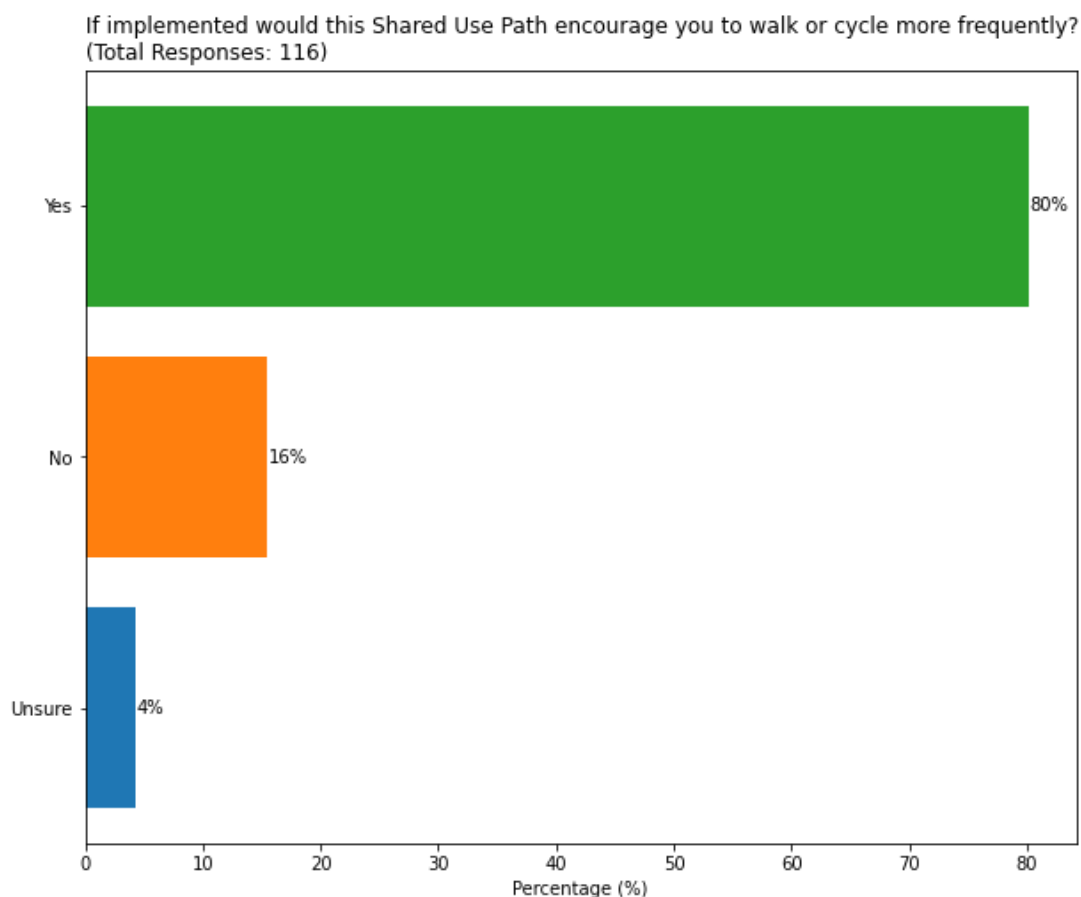
Figure 4-5 - Do you support the continuous route via C3024 to Tiers Cross and connecting to the existing cycleway at Bulford Road (green dash line)?



A significant number of respondents support the proposal, making up 90% of the responses. In comparison the two previous questions shown in Figure 4-3 and Figure 4-4, more respondents were unsure of their support for the Quiet Lanes route to connect Steynton to Johnson, with 6% selecting this answer. Whilst only 4% did not support the proposals. Overall, the responses to this question show that the majority of respondents support the Quiet Lanes routing to connect Steynton to Johnson.

Respondents were asked if they felt that the implementation of the SUP would encourage them to walk and/or cycle more frequently. The responses are shown in Figure 4-6.

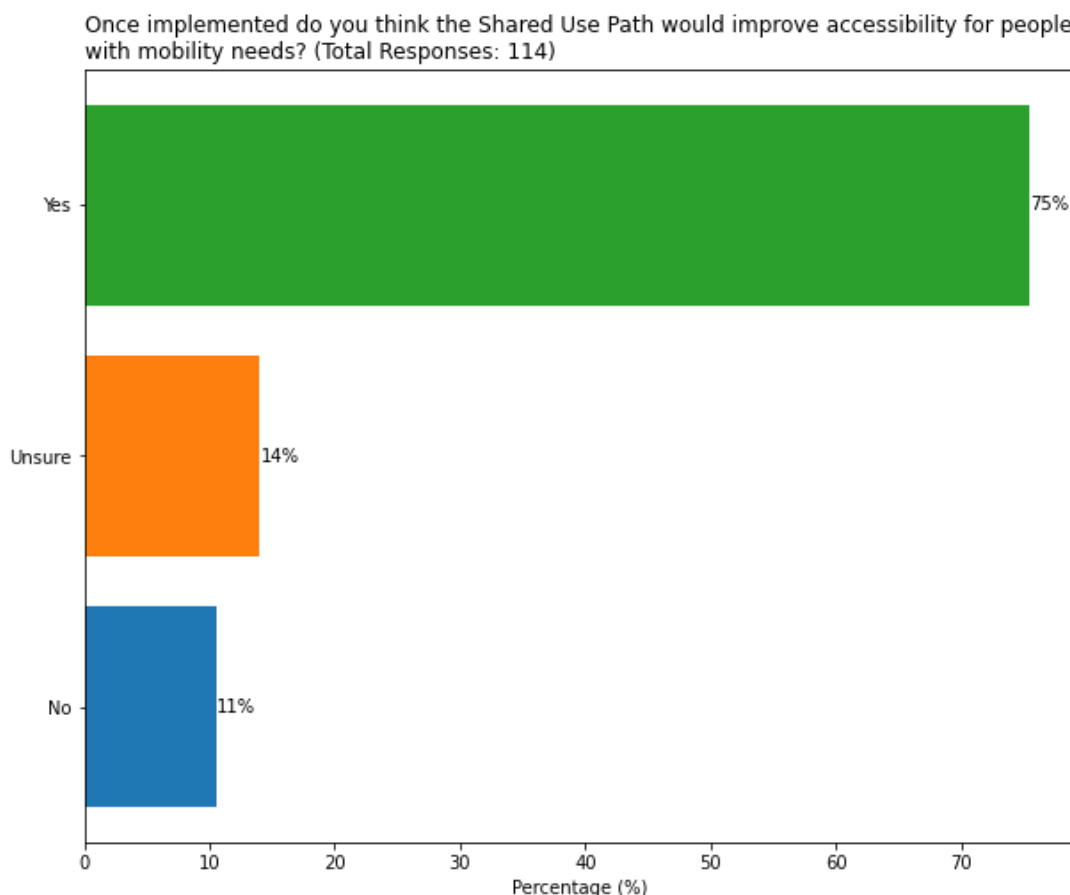
Figure 4-6 - If implemented would this Shared Use Path encourage you to walk/cycle more frequently?



The responses suggest that a high level of modal shift could be achieved through the implementation of the SUP. 80% of respondents felt that if the SUP was implemented, they would walk and/or cycle more. 16% felt that the SUP would not encourage them to walk and/or cycle more, whilst 4% were unsure.

Figure 4-7 shows the responses to if they felt that it would improve accessibility for people with mobility needs.

Figure 4-7 - Once implemented do you think the Shared Use Path would improve accessibility for people with mobility needs?

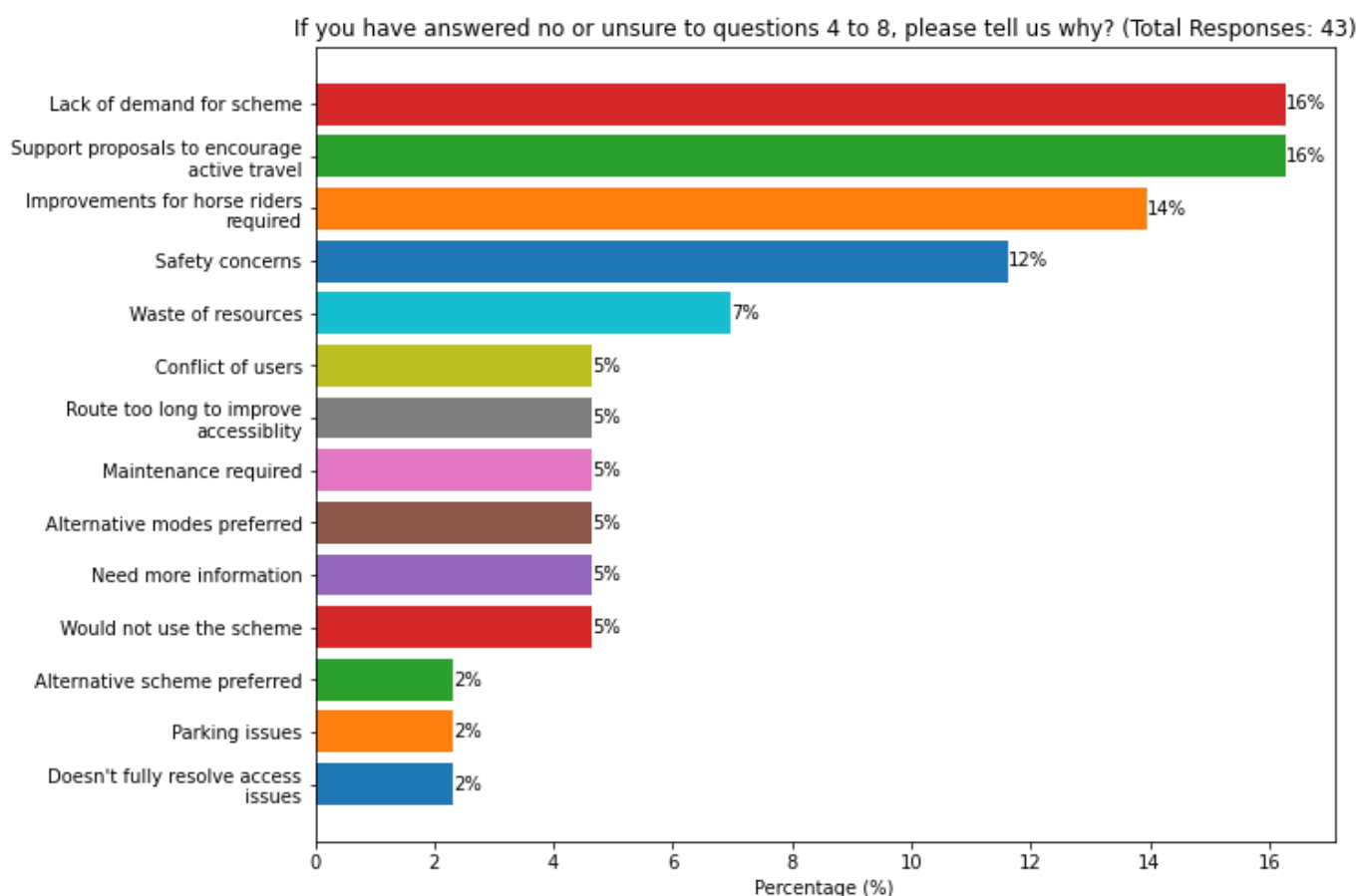


75% of people responded that the proposals would improve accessibility for those with mobility needs, whereas 14% were unsure and 11% said the proposals would not improve accessibility. The responses suggest that they feel that the SUP would be beneficial for all users, and would be successful at achieving the aims of the proposal.

The closed text questions suggest that overall respondents are positive around the proposal, noting high levels of support, potential for a significant modal shift and overall improvements to accessibility.

In order to gather further information on the reasons as to why respondents answered “no” or “unsure” to any of the previous questions, they were provided with a free-text question. Comments from respondents were categorised into relevant themes, and as such a comment could have multiple themes, meaning that the total responses is higher than the number of respondents that left a comment for this question. Figure 4-8 summarises the key themes that arose from the free text responses.

Figure 4-8 - If you have answered no or unsure to questions 4 to 8, please tell us why?



Of the 43 responses, the most common themes were a lack of demand for the scheme and general support to encourage active travel, both making up 16% of comments each. Whilst this question was mainly aimed at gathering feedback from those who answered “no” or “unsure” in previous questions, respondents still used this question as an opportunity to show support for active travel proposals. Comments noted the need for safe, segregated and accessible active travel routes.

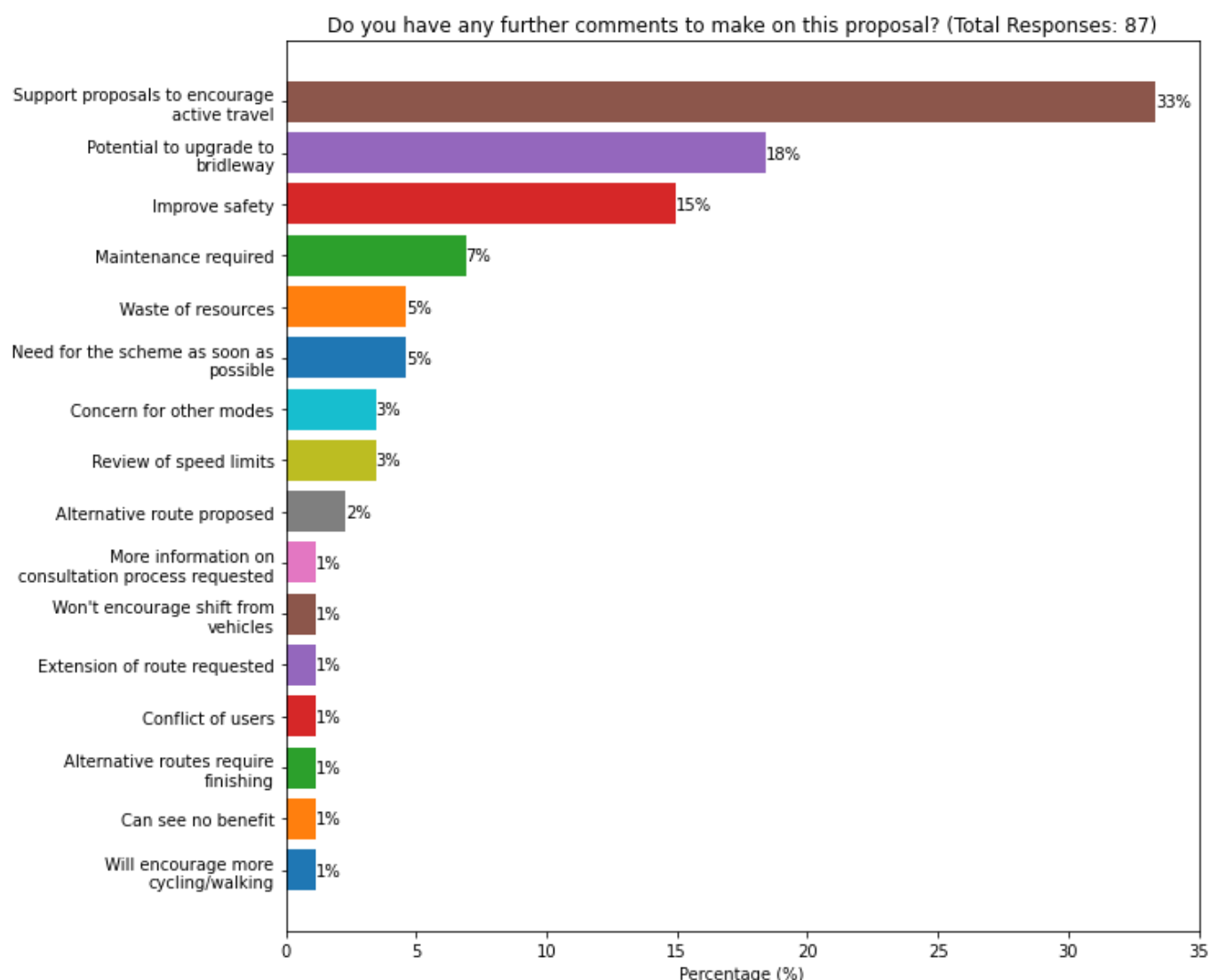
Comments around the lack of demand for the scheme felt that existing paths in the local area are currently not used, the poor weather conditions often prevent people from travelling via active travel modes and that the car is the preferred mode of choice. Some comments who felt that there isn't the demand for the scheme, also felt that the route would be a waste of resources in the current financial climate and that money could be reallocated elsewhere.

Improvements for horse riders was also a common theme, making up 14% of responses. Comments noted that currently there is poor provision in the local area, and that horse riders lack safe, segregated routes. Respondents felt that the SUP should be able to accommodate horse riders in addition to pedestrians and cyclists.

There were some safety concerns stating that the speed of the roads are too fast for active modes to travel alongside, and that the current paths in the local area are poorly maintained with experiences of anti-social behaviour. One comment noted a need for lighting, particularly for use in darker mornings and evenings.

Respondents were also given the opportunity to provide any further comments in a second free-text question. The most common themes are shown in Figure 4-9.

Figure 4-9 - Do you have any further comments to make on this proposal?



Of the further comments, 33% of these were comments supporting the proposals. This is a significantly higher proportion than the next most common themes of the potential to upgrade the SUP to a bridleway (18%) and the need to improve safety (11%).

As with the previous question, there was a strong level of support from the remaining comments. Respondents noted that all active travel improvements, including this proposal, are greatly appreciated for travelling for both work and leisure. There was a strong level of support and need for safe off-road routes across Pembrokeshire, with respondents noting that the current arrangements put pedestrians and cyclists at risk. Additionally, these comments focused on the enhancement to safety that the SUP would provide, with improving safety one of the key themes from the open question. Improvements to safety particularly focused around cyclists, and that segregation would increase safety for cyclists as well as other road vehicles. Comments urged that the proposal should be implemented as soon as possible.

Additionally, as noted in the previous question, the requirement of facilities for horse riders was a common theme. The lack of bridleways and safe access points was noted as a concern for many respondents, who felt that horse riders should be considered alongside pedestrians and cyclists as vulnerable users.

Whilst the majority of comments supported the proposals, respondents noted that maintenance of the facilities is crucial to ensuring it can be utilised.

A set of social and demographic questions were asked in addition to the questions asking for feedback on the proposals. A summary of the questions can be found in Table 5-1 and further analysis of the responses to the 'About You' questions can be found in Appendix A.



5. Conclusions from analysis

Table 5-1 shows a summary of the conclusions from the survey analysis which will be used to inform the next steps of the proposals.

Table 5-1 – Conclusions from survey responses

| Survey section | Key themes |
|----------------------------------|---|
| Travel patterns | <ul style="list-style-type: none"> A significant majority of respondents are already actively walking or cycling in the area, making up 78% of all responses (Figure 4-1). Whilst 22% of respondents said that they do not currently walk or cycle in this area, this suggests that there is the opportunity for modal shift in the area. The majority of respondents visit the area for leisure purposes, contributing to 66% of all trips, with a further 16% being made up of those travelling to work and 12% of those accessing shops and services (Figure 4-2). |
| Opinions on the proposal | <ul style="list-style-type: none"> There is a strong level of support for all aspects of the proposal: <ul style="list-style-type: none"> 92% supported the SUP at the location proposed (Figure 4-3). 91% supported a SUP linking Steynton to Johnston (Figure 4-4). 90% support the route via C3024 to Tiers Cross and the connection to the existing cycleway at Bulford Road (Figure 4-5). 80% of respondents felt that if the SUP was implemented, they would walk and/or cycle more, suggestion that a high level of modal shift (Figure 4-6). 75% of people responded that the proposals would improve accessibility for those with mobility needs (Figure 4-7). The responses suggest that they feel that the SUP would be beneficial for all users and would be successful at achieving the aims of the proposal. Key themes in responses to open questions include: <ul style="list-style-type: none"> Support for proposals that encourage active travel, 16% of Figure 4-8 responses and 33% of Figure 4-9 responses. Lack of demand for the scheme was identified as a key theme for why respondents didn't support proposals (Figure 4-8). The potential to upgrade the SUP to a bridleway (18% of responses in Figure 4-9) and the need for improvements for horse riders (14% of Figure 4-8 responses). |
| Social and demographic questions | <ul style="list-style-type: none"> There is a wide range of ages when compared to the other Pembrokeshire Active Travel consultations, with a few responses from respondents under the age of 15 and responses ranging up to over the age of 75 (Figure A-1). Responses from people between 55-64 made up the majority of responses at 29%, followed by 35-44 and 45-54 both making up 19% of responses. The responses show a lack of representation for those below 25 years old who make up roughly 28% of the population, and those over the age of 75, who make up roughly 10% of the population.² 51% of the respondents are male, 43% are female, with 6% preferring not to say (Figure A-2). This is slightly weighted towards those that identify as male based on data provided in the 2021 Census, suggesting that 48.7% of the Milford Haven area identify as male. Of those that answered if the gender they identify as is the same as their sex registered at birth, 90% answered yes, whilst 10% preferred not to say (Figure A-3). 15% of respondents have a physical or mental illness that is expected to last for 12 months or more (Figure A-4). Of those that have a lasting physical or mental illness, 83% said this illness impacts their ability a little or a lot to perform day-to-day activities (Figure A-5). This is under representation of the population based on Census 2021 data, where 24% of the population are classed as disabled. |

-
- Just over a quarter of respondents provide support or help to others base on long-term physical or mental health conditions or old age (Figure A-6).
 - 12% of respondents have a low net household income, with 77% answering 'no' and 11% preferring not to say (Figure A-7).
 - 13% of respondents are members of the armed forces community, with 79% answering "no" and 7% preferring not to say (Figure A-8).
 - 14% of respondents were able to understand spoken Welsh, with 9% also being able to speak Welsh, 7% being able to read and 6% able to write in Welsh (Figure A-9). The main language used by 95% of respondents is English (Figure A-10).
 - There is a clearly identified opportunity to include Welsh language on the signage of the final proposal, although reordering of the English and Welsh language might be considered for safety purposes (Figure A-11).
-

6. Next steps

The purpose of this round of engagement was to formally engage with the local community on the proposed routes for active travel improvements, as part of the wider engagement for active travel improvements across Pembrokeshire. The summary from this engagement report can be used to feed into further iterations of the designs and can be taken forward to help with decisions on preferred alignments.



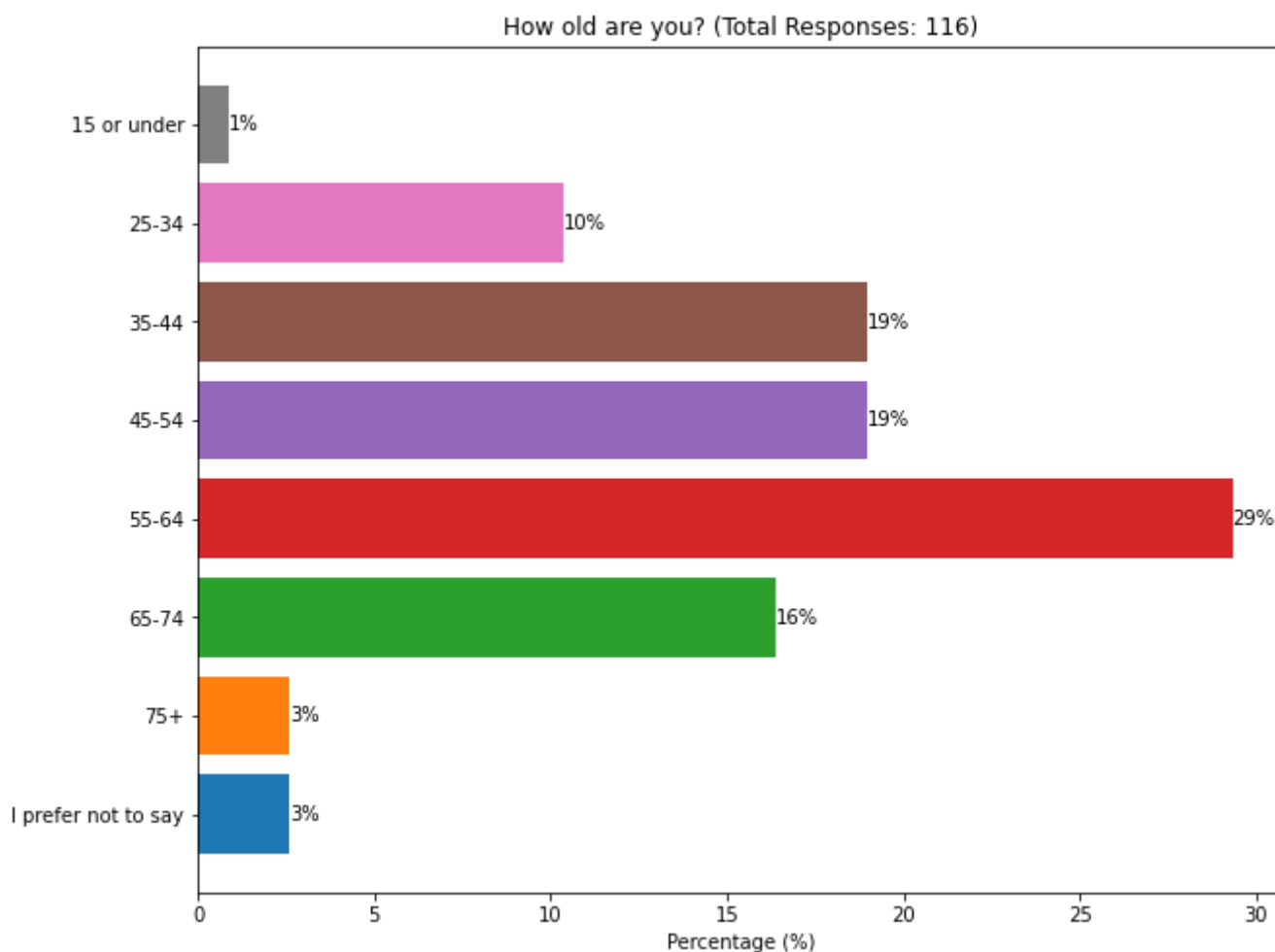
APPENDICES

Appendix A. Social and demographic questions

This section sets out the responses to the 'About You' question set in the survey.

Figure A-1 shows the age demographic of respondents to the survey, of the 116 surveys completed, all respondents answered this question

Figure A-1 - How old are you?

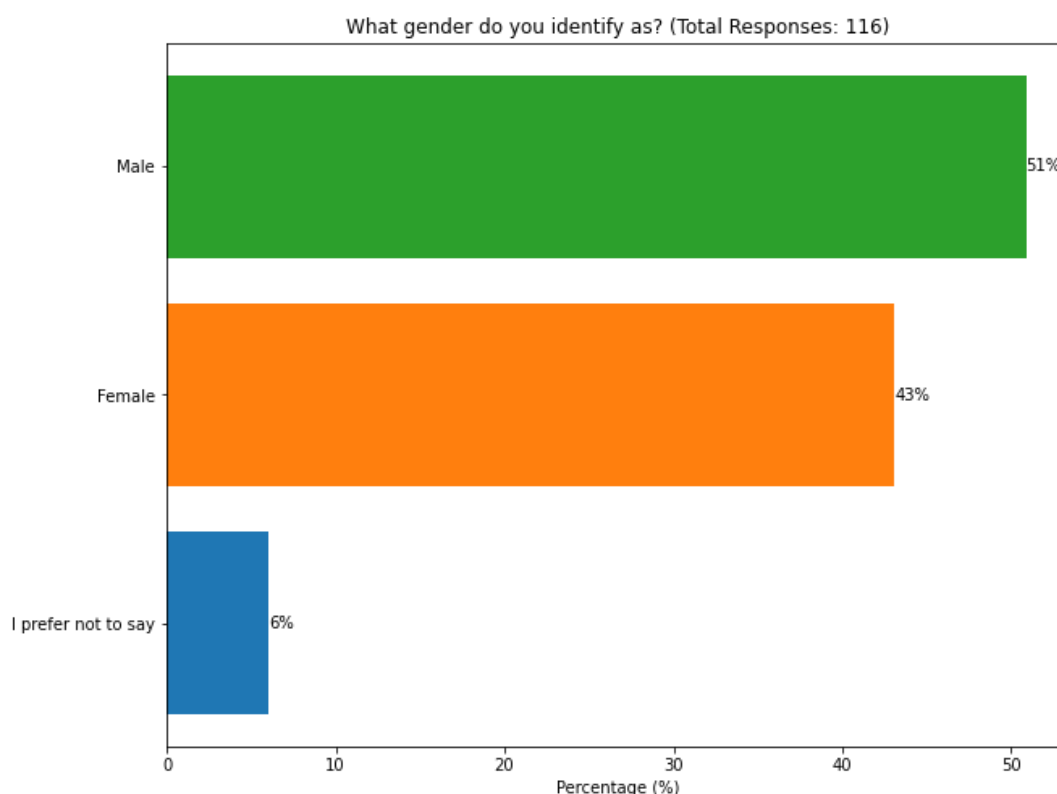


There is a wide range of ages when compared to the other Pembrokeshire Active Travel consultations, with a few responses from respondents under the age of 15 and responses ranging up to over the age of 75. Responses from people between 55-64 made up the majority of responses at 29%, followed by 35-44 and 45-54 both making up 19% of responses. Each of these show a slight overrepresentation of the population, whereby 13.8% are within the 55-64 category, and 11.7% are in the 35-44 and 45-54 age groups. The responses also show a lack of representation for

those below 25 years old who make up roughly 28% of the population, and those over the age of 75, who make up roughly 10% of the population.²

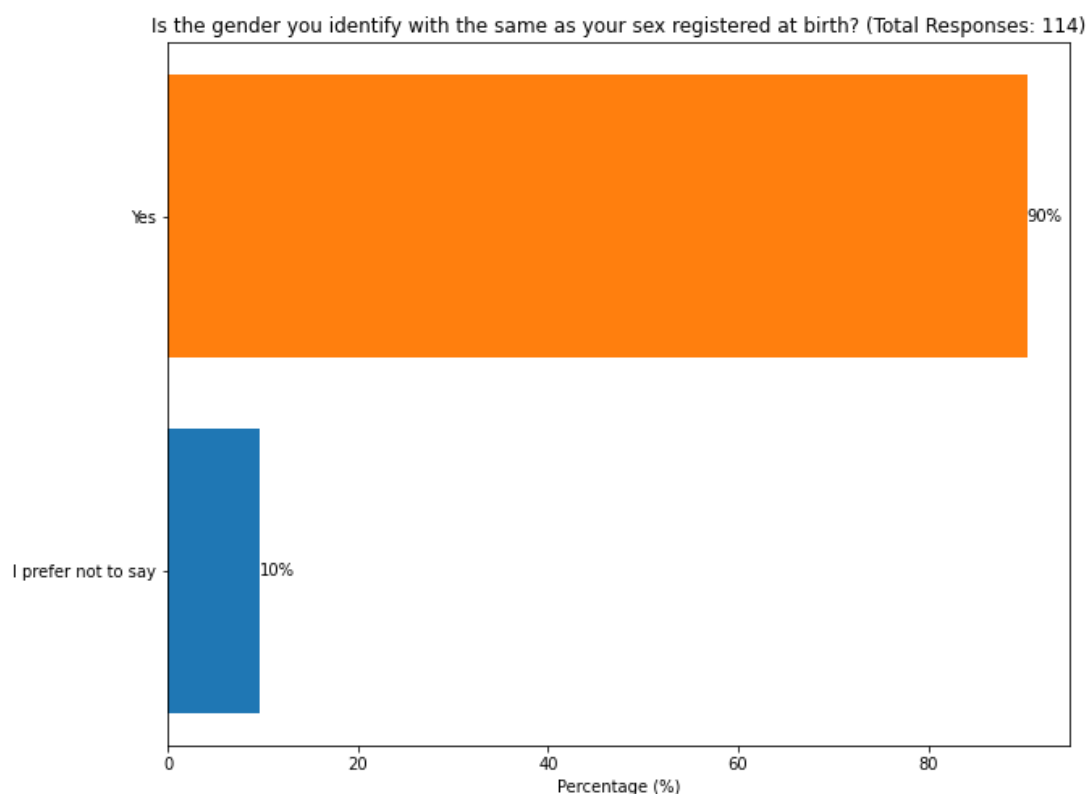
Figure A-2 shows the gender that respondents identify as, with all respondents choosing to answer this question. Figure A-3 shows the responses to the question asking if the gender respondents identify with is the same as their sex registered at birth. 114 out of 116 respondents answered this question.

Figure A-2 - What gender do you identify as?



² [Build a custom area profile - Census 2021, ONS](#). Based on Census 2021 data for Milford Haven that includes Steynton within its boundary.

Figure A-3 - Is the gender you identify with the same as your sex registered at birth?



51% of the respondents are male, 43% are female, with 6% preferring not to say. This is slightly weighted towards those that identify as male based on data provided in the 2021 Census, which shows that 48.7% of the Milford Haven area identify as male.

Of those that answered if the gender they identify as is the same as their sex registered at birth, 90% answered yes, whilst 10% preferred not to say.

Respondents were asked if they have any physical or mental health conditions or illnesses lasting, or expected to last, for 12 months or more, with 113 out of 116 respondents choosing to answer. The results are shown in Figure A-4. As a follow-up question, respondents were also asked if any conditions or illnesses reduce their ability to carry out day-to-day activities. 17 respondents answered this question, and the responses are shown in Figure A-5.

Figure A-4 - Do you have any physical or mental health conditions or illnesses lasting or expected to last 12 months or more?

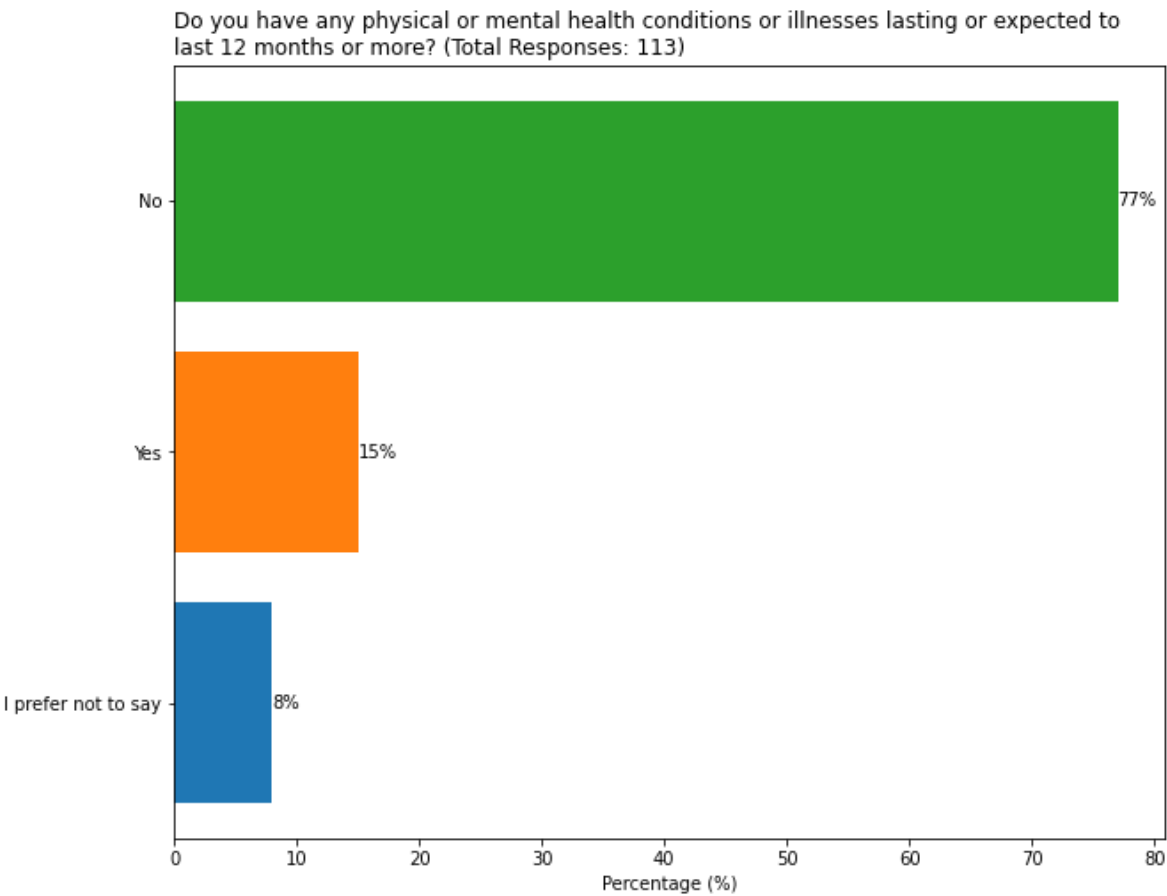
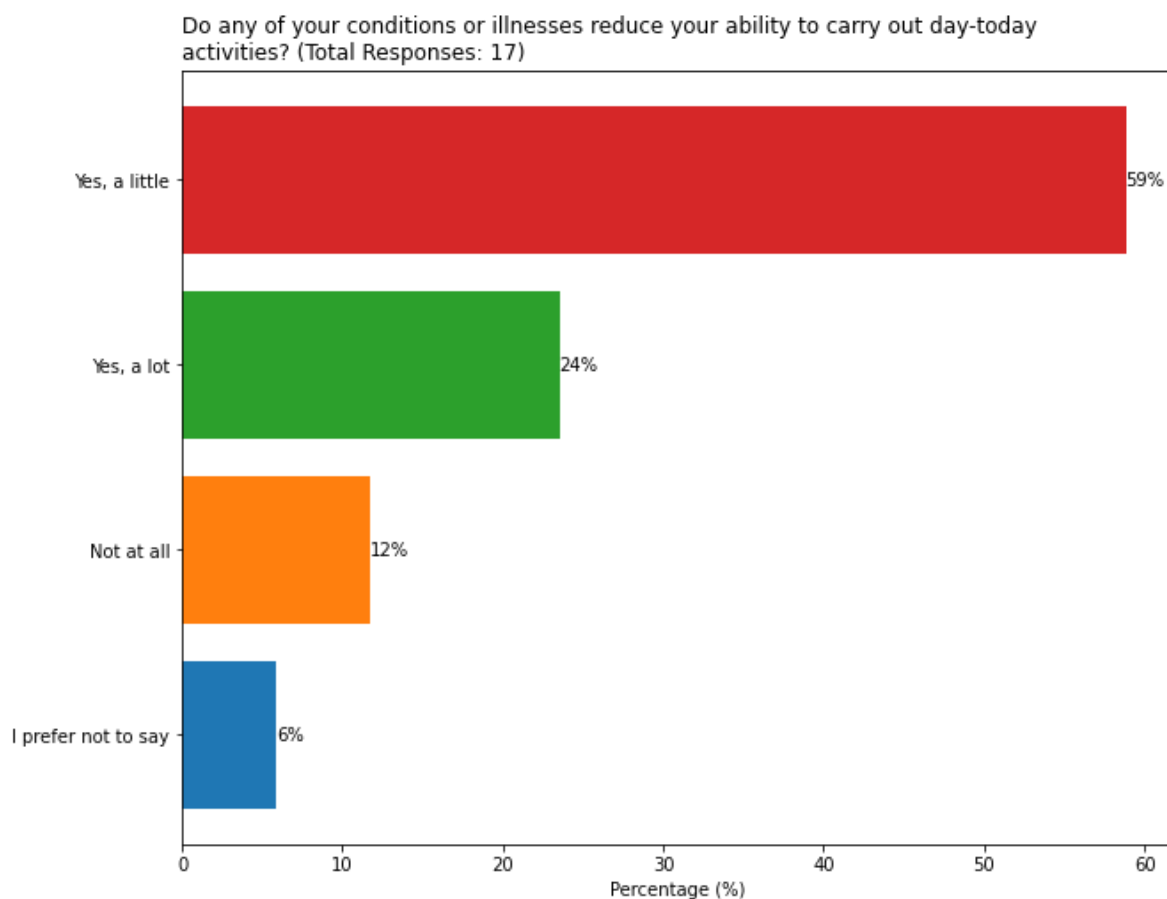


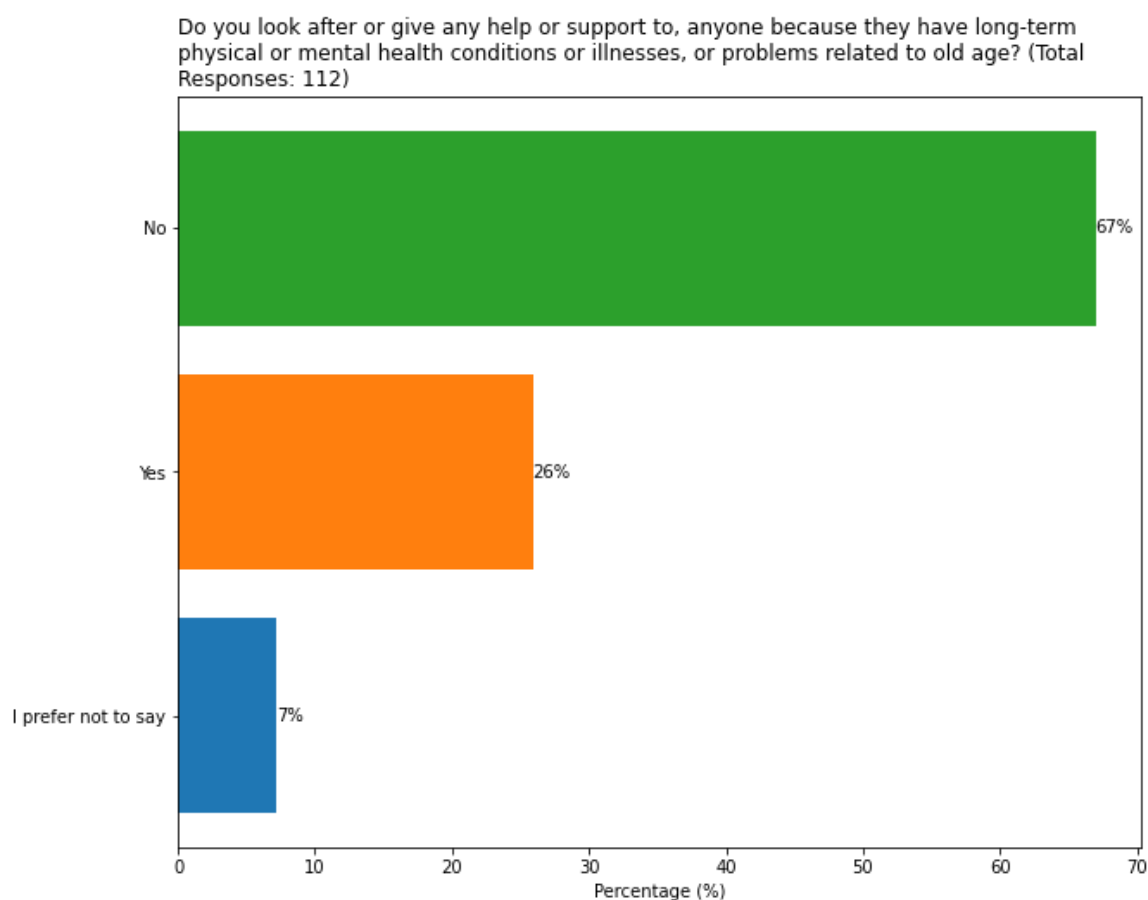
Figure A-5 - Do any of your conditions or illnesses reduce your ability to carry out day-to-day activities?



15% of respondents have a physical or mental illness that is expected to last for 12 months or more. Of those that have a lasting physical or mental illness, 83% said this illness impacts their ability a little or a lot to perform day-to-day activities. This is under representation of the population based on Census 2021 data, where 24% of the population are classed as disabled.

Figure A-6 shows the responses when asked if they look after or give any help / support to anyone due to their long long-term physical or mental health conditions or illnesses, or problems related to old age.

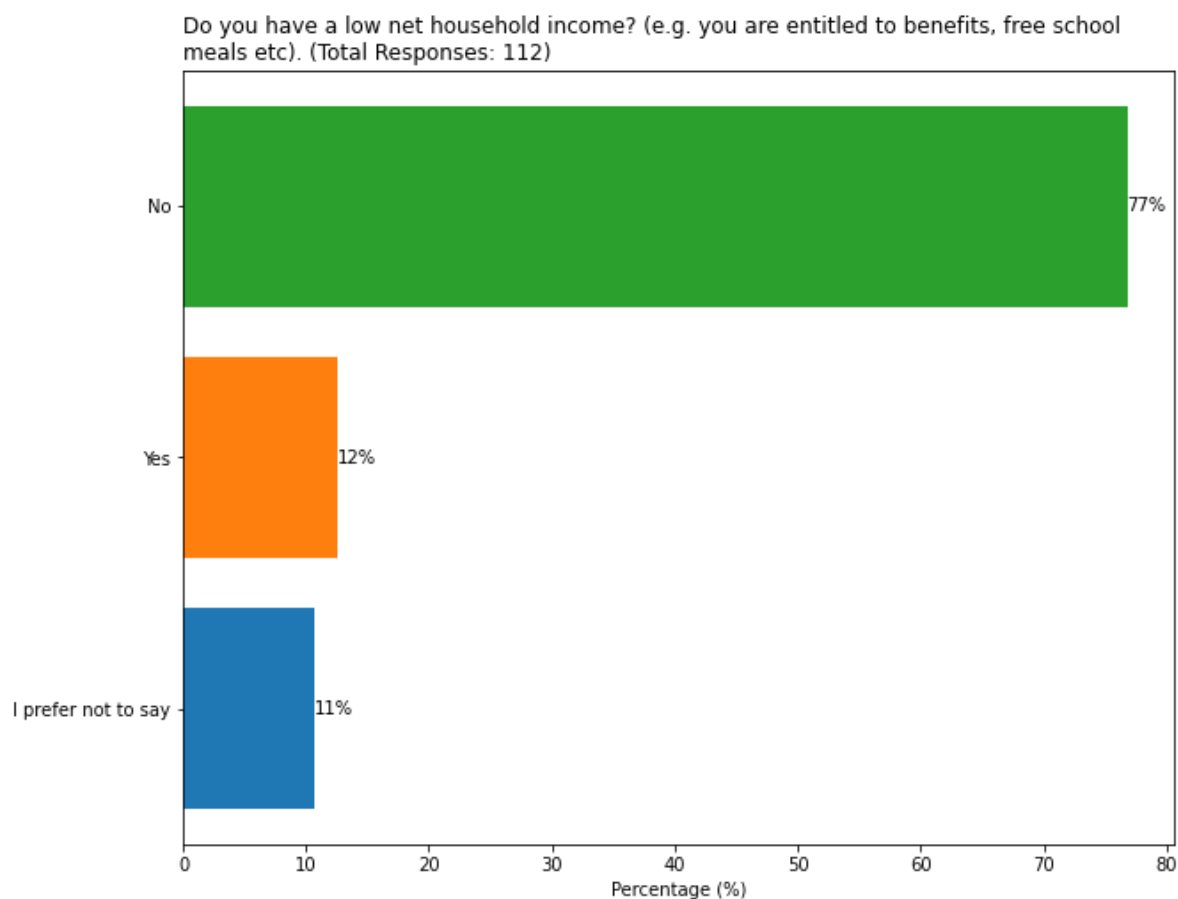
Figure A-6 - Do you look after or give any help or support to, anyone because they have long-term physical or mental health conditions or illnesses, or problems related to old age?



Just over a quarter of respondents answered “yes” to this question, suggesting that a fairly high number of respondents provide support or help to others base on long-term physical or mental health conditions or old age.

Respondents were asked if they have a low net household income, and responses are shown in Figure A-7.

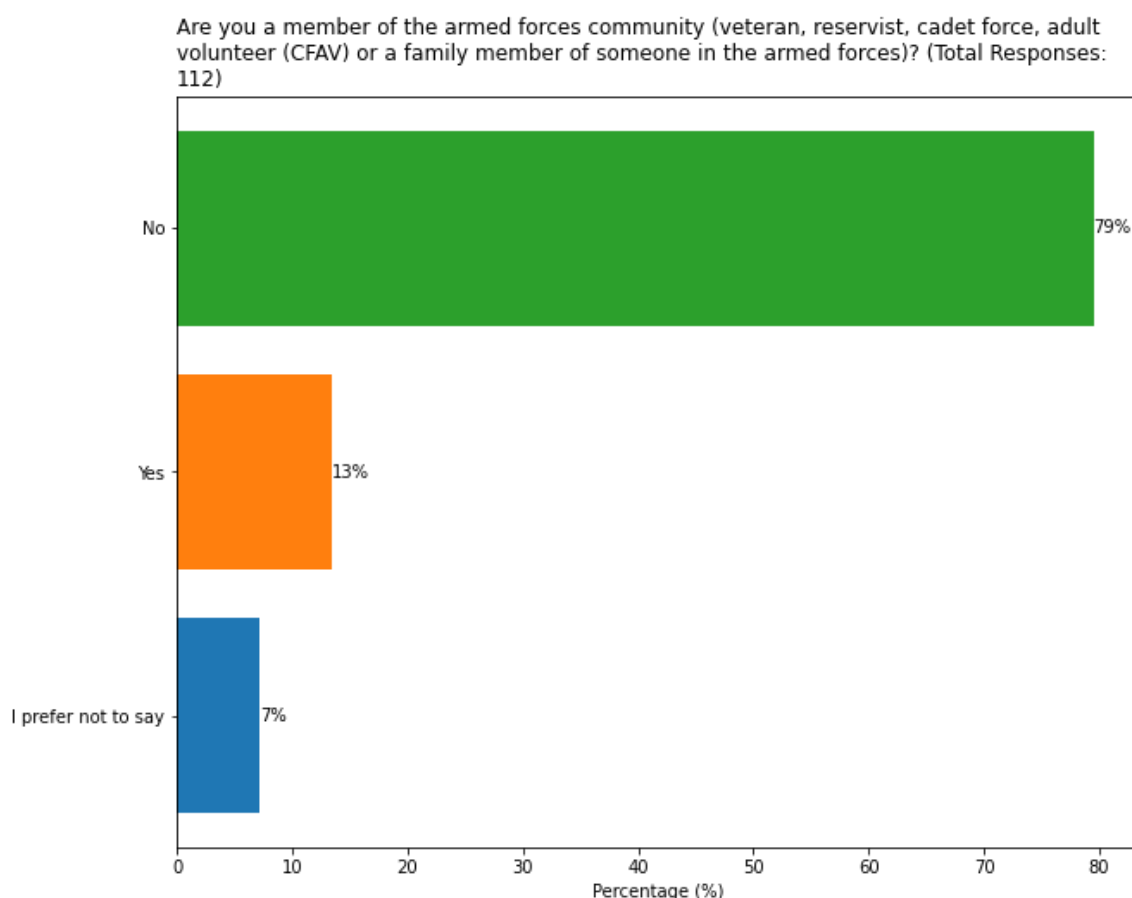
Figure A-7 - Do you have a low net household income?



12% of respondents have a low net household income, with 77% answering 'no' and 11% preferring not to say.

Respondents were asked if they are a member of the armed forces community, with the responses shown in Figure A-8.

Figure A-8 - Are you a member of the armed forces community (veteran, reservist, cadet force, adult volunteer (CFAV) or a family member of someone in the armed forces)?



13% of respondents are members of the armed forces community, with 79% answering “no” and 7% preferring not to say.

Respondents were then asked if they had the ability to speak, read or write Welsh, with the responses shown in Figure A-9. Respondents were able to select multiple responses to this question. A follow up question was asked around what respondents main language was, with the responses shown in Figure A-10.

Figure A-9 - Can you understand, speak, read or write Welsh?

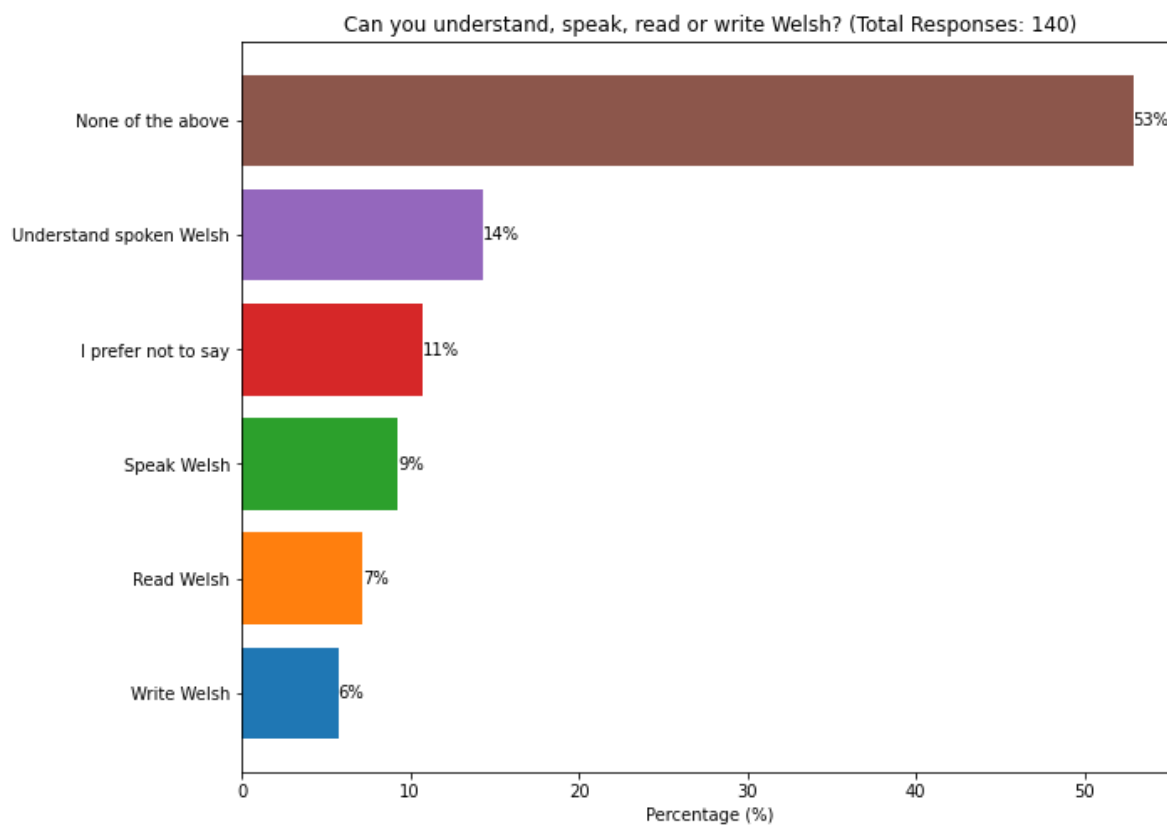
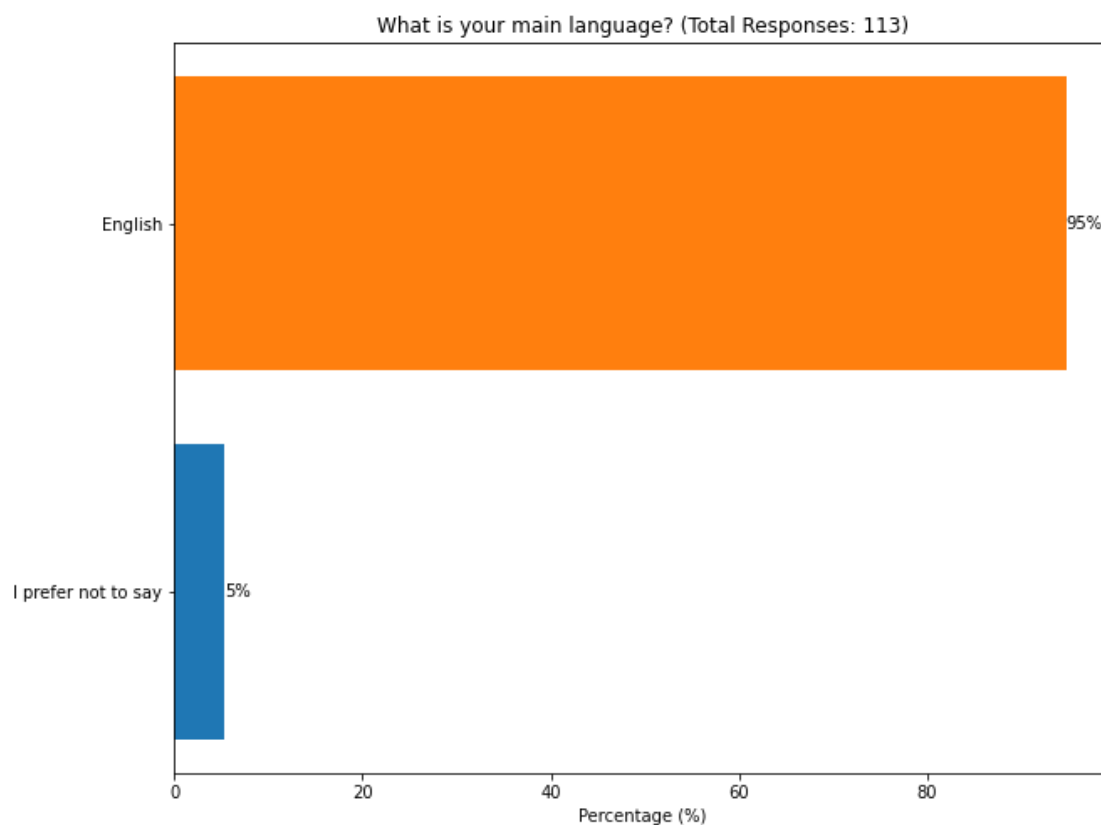


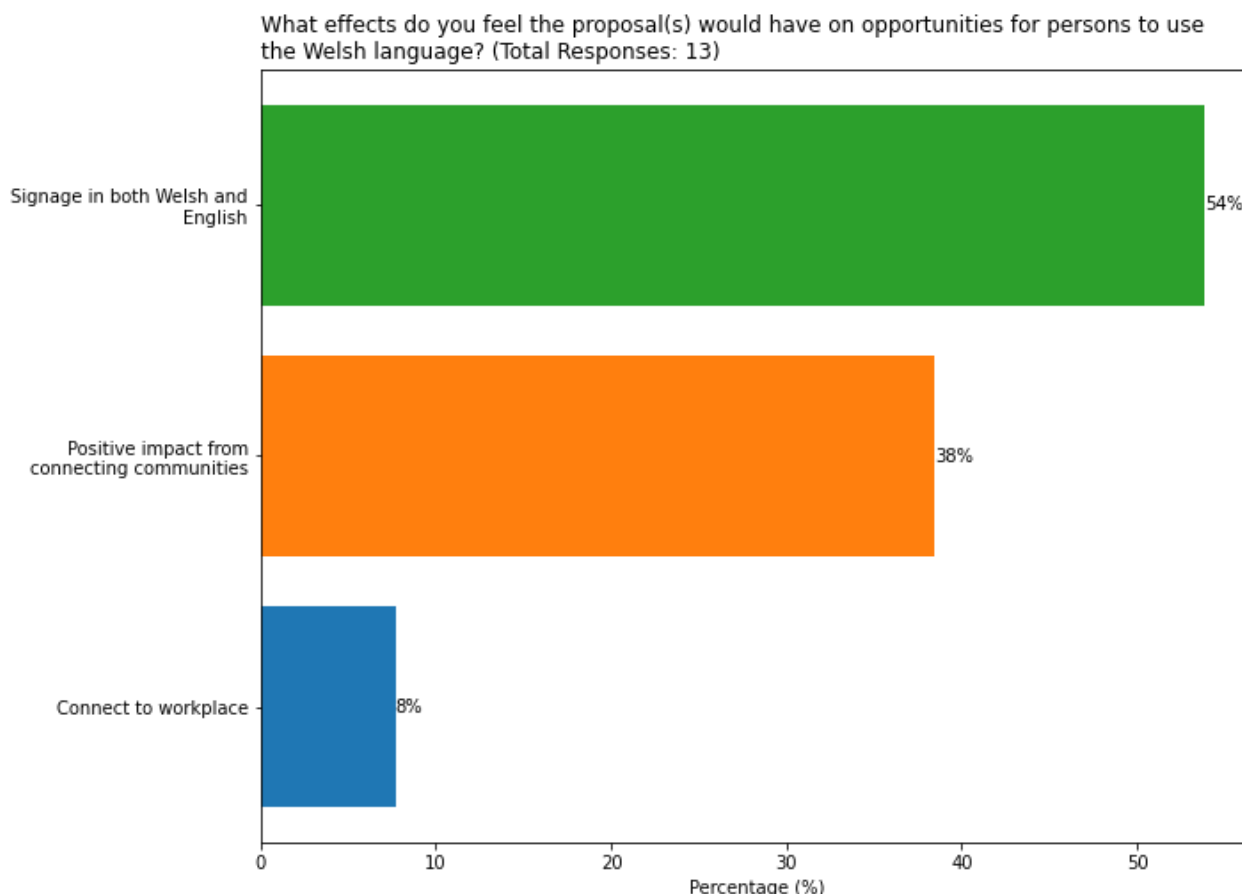
Figure A-10 - What is your main language?



14% of respondents were able to understand spoken Welsh, with 9% also being able to speak Welsh, 7% being able to read and 6% able to write in Welsh. The main language used by 95% of respondents is English.

Respondents were asked what effects they felt that the proposals could have on opportunities for persons to use the Welsh language and treating the Welsh language no less favourably than the English language. Figure A-11 shows the responses to the question, although it is worth noting that only 13 responses were received.

Figure A-11 - What effects do you feel the proposal(s) would have on opportunities for persons to use the Welsh language?



The responses noted a clear opportunity to include Welsh language on the signage along the route. However, it was noted by a few comments that they found safety signs and important user information written in Welsh before English reduces the ability to respond to them effectively, as opposed to if the signs were in English followed by Welsh. This comment was reiterated with regards to tourists who may use the route.

Five comments noted that they felt the SUP would have a positive effect on the local community and provide connections to other local communities, helping them to connect and speak with people who can speak Welsh. One comment noted that the SUP would provide a connection to their workplace.

AtkinsRéalis



AtkinsRéalis UK Limited

The Hub
500 Park Avenue
Aztec West
Bristol
BS32 4RZ

Tel: +44 (0)1454 662000
Fax: +44 (0)1454 663333

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