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# Strategic Regeneration Framework

For

# Pembroke



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**Final Report – February 2018**

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# Introduction

- 1.1 BE Group, BDP and CBO Transport has prepared five Strategic Regeneration Framework documents on behalf of Pembrokeshire County Council, to guide the regeneration of five town centres; Tenby; Pembroke; Pembroke Dock; Milford Haven; and Fishguard and Goodwick.
- 1.2 Each Strategic Regeneration Framework contains the following main elements:
- The identification of interventions that will significantly enhance the vitality and viability of the town centre
  - The identification of major development opportunities (referred to as Flagship Sites)
  - An Action Plan setting out the key steps necessary to implement major projects including the requirements for and likelihood of external funding.
- 1.3 The framework will guide the development and management of the towns and highlights realistic and deliverable opportunities to secure investment in town centre developments and infrastructures. It will guide decisions about the development and management of town centres, as

well as helping in developing a cohesive long term strategy for Pembrokeshire.

## The Regional Context

2.1 This chapter provides the strategic context pertinent to Pembrokeshire. It provides a brief overview on the policies and the core socio-economic fundamentals of the County and, where available, Tenby. The policy framework includes County-wide planning and specific planning for the town centre.

### **Vibrant and Viable Places – A Regeneration Framework, Welsh Government (2003)**

2.2 Vibrant and Viable Places is a regeneration framework that was produced by Welsh Government in March 2013. The vision was ‘that everyone in Wales should live in well-connected vibrant, viable and sustainable communities with a strong local economy and good quality of life’.

2.3 Welsh Government defines regeneration as “*an integrated set of activities that seek to reverse economic, social, environmental and physical decline to achieve lasting improvement, in areas where market forces will not do this alone without some support from government*”. The key principles that the programme will operate are Partnership, Strategy and Sustainability.

2.4 Even with the country estimated to have £2-4 billion less capital available for spending than the last decade, Wales is still determined to invest £15 billion over the coming decade into growth and jobs in the country.

2.5 The Framework recognises that the approach to regeneration must adapt to changes with shopping habits, especially with the rise in internet shopping and out-of-town retail spaces, and decline of town centres. An approach to regeneration which is more evidence based is important and a mixture between ‘people-based’ and ‘place-based’ regeneration.

2.6 There is a growing need for town centre regeneration to focus on town centre’s becoming the hubs of economic development, and to be the catalyst for improvement in employment, leisure and public services.

### **Well-being of Future Generation (Wales) Act, 2015**

2.7 The Well-being of Future Generations (Wales) Act is about improving the social, economic, environmental and cultural well-being of Wales. It will make the 44 public bodies listed in the Act think more about the long-term, improve relationships

with communities and each other, look to prevent problems and take a more joined-up approach.

2.8 To ensure all public bodies are working towards the same vision, the Act puts in place seven well-being goals:

- A prosperous Wales
- A resilient Wales
- A healthier Wales
- A more equal Wales
- A Wales of cohesive communities
- A Wales of vibrant culture and thriving Welsh Language
- A globally responsible Wales.

2.9 The Act also puts in place a 'sustainable development principle' which advises organisations how to meet their duty under the Act. Public bodies need to make sure that when making their decisions they take into account the impact they could have on people living their lives in Wales in the future.

2.10 The Act outlines five things that public bodies need to consider to demonstrate that they have applied the sustainable development principle:

- **Long term** – The importance of balancing short-term needs with the need to safeguard the ability to also meet long-term needs
- **Prevention** – How acting to prevent problems occurring or getting worse may help public bodies meet their objectives
- **Integration** – Considering how the public body's well-being objectives may impact upon each of the well-being goals, on their other objectives, or on the objectives of other public bodies.
- **Collaboration** – Acting in collaboration with any other person (or different parts of the body itself) that could help the body to meet its well-being objectives.
- **Involvement** – The importance of involving people with an interest in achieving the well-being goals, and ensuring that those people reflect the diversity of the area which the body serves.

### **Environment (Wales) Act, 2016**

2.11 The Environment (Wales) Act puts in place the legislation needed to plan and manage Wales' natural resources in a more proactive, sustainable and joined-up way. It delivers against Welsh Government's commitment to introduce new

legislation for the environment and positions Wales as a low carbon, green economy, ready to adapt to the impacts of climate change.

2.12 The Act will create significant economic, social and environmental benefits for Wales. It has been carefully designed to support and complement ongoing Welsh Government work to help secure Wales' long-term well-being, so that current and future generations benefit from a prosperous economy, a healthy and resilient environment and vibrant, cohesive communities.

2.13 The key parts of the act are:

- **Part 1:** Sustainable management of natural resources – enables Wales' resources to be managed in a more proactive, sustainable and joined-up way. It also helps to tackle the challenges we face and is focused on the opportunities our resources provide.
- **Part 2:** Climate change – provides the Welsh Ministers with powers to put in place statutory emission reduction targets, including at least an 80% reduction in emissions by 2050 and carbon budgeting to support their delivery. This is vital within the context of our existing UK and EU obligations and sets a clear pathway for decarbonisation.

It also provides certainty and clarity for business and investment.

- **Part 3:** Charges for carrier bags – extends the Welsh Ministers' powers so that they may set a charge for other types of carrier bags such as bags for life. It also places a duty on retailers to donate the net proceeds from the sale of carrier bags to good causes.
- **Part 4:** Collection and disposal of waste – improves waste management processes by helping us achieve higher levels of business waste recycling, better food waste treatment and increased energy recovery. This will help to decrease pressure on natural resources while also contributing towards positive results for both the economy and the environment.
- **Parts 5 & 6:** Fisheries for shellfish and marine licensing – clarifies the law in relation to shellfisheries management and marine licensing.
- **Part 7:** Flood & Coastal Erosion Committee and land drainage – clarifies the law for other environmental regulatory regimes including flood risk management and land drainage.

### **Welsh Government – Prosperity for All – The National Strategy, 2016**

2.14 The Programme for Government, Taking Wales Forward, outlines the commitments that Welsh Government will deliver over the next five years to help drive improvements and build a Wales that is:

- Prosperous and secure
- Healthy and active
- Ambitious and learning
- United and connected.

2.15 Welsh Government's long-term aim is to build a Wales that is prosperous and secure, healthy and active, ambitious and learning, and united and connected. The Programme for Government, Taking Wales Forward, sets out the headline commitments we will deliver between now and 2021. This strategy takes those key commitments, places them in a long-term context, and sets out how they fit with the work of the wider Welsh public service to lay the foundations for achieving prosperity for all.

2.16 Taking Wales Forward provides clarity about Welsh Government's pledges for this Assembly term. Set out in four

chapters, it outlined the main commitments that will make a difference to the people of Wales, despite the impact of a decade of cuts to the Welsh budget, and the uncertain impact of Brexit.

2.17 The four key themes of this strategy are the same as those in Taking Wales Forward. The vision for each theme is set out, showing how they will contribute to prosperity for all, and how delivering in a more integrated and collaborative way can enhance the well-being of the people of Wales.

- Prosperous and Secure – The aim is to drive a Welsh economy which spreads opportunity and tackles inequality, delivering individual and national prosperity. This will enable people to fulfil their ambitions and enhance their well-being through secure and sustainable employment. This can be achieved by breaking down the barriers many face to getting a job, and creating the right environment for businesses to grow and thrive.
- Healthy and Active – The aim is to improve health and well-being in Wales, for individuals, families and communities, helping to achieve the ambition of prosperity for all, taking significant steps to shift the approach from treatment to prevention.

- Ambitious and Learning – The aim is to instil in everyone a passion to learn throughout their lives, inspiring them with the ambition to be the best they possibly can be. A prosperous Wales needs creative, highly skilled and adaptable people, so our education from the earliest age will be the foundation for a lifetime of learning and achievement.
- United and Connected – The aim is to build a nation where people take pride in their communities, in the Welsh identity and language, and in Wales' place in the world. This will be achieved by building the vital links that make it easier for people to come together, for the economy to grow, and for Wales to become a confident nation at ease with itself.

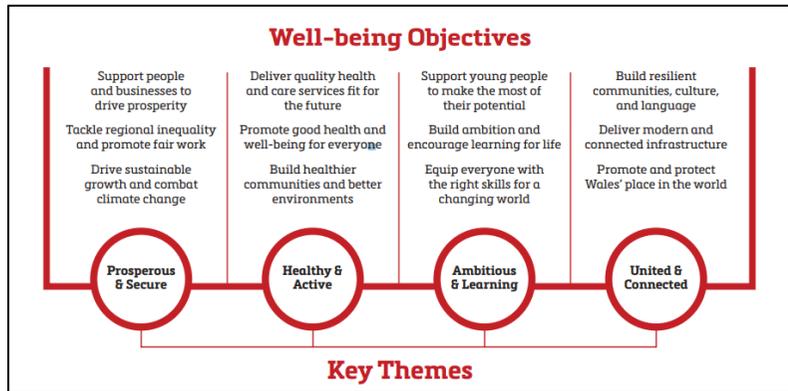
2.18 In developing the strategy, five areas are recognised as having the greatest potential contribution to long-term prosperity and well-being. These priority areas reflect the times in people's lives when they may be most in need of support, and when the right help can have a dramatic effect on their life course.

- Early Years: an individual's experiences in childhood play a significant part in shaping their future, and are critical to

their chances of going on to lead a healthy, prosperous and fulfilling life.

- Housing: the bedrock of living well is a good quality, affordable home which brings a wide range of benefits to health, learning and prosperity.
- Social Care: compassionate, dignified care plays a critical part in strong communities, ensures that people can be healthy and independent for longer, and is a significant economic sector in its own right.
- Mental Health: one in four people in Wales will experience mental ill health at some point in their lives, getting the right treatment at an early stage, coupled with greater awareness of conditions, can in many cases prevent long term adverse impacts.
- Skills and Employability: the better people's skills, the better their chances of getting fair, secure and rewarding employment, and the stronger the skills base is in Wales, the more chance we have of attracting new businesses and growing existing ones to improve prosperity. These are by no means the limit of government's activities, and therefore it is important to not lose sight of the day to day running of vital public services, while adapting and improving them to reflect this new approach.

**Figure 1: Prosperity for All: the national strategy – Well-being Objectives**



Source: Welsh Government, 2016

### South West Wales Regional Retail Study 2017

- 2.19 The study has been prepared to help inform both plan-making and decision-taking across the three authority areas of Pembrokeshire County Council, Ceredigion County Council and Pembrokeshire Coast National Park Authority, and assist in the development of planning policy; particularly in relation to future retail provision.
- 2.20 A survey of 1,600 households was commissioned as part of the study, which helped to identify shopping patterns for different types of retail categories and identified where retail

expenditure is directed to, including key foodstores and town centres. An assessment of the need (or 'capacity') for new retail (convenience and comparison goods) floorspace up to 2036 was also carried out, identifying need at strategic level and for key centres in each authority area.

- 2.21 The market share analysis for Pembrokeshire County and Pembrokeshire Coast National Park shows almost all of resident catchment convenience expenditure is retained in Pembrokeshire County and Pembrokeshire Coast National Park as a whole. Key foodstores in Haverfordwest account for the majority of retained convenience expenditure. Smaller centres in Pembrokeshire County and Pembrokeshire Coast National Park (including Pembroke Dock, Pembroke, Milford Haven, Fishguard and Tenby) attract a smaller proportion of convenience expenditure which reflects a more limited offer in convenience provision compared to larger centres.
- 2.22 For comparison goods, the catchment for Pembrokeshire County and Pembrokeshire Coast National Park as a whole retains a relatively high proportion of expenditure for all comparison goods (60.1 percent). Leakage from the catchment is mainly directed to Carmarthenshire. At centre level, Haverfordwest attracts the greatest proportion of

expenditure from the catchment, which reflects the centre's role as a sub-regional town centre. Within the Pembrokeshire Coast National Park area, Tenby attracts the greatest proportion of comparison goods expenditure.

2.23 At a strategic level, the capacity assessment identifies up to 1,244 sqm net of new comparison goods retail floorspace in 2031, increasing to 4,973 sqm net by 2036. The majority of the forecast capacity is directed to Haverfordwest (up to 2,916 sqm net by 2036). No new convenience floorspace capacity is identified over the study period.

2.24 In terms of accommodating growth, the study concluded the following for Pembroke, which is relevant to this Regeneration Framework:

*Pembroke*

2.25 Pembroke is in close proximity to Pembroke Dock but the two towns serve different functions in terms of their retail offer and customer base. This is reflected in the capacity assessment which identifies the balance of forecast retail floorspace towards Pembroke Dock. No capacity is identified in either centre for additional convenience floorspace as a result of low

expenditure retention (Pembroke Town) or planned floorspace (Pembroke Dock).

2.26 Forecast need for new comparison floorspace shows that some 217 sqm net of new floorspace is identified for Pembroke. The health check assessments for the centres highlighted key differences between the two centres but the close proximity of the two means that their futures need to be considered together. Hence the location of any further retail development needs to be reviewed in the context of the wider plans for the towns and the availability of sites. While both centres are identified as Primary Key Settlements in the WSP alongside Haverfordwest and Milford Haven, it is evident that Pembroke Town Centre under-performs in terms of its comparative shopping function.

2.27 In terms of other recommendations the potential development options for Pembroke need to be considered together with Pembroke Dock and it be determined whether one or both are to be encouraged to take the projected comparison growth anticipated to 2036. Once this has been determined, the primary and secondary shopping frontages should be reviewed to ensure consistency.

***Pembrokeshire Local Development Plan 2013-2021  
(adopted 2013)***

- 2.28 The Local Development Plan provides the framework for decisions to be made up until 2021 on how land is used and developed, for example what type of development is appropriate or desirable for Pembrokeshire's economy, communities and environment and how best to secure resilience to climate change and to bring forward affordable housing through the Planning System.
- 2.29 The Plan establishes a Vision based development strategy and policies to guide the development and use of land in Pembrokeshire from adoption to 2021. It provides the policy context for directing development to appropriate locations, conserving the natural, built and historic environment and providing a basis for rational and consistent decision-making on planning applications. The base date for the Plan's land use allocations is 2011.
- 2.30 The LDP vision for Pembrokeshire includes 'creating a network of strong urban and rural communities in Hub Towns, Service Centres, Service and Local Villages and the Strategic Objectives to deliver this vision include 'Regenerating town centres' and 'Supporting the development of the distinctive

role of Pembrokeshire's towns especially within the Haven Hub'. Pembroke, is defined as Hub Town along with Pembroke Dock, Milford Haven and Fishguard and Goodwick. It is worth noting that Tenby is within Pembrokeshire Coast National Park and therefore not considered in this document.

- 2.31 The Plan states that the economic base of the County has changed in recent years, and the tourism sector is now the largest industry and employer. However, there is an issue in that many tourism jobs are seasonal. There is consequently a need for the County to diversify to become a year-round industry in order to provide employment opportunities consistently throughout the year. There is an opportunity, and need for Pembrokeshire's regeneration projects to help achieve this.
- 2.32 In terms of Pembroke, its historic factor is its unique selling point so this is the specific sector of tourism it must cater towards. Does contain good retail offers currently, but always room for improvement.
- 2.33 The plan states that any new development must consider the towns' current character and environment, and not allow the

development to significantly impact upon this or cause a detrimental increase of pollution for the town. Respect must be given to each town's individuality in terms of scale of growth and rate of development.

2.34 Furthermore, traffic must be managed so development does not significantly impact the current services available, whilst ensuring accessibility to the new site. In addition, any new/improved infrastructure and services, must be funded by the development.

2.35 Lastly, the Plan affirms that tourism must be centred towards using the distinctiveness of the locality to provide year-round services and employment.

## Pembroke's Context

3.1 Pembroke is a historic town with a population close to 10,000 people. The town centre consists of one long street (Main Street), which lies along a ridge and is enclosed partly by the town walls. The topography of the town, the town walls, the Castle Pond and Millpond to the north, and the common to the south clearly define the edges of the town centre, which feels somewhat detached from the rest of the town.

### ***Day to day Activities***

3.2 The town centre has a reasonable range of local shops concentrated within the main retail area between the bridge and post office. This includes a Co-op supermarket, Londis convenience store, two pharmacies, and a traditional grocery shop. In October 2017 the Co-op relocated outside the main retail area (primary retail frontage) but retaining a presence in a new build property at the east end of Main Street. There are also four banks, a post office, and a number of estate agents. Four units are empty within the primary retail area and there are four empty units between the primary retail core and Pembroke Castle.

3.3 The Town Hall on Main Street is the principal public building and is used for meetings and functions, as well as the Thursday county market and Museum. The Library, the St. Oswald's Doctor's Surgery, and the Tanyard Youth Project lie outside of the town walls on the southern edge of the town centre on Commons Road.

3.4 Upper floors appear to be in residential use but are not all occupied. The distinctive Clock House is in office use. Buildings in full residential use dominate the eastern end of Main Street, although there are also currently two County Council owned buildings that could be re-used, the Library and East End School.

### ***Environmental Quality***

3.5 The town centre has a very unique character, dating from its origins as a Norman fortified settlement. Pembroke Castle and its environs are the most historic elements and are identified by their bare stonework. Most buildings on Main Street were developed during the Georgian period and are characterised by brightly coloured stucco facades, creating a gently sinuating building line and strong sense of enclosure.

- 3.6 The town has historic walls running around much of the centre, but these are hidden and in poor condition. Many of the original medieval burgage plots remain behind Main Street.
- 3.7 Whilst there are signs of recent property investment, many buildings are poorly maintained and have been subjected to insensitive modification. The cluster of boarded up properties at Castle Terrace in South Quay, has a particularly poor impact on the setting of the castle and visual links to the town centre. The vacant, generally poorly presented, Co-op store could further degrade the character of Main Street should this large frontage remain vacant and continue to decay. Other notable buildings are St Michael's Church, Barnard's Tower and the Tabernacle.
- 3.8 Public space is generally limited to narrow pavements and there are no public spaces to dwell along Main Street. The Castle Pond, Millpond and Common are more generous open spaces but physical connectivity and legibility from Main Street are poor despite a wide walk-way along the Ponds. There has been some investment in public realm materials, but the tarmac of the main highway and on street parking dominate.

### ***Movement and Transport***

- 3.9 The pedestrian experience is generally impaired by traffic, most notably on the junction of Northgate Street, Westgate Hill, and Main Street. Congestion, noise, and air pollution in this particular location reduce connectivity between the town's main attraction (Pembroke Castle) and its commercial heart. Connections from Main Street to the Millpond and common (including the car parks) are not very easy to find.
- 3.10 Access to the town centre from the Common's car park and car parks to the south of Main Street are not clear, and this can result in visitors missing the town centre and other attractions when walking to Pembroke Castle.
- 3.11 The junction of Northgate Street, Westgate Hill, and Main Street is a particular pinch point on the road network and Main Street has consequently been made one way. Traffic arriving from the east, south, and west can avoid Main Street with convenient car parks located on Commons Road. Traffic arriving from the north (i.e. from key settlements such as Haverfordwest, Pembroke Dock, and Milford Haven) is funnelled through the town centre. Although a partial bypass has been considered for a number of years, with some elements safeguarded in the LDP, it is unlikely like this will be

financially viable in the foreseeable future. Consideration has also been given to reversing the one way system in the past.

- 3.12 The railway station is located about half a mile east of the castle but the immediate vicinity of the railway station is dominated by traffic and feels severed from the town centre. Rail services to/from Pembroke Dock and Swansea run each way approximately every two hours via Carmarthen. Bus services run along Main Street, where there are a number of on street stops.

#### ***Attractions***

- 3.13 Pembroke Castle is an important national attraction with around 115,000 visitors each year. This Grade I listed building is largely intact and hosts a range of events in addition to its permanent exhibitions, including music concerts, ghost tours, battle re-enactments, and falconry displays. Other than Pembroke Castle, however, attractions are limited in the town centre. The Castle Pond and Millpond have a pleasant waterside walk but as stated above, pedestrian links from Main Street are not very legible. The paths below Pembroke Castle are felt to need improvement. The common is a large green space with play facilities

primarily for local use. Tourist information facilities are housed in the library adjacent to the main visitor car parks.

- 3.14 Along Main Street are public houses, restaurants, and cafes. There are also some independent shops, with a range of comparison and convenience uses. The most distinctive retail attraction is the Pembroke Antiques Centre, housed in an old Methodist chapel. Within the core area of Main Street there are old inns and hotels and further east of the centre are guest houses, bed and breakfast accommodations converted from former dwellings, as well as shops and public houses.
- 3.15 A further development site to the south of Castle Pond on Bridgend Terrance remains vacant and could offer a further site for development.
- 3.16 A town trail has been developed recently highlighting features around the town using smart phone QR codes.

# Key Assets and Regeneration Opportunities

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• A reasonable amount of shops and a good concentration of banks and financial services.</li> <li>• Unique and distinctive setting and character.</li> <li>• Independent retail character - a number of independent shops, cafes, alongside a butcher and a delicatessen.</li> <li>• Pembroke Castle – a key tourist attraction and events venue.</li> <li>• Castle Walls, Barnard’s Tower, St Michaels Church and other period buildings.</li> <li>• The Castle Pond and Millpond – attractive setting and waterside walk.</li> <li>• Pembroke Common – a well-used green space and local asset.</li> <li>• Signs of recent building investment and improving retail and food offer.</li> <li>• Railway station in walking distance.</li> </ul>	<ul style="list-style-type: none"> <li>• The town centre feels detached from surrounding communities due to topography and other physical barriers.</li> <li>• Poorly maintained and insensitively modified premises harm the character and quality of the townscape.</li> <li>• The cluster of boarded up properties at South Quay next to Pembroke Castle have a very negative impact on the setting of the town’s main asset.</li> <li>• Streets are dominated by the flow of traffic and there is little space for pedestrians to dwell.</li> <li>• Congestion, noise, and air pollution at the junction of Northgate Street, Westgate Hill, and Main Street.</li> <li>• Poor legibility between Main Street and the Millpond / Common.</li> <li>• Railway station feels detached from the town centre.</li> <li>• Retail and café/restaurant offer is not aiming as high as it could.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Site of former Co-op store could be redeveloped for a variety of uses, as could be Haven Church, opposite Pembroke Castle.</li> <li>• Derelict properties Castle Terrace at South Quay, and the car park and toilets to the rear could be refurbished/ redeveloped to enhance the town centre’s setting and offer.</li> <li>• Consideration being given to a Henry VII Heritage Centre and it could anchor a development one of the town centre sites.</li> <li>• The redevelopment of the Co-op and South Quay sites could open up access to the Millpond and create an improved waterfront setting and attraction.</li> <li>• Scope to consider how traffic can be better managed in order to improve the pedestrian experience and create more public realm.</li> <li>• Scope to create an improved gateway to the town and castle from the car parks on the Common (potential to take out car park between Westgate Hill and The Parade).</li> <li>• Scope to consider redevelopment of the car parks on the parade to increase activity and vibrancy in the town centre.</li> <li>• Development schemes and highway works may boost developer confidence and investment in empty and poorly maintained properties.</li> <li>• Morning coach drop off to the town centre could improve footfall.</li> <li>• Redevelopment opportunities should positively impact on the historic character of Conservation Area</li> </ul>	<ul style="list-style-type: none"> <li>• Relocation of Co-op store has created a large gap in the retail frontage if there are no forward plans.</li> <li>• Buildings on Castle Terrace are listed and within the setting of the castle, which may pose limitations on any potential development scheme.</li> <li>• Traffic management schemes may have a limited impact and large scale highway works may be economically prohibitive.</li> <li>• Local traders may be resistant to reductions in car parking.</li> </ul>



-  Primary retail area
-  Secondary retail area
-  Occupied A class use
-  Unoccupied building
-  Community use
-  Visitor attraction
-  Listed building / structure
-  Conservation area boundary
-  Traffic issues
-  Car park
-  Poor pedestrian environment
-  Public green space
-  Gap site
-  Poor linkage
-  Railway station

**Key Assets and  
Regeneration Opportunities**  
Pembroke  
Pembrokeshire SRF

# Rationale for Regeneration in Pembroke

- 4.1 Pembroke Town Centre has a range of characteristics that provide a solid foundation for its growth and regeneration. Arguably most significantly is the town's rich heritage. The town is remarkable as its medieval layout has been retained, with original town walls and burgage plots still predominantly in place. The stunning Pembroke Castle sits at the western tip of the town and was the birthplace of Henry VII, but Pembroke's history leads far further back than medieval times, to the Stone Age, Bronze Age Iron Age and Viking times. At present Pembroke is not reaching its potential, particularly as a visitor and holiday destination, and the town has potential to attract more visitors, and to retain its visitors for longer periods of time.
- 4.2 Although Pembroke Castle welcomes approximately 115,000 visitors every year, the town centre struggles to draw many of these visitors in, and therefore it is missing out on vital footfall and the economic benefit that this footfall would bring. There is scope for a further visitor attraction, possibly in the form of a Henry VII Heritage Centre and a feasibility study is currently

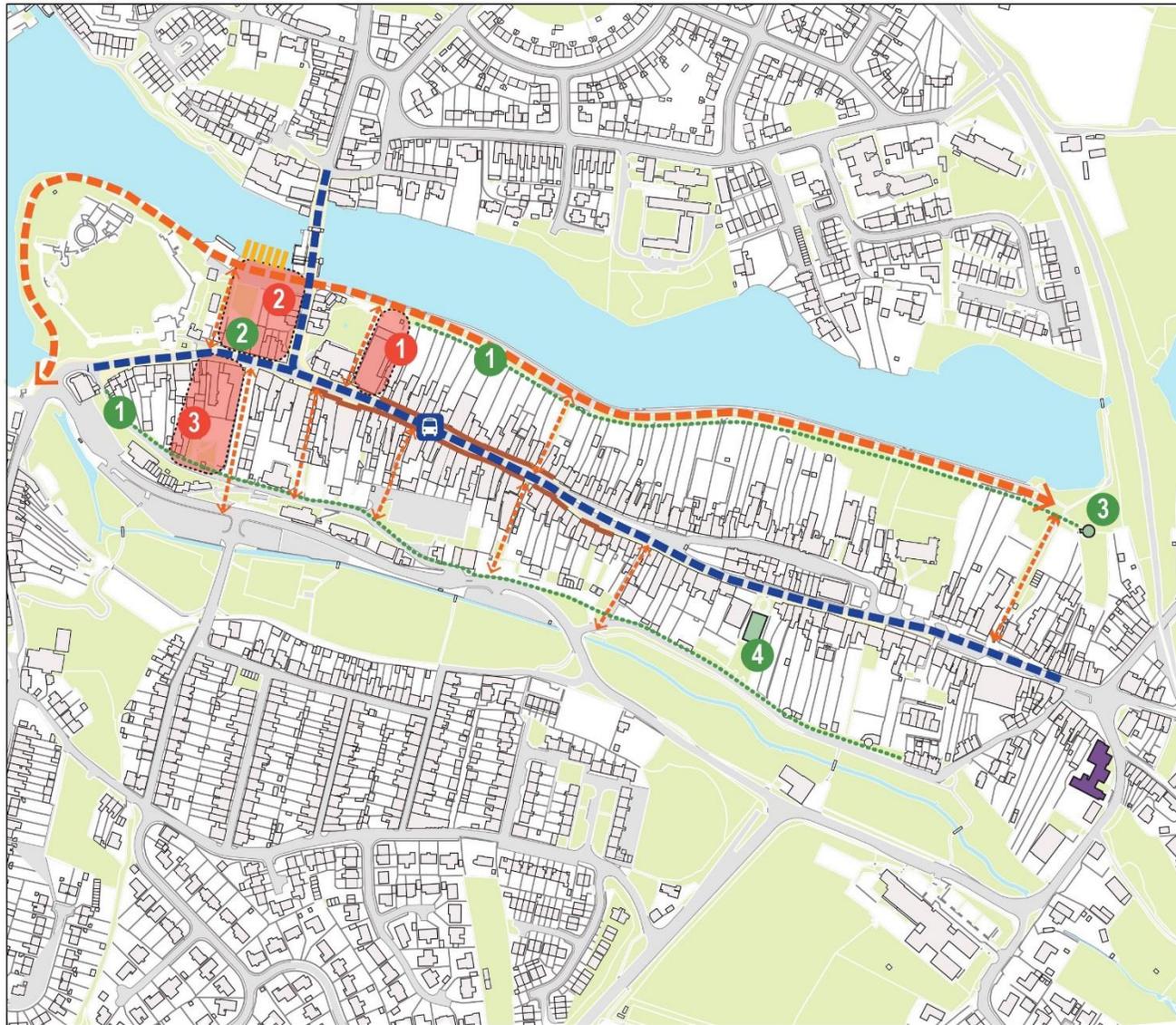
being prepared for Pembrokeshire County Council, assessing its potential and possible sites. The town has many other attractive features, which could be built on; the Castle Pond could host water based events, the Mill Ponds (an area that has recently seen investment and improvement), Barnard's Tower and The Tabernacle (recently restored). There is also potential for Pembroke to capitalise further on its independent shops and the many local producers in the area – especially local food and drink produce.

- 4.3 Several prominent sites are currently empty – including several buildings on Castle Terrace, Haven Church on Westgate Hill, the old Co-op building on Main Street and the former School to the east of town centre on Well Hill. These empty buildings affect the perception and vitality of the town and therefore need to be regenerated. Signage and linkages around the town, and from the car parks to the town centre are also in need of improvement in order to enhance visitor experience and to entice people into the town. There are also issues with traffic and congestion around the town.

4.4 Reflecting this, the Framework is structured under the following sections.

4.5 The objectives and outcomes of these sections are overlapping; however grouped under these sections it is apparent that a Framework for the regeneration of Pembroke must be multi-faceted.

<b>Providing New Development/Re-development (Flagship Sites)</b>
<b>Enhancing Town Centre Vitality</b>
<b>Improving Movement and Access</b>
<b>Promoting Heritage and Tourism</b>
<b>Developing Employment and Skills Opportunities</b>



- FLAGSHIP PROJECTS**
- ① 6-10 Main Street
  - ② Castle Terrace/South Quay
  - ③ 1 Westgate Hill and Haven Church
- TOWN CENTRE VITALITY**
- Enhanced west to east pedestrian links
  - ← Enhanced waterside walkway
  - ||||| Water based activities/events
  - Primary retail frontage
- ACCESS AND MOVEMENT**
- Traffic management strategy
  - 🚌 New location for coach drop-off
- HERITAGE AND TOURISM**
- Refurbished town walls
  - ② Henry VII Heritage Centre
  - ③ Refurbish Barnard's Tower
  - ④ Tabernacle Church
- EMPLOYMENT**
- Small businesses/managed workplaces

**Proposed Interventions**  
 Pembroke Town Centre  
 Pembrokeshire SRF

## Providing New Development/Re-development (Flagship Sites)

**Objectives:** Support the redevelopment of underutilised and vacant sites, encouraging the introduction of a mix of uses to assist in the diversification of the town centre.

**Rationale:** It is felt that there are three key areas within the town that are not meeting their potential. The redevelopment and improvement of these areas will create more attractive space, provide new employment opportunities, and improve the town centre for both residents and visitors.

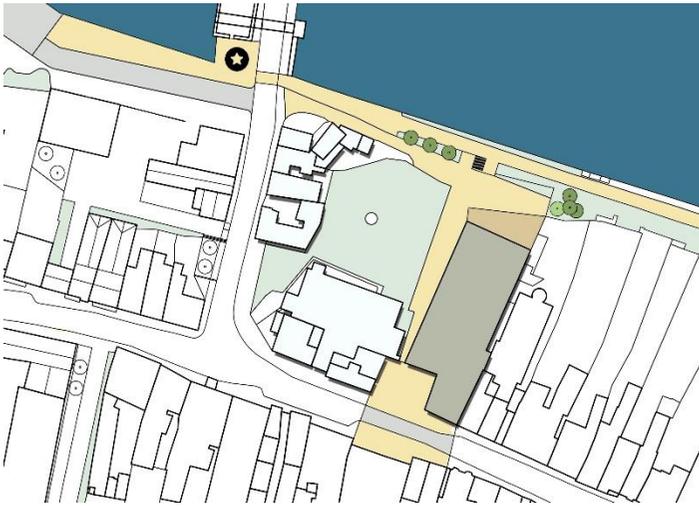
### **Opportunities:**

#### ***6-10 Main Street***

The building at 6-10 Main Street was occupied by Co-op as a food store until October 2017, when it relocated, leaving the site empty. This is a prime site, in the heart of the town centre and consequently it is vital that it is redeveloped in a way that will benefit the town and enhance this key location in the town. New development could include retail or craft units and residential above and the market for elderly persons/retirement accommodation should certainly be considered. The redevelopment of the site could also provide an opportunity to create a new link from Main Street to the Mill Ponds, and the option to create new public space, alongside the water. Public space to be used for events/markets could also be created fronting onto Main Street, by setting any new building back from the road.

The building has been purchased by a property investment and development company which intends to invest in either the existing building or site to create new retail and residential space. Ideally Pembrokeshire County Council should produce a development brief for the site, outlining the community and economic benefit that the redevelopment needs to generate. Furthermore Pembrokeshire County Council should work with the new site owner to ensure that they develop the site appropriately.

**Figure 2: 6-10 Main Street Conceptual Plan**



Existing



Precedent Image (Lund Visitor Centre, Sweden)

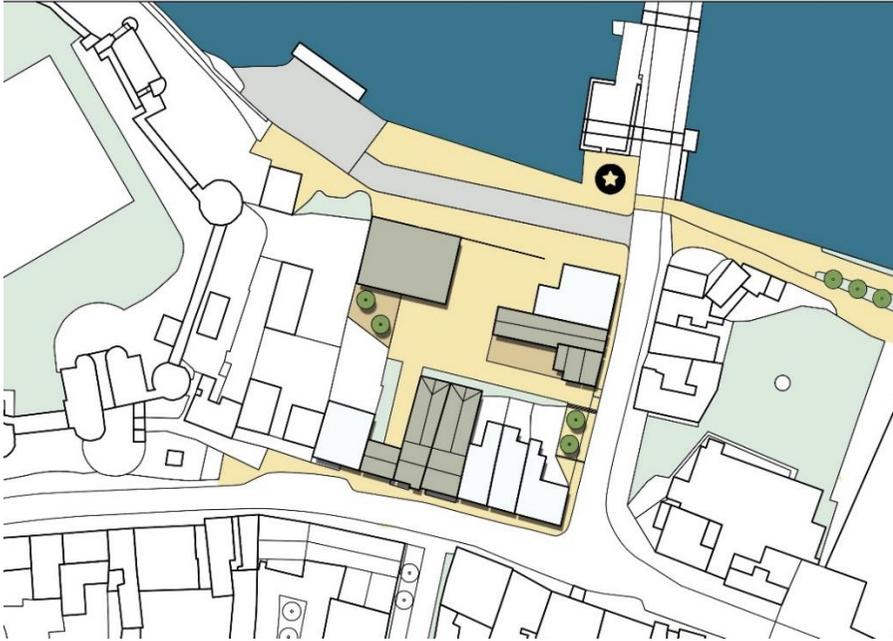
### ***Castle Terrace and South Quay***

The empty buildings on Castle Terrace, and car park behind, provide the opportunity for a flagship project that can transform the town, and create a much needed link between the Castle and the town centre. The buildings, owned by Pembrokeshire County Council, are Grade Two listed but have been empty for several years and have fallen into disrepair. This creates an eyesore at a location that should provide wonderful views of the castle. Pembrokeshire County Council has attempted to sell the Castle Terrace site to a developer but costs are prohibitive and the buildings are listed, which has added difficulty.

The redevelopment and improvement of this area is crucial for the regeneration of the town, and the buildings provide an opportunity for high quality residential, commercial and community uses, alongside the creation of new 'waterside' public space behind. It is important that the buildings are enhanced to create a much more attractive site, and provide a key gateway to the town centre and the Castle. The improvement of this prime site brings opportunity to create new links between Main Street and Castle/Mill Ponds, the car park and the new Henry VII statue. The removal of the toilet block would create a larger space, and there is also opportunity to restore the original the original town walls here.

There is also opportunity for a new high profile restaurant to be developed alongside the Castle and Quayside, although the potential impact on the town's historical character and listed buildings must be considered at all stages. The site is also a potential location of the Henry VII Centre, and this and other public sector functions could be combined as part of a wider commercial and development. The site needs a comprehensive redevelopment with residential or commercial uses and therefore a development brief is needed for the site.

**Figure 3: Castle Terrace and South Quay Conceptual Plan**



**Castle Terrace and South Quay Existing Images**





- Improved surfacing on South Quay
- South Quay shared area available for parking and events
- Restaurant/café overlooking South Quay and water, being sensitive to wall heritage
- Removal of toilet block with potential space for reuse (e.g. kiosk, café)
- Improvements to buildings on Castle Terrace and reuse of buildings.



## Precedent Images



### ***1 Westgate Hill and Haven Church***

The Haven Church and associated buildings on Westgate is a prime town centre site and is currently on the market. The site is located within the heart of the town and in close proximity to the Castle as well as the development site at Castle Terrace. It therefore provides an opportunity for new development, for example, hotel and/or residential. There is a lack of hotels in the vicinity, and hotel operators in the past have considered opening here. Through a mix of refurbishment and new build development, the site can provide an ideal, and attractive position for a hotel, or other uses, possibly leisure or residential.

The redevelopment of the site also provides opportunity to create a new landscaped walk between the Commons car park behind, and the town centre and Castle along Long Entry. However it is vital to retain car parking for disabled visitors, whilst still creating a clear entrance to the town centre in this location.

**Figure 4: 1 Westgate Hill and Haven Church Conceptual Plan**



Castle Gateway



Boblingen, Germany

## Enhancing Town Centre Vitality

**Objectives:** To increase activity levels in Pembroke Town Centre, to entice and lengthen visitor stays and to improve the town centre offer for residents and tourists.

**Rationale:** With the exception of Pembroke Castle, Pembroke has a limited visitor draw and it is recognised that only a proportion of visitors digress into the town after visiting the castle. The mix of business does not reflect tourism in the town and there are limited facilities/businesses to attract visitors. The visitor offer in Pembroke should be improved and extended, in order for the town to capture and benefit from the visitors, encourage much lengthier stays, and increase vitality. Furthermore the neglected buildings on Castle Terrace and the relocation of Co-op Food Store and Haven Church leaves a number of voids in the heart of the centre. If new, appropriate uses can be developed at these sites then town centre vitality will improve.

**Opportunities:** There are a number of good quality eateries and shops in the town, and they have potential to capture and entice castle visitors into the town, as long as they are well promoted, and as long as access and signage is improved. Further promotion of the town trail, produced by the Town Walls Trust, provides the opportunity for people to explore the whole town and this should be supported and promoted by local businesses.

Pembrokeshire is renowned for its very good local food and drink offer, and local eateries and retailers can use this a selling point for the town. Businesses could work with the Pembrokeshire County Council Food Officer to launch initiatives that could draw people into the town – for example a food and drink festival, or special promotional menus to tempt people into different restaurants and cafes. Eateries should also link into the Pembrokeshire Produce Mark – an instantly recognisable logo, which shows that the product being sold have been made in Pembrokeshire. Further promotion of the food and drink offer could also develop Pembroke's night time economy.

There needs to be consideration to the seasonality of some of the businesses in Pembroke, particularly as some close in the quieter winter months. Pembroke Castle attracts 115,000 visitors a year and is open all year round, and therefore the shut-down of some businesses could be detrimental to the vibrancy of the town.

Castle Pond and the Mill Ponds are currently underutilised and the improvement of these spaces would generate a larger footfall. The potential for the Castle Pond to be used for more water based activities should be explored, particularly because of the success of the annual Regatta, when the town is busy and vibrant. The site on Bridgend Terrace overlooking the southern tip of Castle Pond could offer an attractive alternative location for a restaurant or hotel. The space on the Commons is another significant opportunity for the town, and already offers good play provision. Further planting and landscaping could improve this area and enhance biodiversity here.

Although much of the focus of Pembroke is at its west end, close to the castle and the concentration of shops at the west end of Main Street, it is also important that other parts of the town are not neglected. The town is split, with the majority of retailers and businesses to the west, and most residential to the east but both areas are vital in terms of ensuring the town is animated and successful. The Co-op has relocated to the East End and together with a number of shops and public houses, there is a small vibrant cluster there. The redevelopment of the former school could further enhance the area and its use for small businesses should be explored.

The production of a marketing strategy that is linked to other local locations and the Pembrokeshire Coast National Park could really help to encourage visitors to visit, and perhaps stay in the town. The heritage offer in Pembroke goes far beyond the castle, and further promotion of it would benefit the town, and encourage longer visitor stays. Linked to this is the need for another hotel in Pembroke, to provide more opportunity for people to stay in the town. The site previously occupied by the Haven Church provides an opportunity for hotel redevelopment and this should be explored further to provide further accommodation to attract visitors to the town.

## Improving Movement and Access

**Objectives:** To improve accessibility, linkages and the pedestrian experience of Pembroke.

**Rationale:** The steep topography of the town centre, and poor linkages from the town's car parks mean that access into the town is poor. Improving this access, and enhancing initial impressions of Pembroke would benefit the town greatly.

**Opportunities:** Although there is adequate parking in Pembroke, links and signage from the car parks into the town are poor and need enhancing and improving. This is especially important due to the steep topography of the town, which may act as a barrier for some. One way into the town leads visitors through dark, unoccupied arcades, which is not at all appealing, and does not provide an inviting gateway to the town centre. The Commons car park is well used but in some instances the town is by-passed despite footways into the town. Therefore better directional signage between the car parks and the town and castle would benefit visitors to the town.

Equally additional signage from the castle to the town would help to entice people in and encourage visitors to explore Pembroke. There are also opportunities to open pedestrian routes up, perhaps through the car park at the rear of the Haven Church, known as the Long Entry. Signage and access through to, and along Mill Pond Walk could also be improved.

There are also issues with road congestion within the town centre, and one train of thought could potentially alleviate traffic flows is through the reversal of the one-way system. This is a relatively controversial idea. Its feasibility and suitability have previously been considered by PCC and at that time it was felt that reversal could cause congestion and further delays elsewhere. There are other options that might mitigate issues, such as installation of traffic lights/widening of the junction of Main Street and Northgate Street. Further investigation of traffic solutions should be undertaken and ideally a full traffic management strategy would benefit the town.

## Promoting Heritage and Tourism

**Objectives:** To protect and promote Pembroke's rich heritage and history and enhance the town's tourism offer.

**Rationale:** Pembroke has a very rich heritage, most notably as the birthplace of Henry VII but also because of its medieval layout, which is one of the best preserved examples in the UK, complete with town walls and burgage plots. Incomers from many parts of Europe have helped to shape the character of the town: Celts, Vikings, Flemish, English and Normans to name but a few, and as a result Pembroke's heritage offer is its key selling point and the key reason why tourists are attracted to the town. Further promotion and development of the town's wider heritage offer would benefit the town by encouraging more visitors, which would increase footfall and vitality. This in turn would benefit the town's other businesses. Furthermore increased investment in Pembroke's heritage would help to support the heritage groups that are already working towards preserving and promoting the town's history.

**Opportunities:** It is felt that a second tourist attraction would be a great benefit to Pembroke, to complement the successful Pembroke Castle and encourage visitors to stay for longer. A Henry VII statue has very recently been installed on Mill Bridge, overlooking the Castle, and a study looking at the feasibility of opening a heritage centre was commissioned by Pembrokeshire County Council in mid-2017. Once this has been published and a preferred site has been chosen, funding options must be considered, to ensure that the project continues to move forward.

Building on the town trail that was originally developed by the Civic Trust, a new digital town trail was launched in Pembroke in August 2017, following a successful 'sharing your heritage' grant from the Heritage Lottery Fund. Plaques bearing QR codes are now situated by the 30 bronze plaques set into pavements around the town, and these can be scanned with a phone to reveal information about the site complete with heritage photographs. This trail should be promoted throughout the town and county as a key attraction, and something that sets Pembroke apart from other Pembrokeshire towns. The potential for town guides/tours should also be investigated.

There are also a number of other heritage projects in the town – including a community heritage gardens project at the Tabernacle United Reformed Church (which also houses the Pembroke Story), and a trial refurbishment by the Town Walls Trust to refurbish a section of the town walls. These projects must be supported and promoted. Other heritage attractions include Pembroke Museums, St Michael's Church and Barnard's Tower.

The Castle Ponds and Mill Ponds offer, and improvements to Mill Pond Walk could encourage visitors to this attractive setting. Furthermore the potential to refurbish Barnard's Tower and St Michael's Church, now in private ownership, should be re-investigated, as these projects could help to encourage people to the eastern end of Pembroke. The 'Town Trail' can offer a circular route that will extend the visitor experience around the whole of this historic town.

There are a number of different history and heritage groups operating in the town and working on a number of different projects. To ensure that the town can benefit as much as possible, in terms of gaining support and whilst applying for various funding, it is important that the groups work together where possible.

Linked to Pembroke's heritage and visitor appeal is the need for a hotel, to provide opportunities for people to stay in the town. This should be market tested, with opportunity sites such as the previous Haven Church and Co-op supermarket buildings considered.

## Developing Employment and Skills Opportunities

**Objectives:** To encourage local business growth and expand skills in Pembroke.

**Rationale:** The provision of small managed work space would provide the opportunity for local entrepreneurs to establish in the town. Furthermore, there is potential for Pembroke to diversify the skills base of its population through the development of partnerships between local colleges and businesses.

**Opportunities:** The potential for small office space should be explored. Such workspace could provide start-up accommodation for local entrepreneurs, and potentially additional employment opportunities for young people once they leave school/college. Employment and training opportunities could also be developed through partnerships with local colleges, and there is also potential to develop partnerships or apprenticeships with local employers, such as working with local hotels to provide hospitality training and/or experience.

Pembrokeshire College, whilst having no local base, has an outreach to local businesses and promotes apprenticeships. The College can have a strong role in development of skills and job creation in Pembroke and across the County.

The East End School, owned by Pembrokeshire County Council could provide a good location for small business space. The property is currently on the market, with a sale being sought. Any marketing activity should be directed to operators and developers of small business and managed workspace alongside other uses.

## PEMBROKE ACTION PLAN

Activity	Lead	Timescale	Resources/Funding Options
<b>Flagship Project – 6-10 Main Street</b>			
New owners of this site should be encouraged to engage with Pembrokeshire County Council (PCC) to ensure new uses can be brought into the site. If the site is to be redeveloped PCC should produce a development brief incorporating the creation of a town square and highlighting preferred uses.	PCC	Short	Private
<b>Flagship Project – Castle Terrace and South Quay</b>			
PCC to produce development brief for the site to ensure the site is developed appropriately and to maximise benefit to the town. This will seek to enhance the environment adjacent to the castle, provide a link to Castle Ponds and South Quay, and bring in commercial and community uses (possibly Henry VII Heritage Centre). Funding is essential, but consideration should be given to private sector involvement in an innovative way.	PCC	Medium	Heritage Lottery Fund / Private
Consider alternative locations for town centre public toilets	PCC	Short – Medium	PCC
<b>Flagship Project – 1 Westgate Hill and Haven Church</b>			
Undertake market testing to understand demand for hotel or retail use to be developed the site. Work with the owners to develop a brief for the site, and a marketing strategy to bring forward appropriate uses.	PCC	Medium	Private
<b>Enhancing Town Centre Vitality</b>			
Develop a marketing strategy for the town which is linked to other locations and the Coastal Path/Pembrokeshire Coast National Park	PCC	Medium	PCC
Promote local produce through links to retailers, hotels, restaurants and other food outlets	Local retailers and restaurateurs	Short	Town Team

<b>Activity</b>	<b>Lead</b>	<b>Timescale</b>	<b>Resources/Funding Options</b>
Develop links with food and drink initiatives – e.g. Pembrokeshire Produce Mark	PCC Food Officer	Short	PCC Food Officer
Encourage partnership and consolidation of various different community and heritage groups.	Pembroke Town Council / Pembroke Town Team	Short	Pembroke Town Team
Improve public space and footways along Castle Pond and Mill Pond Walk	PCC	Medium	Pembroke Town Team / PCC
Investigate potential for further water based activities/events at Castle Pond (following on from success of annual River Regatta)	Pembroke Town Team / Pembroke Castle	Medium	Pembroke Town Team / Pembroke Castle
Further promote town centre trail – e.g. leaflets available in every retail outlet and at the castle	Town Team	Short	Pembroke Town Team and Local Businesses
<b>Improving Movement and Access</b>			
Improve signage from Commons car park into the town centre and to the castle	PCC	Short	PCC
Improve signage from Pembroke Castle to town centre	Pembroke Castle	Short	Pembroke Castle / PCC
Consider undertaking traffic management strategy	PCC	Medium	PCC
Consider the potential of moving the coach drop-off point in the town centre	PCC	Medium	PCC
<b>Promoting Heritage and Tourism</b>			
Henry VII Heritage Centre – complete the feasibility study and develop a delivery strategy which could encompass wider town centre redevelopment.	PCC	Short-Medium	Heritage Lottery Funding

<b>Activity</b>	<b>Lead</b>	<b>Timescale</b>	<b>Resources/Funding Options</b>
Support the remediation work to historic assets such as the town walls	Town Walls Trust / local heritage groups	Ongoing	Heritage Lottery Fund / Local Fundraising
Investigate potential to refurbish Barnard's Tower, St Michael's Church	PCC/ Building Owners	Medium	Private / Heritage Lottery Fund
<b>Developing Employment and Skills Opportunities</b>			
Undertake a market demand assessment to assess the requirement for small business space in the town. Consider the use of East End School for business use.	PCC	Short	PCC / Private
Investigate potential for Pembrokeshire College/ Coleg Sir Gar to deliver outreach course or training to Pembroke and work with the College to improve links with local businesses to develop apprenticeships and meet local employment needs.	Town Team	Medium	Pembrokeshire College/ Coleg Sir Gar
Explore potential for local businesses to provide training opportunities for young local people.	Town Team	Short	Town Team / Local Businesses