



**Pembrokeshire County Council
Local Development Plan (Adoption – 2021)**

Windfall Capacity Study

Development Plans

January

2011

Glossary

Local Development Plan	The Statutory Development Plan for each LPA area in Wales as required under Part 6 of the Planning and Compulsory Purchase Act 2004.
Urban Capacity Study	The study of potential capacity of urban areas to accommodate extra housing on new or redeveloped sites at various densities, or by the conversion of existing buildings.
Windfall	Windfall sites are sites not specifically identified in the plan as housing allocations but which are developed for housing.

1 Introduction

1.1 This exercise has been undertaken to provide information as part of the Local Development Plan (LDP) process. The report looks at potential land that might be available for housing that has not been allocated under the LDP – so called ‘windfall’ housing.

1.2 An analysis of the number of windfall houses likely to be developed over the course of the plan period is important in order to understand fully how many houses in total will be built.

1.3 Many assessments of windfall housing examine previous trends in housing completions and project these forwards. In the case of Pembrokeshire, however a significant change in policy approach and the historic development of a number of large windfall sites mean that such a projection, based on historic completions would be misleading.

1.4 As an alternative approach, this study has assessed the potential for windfall sites within settlement boundaries identified in the Deposit Local Development Plan for Pembrokeshire and from this calculated a potential windfall housing figure.

1.2 The assessment has been divided between rural and urban settlements and potential sites have been assessed against a range of constraints.

1.4 It should be noted that the inclusion of a site in this study does not mean that planning permission for housing would necessarily be granted. The role of this study is to identify potential sites that could be developed as windfall housing and calculate a broad figure indicating the potential number of dwellings that might come forward over the plan period. This report does not make detailed judgements about the individual feasibility or suitability of sites.

2 Methodology

Historic Trends

2.1 In calculating the number of houses that may be developed as windfall housing over a Plan period, it is normal practice to consider the historic completion rate.

2.2 Monitoring from the Housing Monitoring Report 1999-2009 indicated that the following number of windfall houses were completed between the dates below (2006 reflects the adoption date of the Joint Unitary Development Plan for Pembrokeshire).

Year	Number of windfall dwellings
2006/7	385
2007/8	552
2008/9	332
Total	1270

Average over 3 years: 423

2.3 If the average windfall completion rate since the JUDP was adopted is projected for the 10 year period of the LDP, then that would indicate a likely windfall completion rate of 4,230 between 2011 and 2021 in Pembrokeshire.

2.4 The windfall levels between the years 2006 – 2009 are likely to be significantly higher than those under the Local Development Plan. This is because of proposed changes to policy and also potential long term changes in the economic climate than that between 2006 and 2009.

2.5 An economic downturn affected the whole of the UK from 2008. The Housing Monitoring Report 1999-2009 indicated a reduction in the number of overall housing completions in Pembrokeshire from 2008 onwards. The report also demonstrated a further trend – that the number of completions on small sites (those under 5 units in total) increased significantly from 2006 in 2007-08 and 2008-09, at the same time that the number of completions on larger sites fell. The probable explanation for this is that during a recession it is easier to finance and deliver smaller sites as less infrastructure and borrowing is required. Those sites of under 5 units are less likely to be allocations and more likely to be windfall sites. The downturn will not last however for the entire LDP and the long term completion rates are likely to stabilise and reflect the longer term trends of the majority of completions occurring on sites of over 5. Additionally the proposed policy approach of the LDP, which identifies settlement boundaries for all settlements, is likely to reduce windfall development by providing clear boundaries within which development will be permitted.

Alternative Windfall Calculation Methodology

2.6 Rather than use the historic rates of windfall development, this report has used an alternative methodology. As settlement boundaries were proposed for all settlements in the LDP, this report has assessed any potential undeveloped sites within the proposed settlement boundaries of the LDP

where market housing will be permitted and from this assessment calculated the potential number of dwellings that could be achieved at different densities.

2.7 The Deposit Local Development Plan identified a settlement hierarchy for development. The strategy of the Deposit LDP states that market housing will be permitted in all settlements identified as Hub Towns, Rural Towns, Service Centres and Service Villages and settlement boundaries are identified in these locations. A different policy approach is proposed in Local Villages and therefore these have been excluded from this assessment.

Urban settlements

Hub towns		
Haverfordwest	Milford Haven	Neyland
Pembroke Dock	Pembroke	Fishguard
Goodwick		

Rural settlements

Rural Town		
Narberth		
Service Centres		
Crymych	Johnston	Kilgetty
Letterston		
Service Villages		
Abercych	Hermon	Pentlepoir
Begelly	Hook	Pont-yr-Hafod
Blaenffos	Houghton	Puncheston
Boncath	Hundleton	Robeston Wathen
Broadmoor	Jeffreyston	Roch
Bwlch-y-Groes	Lamphey	Rosemarket
Carew / Sageston	Llanddewi Velfrey	Simpson Cross
Cilgerran	Llandissilio	Spittal
Clarbeston Road	Llangwm	St Dogmaels
Clunderwen	Maenclochog	St Florence
Cosheston	Martletwy	Tavernspite
Croesgoch	Mathry	Tegryn
Crundale	Milton	Templeton
Eglwysrwr	New Hedges	Tiers Cross
Hayscastle Cross	Penally	Wolfscastle

2.8 A desk based assessment using information from aerial photographs and map layers, supplemented where information existed from previous surveys was used to assess all sites in these areas, to identify any sites that might have potential for housing development in the future.

2.9 The urban settlements were previously assessed in the Urban Capacity Study for the Joint Unitary Development Plan (JUDP) in 2001. That study (updated) formed the basis for the urban assessment in this report. No such study had previously been completed for rural areas.

2.10 The previous Urban Capacity Study assessed all of the Hub Towns and the Rural Town and reported the location, size and potential capacity for windfall sites in these settlements. This information was taken as baseline data and updated for this report. A new assessment was undertaken for other rural settlements identified in the LDP settlement hierarchy as Service Centres or Service Villages.

2.11 Sites were identified in both Urban and Rural areas as having potential if they met the following criteria:

- Greenfield land
- Intensification of existing areas was possible if redeveloped
- The site had unimplemented planning permissions which had lapsed or had previously had planning permission refused but the reason for the refusal could be overcome
- Derelict land or buildings

2.12 Adequate site access was also deemed necessary for a site to be suitable for development; this however was determined by planning officers based on previous experience of consents and without formal consultation with the Highways department. The character of the surrounding area and physical constraints, e.g. steep slopes, natural features of significance and location of pylons were incorporated into the study and if these constraints were considered to be too great, the site was not included in the study.

2.13 Sites with existing full planning permission or that were under construction were not identified for the purposes of the report as these are already factored into the land supply calculation. Sites identified for housing allocations in the LDP were also not included in the calculations for the report.

2.14 Sites with important environmental or historical values or other constraints that might delay or prevent development were also discounted from the study. Therefore no sites were considered that affected the following:

- Special Protection Area – areas of land designated under the European Directive on the Conservation of Wild Birds, for the protection of wild birds and their habitats
- Special Area of Conservation – areas of land designated under the European Directive on the Conservation

- C2 Floodzone areas – areas of the floodplain at risk of flooding without significant flood defence infrastructure
- Sites of Special Scientific Interest – a protected area identified as being of at least national importance in terms of wildlife, flora, fauna, geological or physiological features.
- Scheduled Ancient Monument – ancient monuments of national importance which are legally protected, these are nearly all archaeological sites, ruins or buildings.
- National Nature Reserve – an area designated for its national importance in terms of nature conservation, and managed in accordance with a nature reserve agreement with landowners and occupiers.
- Local Nature Reserve – an area designated for its local importance in terms of nature conservation.
- Village Green – traditional areas of open space which are legally protected
- Common land – an area of land over which other people have certain traditional rights.
- Sites allocated for other uses by the LDP which would prevent its development for housing including: employment, community facilities, retail, green wedges, open space and waste.

3 Results

3.1 All sites included in the study are considered to have potential for development although this does not mean that an application for planning permission for housing would necessarily be successful. The summary tables in Appendix 1 and 2 show the potential number of dwellings each site might accommodate if it were developed at different densities.

Pembrokeshire overview

3.2 In total there is 40.4 hectares of land available for potential windfall residential development across all of the settlements identified as being suitable for market housing in the LDP settlement hierarchy, in addition to the housing land allocated by the LDP.

3.3 If this land were developed at the minimum densities established in the Deposit LDP of 25 dwellings per hectare in rural areas and 30 dwellings per hectare in urban areas, this would result in a total of 516 dwellings being developed in rural areas and 514 dwellings being developed in urban areas.- a total of 1030 units.

Summary of locations of potential land for windfall development

Settlement Hierarchy	Area (hectares)	35dph	30dph	25dph
<i>Hub Towns</i>	18.07	606	514	N/A
<i>Rural Town</i>	0	0	0	0
<i>Service Centres</i>	3.14	102	86	75
<i>Service Villages</i>	19.19	618	525	441
Pembrokeshire Total	40.4	1326	1125	516

Urban/Rural Split	Area (hectares)	35dph	30dph	25dph
<i>Hub Towns</i>	18.07	606	514	N/A
Urban areas totals	18.07	606	514	N/A
<i>Rural Town</i>	0	0	0	0
<i>Service Centres</i>	3.14	102	86	75
<i>Service Villages</i>	19.19	618	525	441
Rural areas totals	22.33	720	611	516

Urban overview

3.5 The total urban area with potential for development throughout Pembrokeshire is 18.07 hectares which equates to 606 dwellings at a density of 35dph and 514 dwellings at a density of 30dph. The Deposit LDP policy on Residential Development requires all development in towns to be at a minimum of 30 dwellings per hectare unless evidence of infrastructure or physical constraints justifies a lower density.

3.6 Of the seven urban settlements, only Neyland is identified as having no potential windfall sites suitable for development.

3.7 The remaining six settlements all show sites with the capacity for windfall development. Milford Haven has the lowest number of potential windfall dwellings in a total area of 1.61 hectares and Pembroke Dock the highest figure over a total area of 8.01 hectares. Pembroke Dock's total area is significantly higher than all the other urban settlements with the other six towns' windfall site total ranging between 1.61 and 3.5 hectares. Pembroke Dock's total includes an area of land which is currently the subject of a village green application, it has not been allocated for any use to allow for all potential outcomes of the inquiry.

Settlement	Area hectares	35dph	30dph
Fishguard & Goodwick	2.95	96	82
Haverfordwest	2.24	72	61
Milford Haven	1.61	55	47
Pembroke Dock	8.01	273	230
Pembroke	3.26	110	94
All Urban Total	18.07	606	514

Rural overview

3.8 Narberth, classified as a rural town, does not have any potential windfall sites. Other settlements with no sites identified as having potential for windfall are Broadmoor, Clunderwen, Clarboston Road, Croesgoch, Crundale, Mathry, Pont yr Hafod and Puncheston, which are all service villages.

3.9 All other service centres and villages have sites with potential for windfall development with settlement capacities ranging from 0.06 – 1.67 hectares. Johnston has the largest available area for windfall development with the potential for 56 dwellings at 35dph over a total area of 1.67 hectares. Milton and Wolfscastle have only 0.06 hectares available for windfall development equating to one or two additional dwellings.

3.10 The rural settlements, including the rural town, service centres and service villages, have a total area of 22.33 hectares of potential windfall land. This total could accommodate a potential 720 dwellings at 35 dph or 611 at 30dph and 516 at 25 dph. The Deposit LDP policy on Residential Development requires all development outside towns to be at a minimum of 25 dwellings per hectare unless evidence of infrastructure or physical constraints justifies a lower density.

3.11 A summary table identifying the individual potential windfall totals for each rural settlement is included in Appendices 2 and 3.

4 Summary

4.1 The Settlement Capacity Study shows that there is significant land available for potential windfall development in the settlements considered. Few settlements have no potential windfall sites; the most noticeable are the larger towns of Neyland and Narberth, along with nine service villages. All other settlements have the potential for at least one windfall dwelling.

4.2 This assessment of potential windfall sites provides a measure of potential development sites in Pembrokeshire. As these sites are not allocated in the JUDP or likely to be allocated in the Deposit LDP and do not already have existing planning permission they are an alternative source of land for development.

4.3 Over the LDP period it is anticipated that only a proportion of this capacity will be developed. Even taking this into consideration there will still be significant sites available for development as windfall housing.

Appendix 1 – Urban Capacity per Settlement

Settlement	Area hectares	35dph	30dph
Fishguard & Goodwick			
FGD/002	0.11	3	3
FGD/005	0.31	10	9
FGD/007	0.17	5	5
FGD/008	0.37	12	11
FGD/010	0.2	7	6
FGD/013	0.16	5	4
FGD/018	0.23	8	6
FGD/019	0.13	4	3
FGD/022	0.2	7	6
FGD/023	0.16	5	4
FGD/025	0.14	4	4
FGD/026	0.12	4	3
FGD/033	0.23	8	6
FGD/036	0.42	14	12
Fishguard and Goodwick Total	2.95	96	82
Haverfordwest			
HWT/008	0.04	1	1
HWT/032	0.2	7	6
HWT/037	0.1	3	3
HWT/049	0.03	1	0
HWT/084	0.04	1	1
HWT/101	0.02	0	0
HWT/131	0.11	3	3
HWT/132	0.23	8	6

HWT/141	0.29	10	8
HWT/143	0.55	19	16
HWT/155	0.03	1	0
HWT/224	0.3	10	9
HWT/236	0.02	0	0
HWT/689	0.17	5	5
HWT/243	0.11	3	3
Haverfordwest Total	2.24	72	61
Milford Haven			
MLF/005	0.27	9	8
MLF/031	0.35	12	10
MLF/034	0.78	27	23
MLF/045	0.21	7	6
Milford Haven Total	1.61	55	47
Pembroke Dock			
PDK/001	0.12	4	3
PDK/002	0.21	7	6
PDK/005	0.32	11	9
PDK/006	0.05	1	1
PDK/007	0.59	20	17
PDK/014	0.75	26	22
PDK/021	1.62	56	48
PDK/030	0.13	4	3
PDK/031	0.12	4	3
PDK/044	0.2	7	6
PDK/047	0.43	15	12
PDK/050	1.05	36	31
PDK/053	0.16	5	4
PDK/054	0.62	21	18
PDK/059	0.09	3	2

PDK/060	0.2	7	6
PDK/061	0.15	5	4
PDK/077	0.13	4	3
PDK/078	1.07	37	32
Pembroke Dock Total	8.01	273	230
Pembroke			
PEM/013	0.8	28	24
PEM/018	0.33	11	9
PEM/020B	0.82	28	24
PEM/022	0.04	1	1
PEM/024	0.06	2	1
PEM/026	0.11	3	3
PEM/032	0.2	7	6
PEM/039	0.11	3	3
PEM/052	0.79	27	23
Pembroke Total	3.26	110	94
Urban Total	18.07	606	514

Appendix 2 – Rural Capacity per Settlement

Settlement	Area hectares	35dph	30dph	25dph
Abercych	0.09	3	2	2
Abercych	0.2	7	6	5
Abercych	0.11	3	3	2
Abercych	0.07	2	2	1
Abercych	0.13	4	3	3
Abercych	0.19	6	5	4
Abercych	0.34	11	10	8
Abercych	0.08	2	2	2
Abercych	0.04	1	1	1
Abercych Total	1.25	39	34	28
Begelly	0.14	4	4	3
Begelly	0.17	5	5	4
Begelly	0.27	9	8	6
Begelly Total	0.58	18	17	13
Blaenffos	0.65	22	19	16
Blaenffos Total	0.65	22	19	16
Boncath	0.26	9	7	6
Boncath	0.06	2	1	1
Boncath	0.04	1	1	1
Boncath	0.05	1	1	1
Boncath Total	0.41	13	10	9
Bwlchygroes	0.1	3	3	2
Bwlchygroes Total	0.1	3	3	2
Carew/Sageston	0.59	20	17	14
Carew/Sageston	0.25	8	7	6
Carew/Sageston Total	0.84	28	24	20
Cilgerran	0.07	2	2	1
Cilgerran	0.09	3	2	2

Cilgerran	0.29	10	8	7
Cilgerran	0.04	1	1	1
Cilgerran	0.06	2	1	1
Cilgerran	0.07	2	2	1
Cilgerran	0.09	3	2	2
Cilgerran	0.06	2	1	1
Cilgerran	0.1	3	3	2
Cilgerran Total	0.87	28	22	18
Cosheston	0.18	6	5	4
Cosheston	0.08	2	2	2
Cosheston Total	0.26	8	7	6
Crymych	0.13	4	3	3
Crymych	0.05	1	1	1
Crymych	0.36	12	10	9
Crymych	0.12	4	3	3
Crymych Total	0.66	21	17	16
Eglwysrw	0.08	2	2	2
Eglwysrw	0.07	2	2	1
Eglwysrw	0.06	2	1	1
Eglwysrw	0.16	5	4	4
Eglwysrw Total	0.37	11	9	8
Hayscastle Cross	0.05	1	1	1
Hayscastle Cross	0.16	5	4	4
Hayscastle Cross	0.08	2	2	2
Hayscastle Cross Total	0.29	8	7	7
Hermon	0.18	6	5	4
Hermon	0.28	9	8	7
Hermon	0.02	0	0	0
Hermon	0.16	5	4	4
Hermon	0.25	8	7	6
Hermon Total	0.89	28	24	21
Hook	0.11	3	3	2

Hook	0.06	2	1	1
Hook	0.29	10	8	7
Hook	0.45	15	13	11
Hook	0.51	17	15	12
Hook	0.14	4	4	3
Hook Total	1.56	51	44	36
Houghton	0.08	2	2	2
Houghton Total	0.08	2	2	2
Hundleton	0.12	4	3	3
Hundleton	0.48	16	14	12
Hundleton Total	0.6	20	17	15
Jeffreyston	0.09	3	2	2
Jeffreyston Total	0.09	3	2	2
Johnston	0.08	2	2	2
Johnston	0.52	18	15	13
Johnston	0.8	28	24	20
Johnston	0.1	3	3	2
Johnston	0.08	2	2	2
Johnston	0.09	3	2	2
Johnston Total	1.67	56	48	41
Kilgetty	0.12	4	3	3
Kilgetty	0.07	2	2	1
Kilgetty	0.14	4	4	3
Kilgetty Total	0.33	10	9	7
Lamphey	0.63	22	18	15
Lamphey	0.87	30	26	21
Lamphey	0.1	3	3	2
Lamphey Total	1.6	55	47	38
Letterston	0.25	8	7	6
Letterston	0.05	1	1	1
Letterston	0.09	3	2	2
Letterston	0.09	3	2	2

Letterston Total	0.48	15	12	11
Llanddewi Velfrey	0.06	2	1	1
Llanddewi Velfrey	0.14	4	4	3
Llanddewi Velfrey Total	0.2	6	5	4
Llandissilio	0.05	1	1	1
Llandissilio	0.1	3	3	2
Llandissilio	0.27	9	8	6
Llandissilio Total	0.42	13	12	9
Llangwm	0.16	5	4	4
Llangwm	0.12	4	3	3
Llangwm	0.08	2	2	2
Llangwm Total	0.36	11	9	9
Maenclochog	0.16	5	4	4
Maenclochog	0.23	8	6	5
Maenclochog	0.14	4	4	3
Maenclochog	0.07	2	2	1
Maenclochog	0.09	3	2	2
Maenclochog Total	0.69	22	18	15
Martletwy	0.19	6	5	4
Martletwy	0.16	5	4	4
Martletwy	0.07	2	2	1
Martletwy	0.09	3	2	2
Martletwy	0.05	1	1	1
Martletwy Total	0.56	17	14	12
Milton	0.06	2	1	1
Milton Total	0.06	2	1	1
New Hedges	0.16	5	4	4
New Hedges	0.05	1	1	1
New Hedges Total	0.21	6	5	5
Penally	0.17	5	5	4
Penally	0.13	4	3	3
Penally Total	0.3	9	8	7

Pentlepoir	0.13	4	3	3
Pentlepoir	0.15	5	4	3
Pentlepoir Total	0.28	9	7	6
Robeston Wathen	0.09	3	2	2
Robeston Wathen	0.19	6	5	4
Robeston Wathen	0.13	4	3	3
Robeston Wathen Total	0.41	13	10	9
Roch	0.1	4	3	2
Roch	0.07	2	2	1
Roch	0.17	5	5	4
Roch	0.11	3	3	2
Roch	0.45	15	13	11
Roch Total	0.9	29	26	20
Rosemarket	0.03	1	0	0
Rosemarket	0.26	9	7	6
Rosemarket	0.23	8	6	5
Rosemarket	0.11	3	3	2
Rosemarket Total	0.63	21	16	13
Simpson Cross	0.1	3	3	2
Simpson Cross	0.17	5	5	4
Simpson Cross Total	0.27	8	8	6
Spittal	0.15	5	4	3
Spittal	0.12	4	3	3
Spittal	0.1	3	3	2
Spittal Total	0.37	12	10	8
St. Dogmaels	0.08	2	2	2
St. Dogmaels	0.21	7	6	5
St. Dogmaels	0.1	3	3	2
St. Dogmaels	0.1	3	3	2
St. Dogmaels	0.11	3	3	2
St. Dogmaels	0.11	3	3	2
St. Dogmaels	0.59	20	17	14

St. Dogmaels Total	1.3	41	37	29
St.Florence	0.26	9	7	6
St.Florence Total	0.26	9	7	6
Tavernspite	0.12	4	3	3
Tavernspite	0.16	5	4	4
Tavernspite Total	0.28	9	7	7
Tegryn	0.41	14	12	10
Templeton	0.46	16	13	11
Templeton Total	0.46	16	13	11
Tiers Cross	0.12	4	3	3
Tiers Cross	0.16	5	4	4
Tiers Cross Total	0.28	9	7	7
Wolfscastle	0.06	2	1	1
Wolfscastle Total	0.06	2	1	1
Grand Total	22.33	720	611	516

Appendix 3 - Total Rural Capacity

Settlement	Area hectares	35dph	30dph	25dph
Abercych Total	1.25	39	34	28
Begelly Total	0.58	18	17	13
Blaenffos Total	0.65	22	19	16
Boncath Total	0.41	13	10	9
Bwlchygroes Total	0.1	3	3	2
Carew/Sageston Total	0.84	28	24	20
Cilgerran Total	0.87	28	22	18
Cosheston Total	0.26	8	7	6
Crymych Total	0.66	21	17	16
Eglwysrw Total	0.37	11	9	8
Hayscastle Cross Total	0.29	8	7	7
Hermon Total	0.89	28	24	21
Hook Total	1.56	51	44	36
Houghton Total	0.08	2	2	2
Hundleton Total	0.6	20	17	15
Jeffreyston Total	0.09	3	2	2
Johnston Total	1.67	56	48	41
Kilgetty Total	0.33	10	9	7
Lamphey Total	1.6	55	47	38
Letterston Total	0.48	15	12	11
Llanddewi Velfrey Total	0.2	6	5	4
Llandissilio Total	0.42	13	12	9
Llangwm Total	0.36	11	9	9
Maenclochog Total	0.69	22	18	15
Martletwy Total	0.56	17	14	12

Milton Total	0.06	2	1	1
New Hedges Total	0.21	6	5	5
Penally Total	0.3	9	8	7
Pentlepoir Total	0.28	9	7	6
Robeston Wathen Total	0.41	13	10	9
Roch Total	0.9	29	26	20
Roch Total Total	0.9	29	26	20
Rosemarket Total	0.63	21	16	13
Simpson Cross Total	0.27	8	8	6
Spittal Total	0.37	12	10	8
St. Dogmaels Total	1.3	41	37	29
St.Florence Total	0.26	9	7	6
Tavernspite Total	0.28	9	7	7
Tegryn Total	0.41	14	12	10
Templeton Total	0.46	16	13	11
Tiers Cross Total	0.28	9	7	7
Wolfscastle Total	0.06	2	1	1
Grand Total	22.33	720	611	516