Local Development Plan Draft Review (LDP2: 2017 – 2033)
Strategic Housing Options Supplementary Paper
<u>Defining Settlement Clusters</u>

1. Introduction

This paper has been prepared to assist the review of the Local Development Plan and specifically relates to the potential approach to Settlement Clusters discussed within the 'Strategic Housing Options Paper'. That paper will assist in identifying alternative options for future housing development within urban and rural areas of the County outside of the National Park.

The Authority is currently working towards establishing a Preferred Strategy and is preparing a draft vision and objectives for the Plan. These will be available for public consultation Summer 2018.

A range of information has been gathered about services available at individual settlements, which is set out in the Rural Facilities Paper 2017. The information gathered allows us to understand the role and function currently performed by settlements and is used to inform the settlement hierarchy for the LDP review.

The purpose of this supplementary paper is to set out an approach to settlement clusters at the lower end of the settlement hierarchy. Settlements at the lower end of the settlement hierarchy are called Large Local Villages and Small Local Villages within the Local Development Plan hierarchy. (They are proposed as 'Local Villages' within the Rural Facilities Paper).

This paper is not intended to set out locations where development can take place, but to identify a clear methodology for clusters of settlements, and taking account of the settlement hierarchy established as part of the LDP2 Review and published within the Rural Facilities Background Paper 2017. It is supplementary to the Strategic Housing Options Paper where the rural housing option of Clusters is considered along with other options for housing at Local Villages.

2. Sustainable Development and Settlement Clusters

The planning system has a central role to play in achieving sustainable development in Wales. Planning Policy Wales , Edition 9 provides a definition of sustainable development

Figure 4.2 A definition of sustainable development in Wales

"Sustainable development" means the process of improving the economic, social, environmental and cultural well-being of Wales by taking action, in accordance with the sustainable development principle, aimed at achieving the well-being goals.

Acting in accordance with the sustainable development principle means that a body must act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs.

Planning Policy Wales Edition 9 (paragraph 4.7.7) also states 'For most rural areas the opportunities for reducing car use and increasing the use of walking, cycling and public transport are more limited than in urban areas. In rural areas the majority of new development should be located in those settlements which have relatively good accessibility by non-car modes when compared to the rural area as a whole. Local service centres, or clusters of smaller settlements where a sustainable functional linkage can be demonstrated should be designated by local authorities and be identified as the preferred locations for most new development including housing and employment provision.'[1]

Welsh Government priorities for rural areas are to secure

- Sustainable rural communities with access to affordable housing and high quality public services;
- A thriving and diverse local economy where agriculture-related activities are complemented by sustainable tourism and other forms of employment in a working countryside; and
- An attractive, ecologically rich and accessible countryside in which the environment and biodiversity are conserved and enhanced. (4.6.3)

3. Pembrokeshire Context

The population density of Pembrokeshire[2] is 76.8 persons per sq km, and reflects its largely rural nature. Whilst there are rural villages and settlements that are generally self-sufficient in meeting the day to day needs of the community, smaller settlements however generally lack a range of services to meet these needs. When considered

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[1] Para 2.60 PPWales Edition 10 consultation draft also maintains this text.
[2] Stats Wales 2016 https://statswales.gov.wales/Catalogue/Population-and-Migration/Population/Density/populationdensity-by-localauthority-year

as a cluster however, along with nearby settlements, together they can help to provide a range of services for the local community.

4. Rural Settlement Clusters

Whilst it is likely that settlements higher in the settlement hierarchy (Towns, Service Centres and Service Villages) will tend to perform key functions in relation to links to key transport infrastructure, services, employment, and existing infrastructure, it is important to note that rural areas and the villages within them make up a considerable area of the County. As mentioned above, national planning policy advises that development in rural areas should be directed towards local service centres or clusters of smaller settlements where sustainable functional linkages can be demonstrated.

This approach is key to addressing rurality, sustaining communities and creating strong and distinctive communities.

5. Smaller Settlement Function and Development Opportunities

Smaller settlements in this context are **Local Villages** (formerly Large Local Villages and Small Local Villages within the LDP1). In order to assess the facilities available to each settlement, the Rural Facilities Survey 2017 collected information on a range of services available to the community. This information has been used to inform a points ranking system for where rural settlements should lie within the settlement hierarchy. Settlements where services achieve a score of 10 points or above are considered to be at least Service Centres within the hierarchy.

Those settlements falling within the 'Local Villages' category are characterised by their lack of wide ranging services and infrastructure provision and do not have sufficient points to achieve Service Village status (i.e. they have a score of 9 or below). There is however the potential to consider clusters of settlements which would, when settlements are considered together, have a functional link and achieve a sustainable level of services.

This approach can give an initial indication of settlements which can form part of a cluster before constraints and characteristics are considered. The level of growth cannot be prescribed for each settlement within a cluster prior to consideration of distinct settlement characteristics and constraints to development. It is likely that no allocations for housing (5 units or more) will be made within Local Villages forming part of a cluster.

6. Defining Settlement Clusters

The following section provides the criteria against which settlements are considered for inclusion within a cluster.

a. Service Provision

The level of services available within each settlement is established via the Rural Facilities paper 2017. Individual settlements, with a service level affording them a score of 10 points or more have the potential to provide for development as a sustainable location. These settlements do not need to be considered as cluster settlements but can contribute to the provision of services available to cluster settlements.

b. Sustainable travel links

Access to sustainable transport reduces the need to travel by private car and enables access to a wider range of services. Walking and cycling opportunities can also help to reduce short journeys by car.

Acceptable walking distances can vary according to the nature of the route and the service being accessed.

The Active Travel Act encourages people to rely less on their cars when making short journeys. The planning system has a clear role to play in implementing this legislation, by ensuring that new development is located in places which support active travel and minimise car use.

Planning Policy Wales, Edition 9

> 4.7.7 'For most rural areas the opportunities for reducing car use and increasing the use of walking, cycling and public transport are more limited than in urban areas. **In rural areas the majority of new development should be located in those settlements which have relatively good accessibility by non car modes** when compared to the rural area as a whole. Local service centres, or clusters of smaller settlements where a sustainable functional linkage can be demonstrated, should be designated by local authorities and be identified as preferred locations for most new development including housing and employment provision.'

c. Welsh language considerations

Technical Advice Note 20 (October 2017) advises that the planning system can contribute to the future well-being of the Welsh language, by establishing the conditions to allow sustainable communities to thrive. For example, creating

conditions for well-paid employment opportunities and a range of quality housing options are integral to planning for sustainable communities.

In general in Pembrokeshire, the number of people who speak Welsh is in decline, including within communities where there is a high proportion of Welsh speakers. In order to help maintain the future of Welsh speaking communities in small settlements, there is the potential to identify settlement clusters where small scale development would help to protect and promote the use of the Welsh language and help people to remain within communities.

7. Cluster Criteria

There are several criteria which are considered appropriate to identify settlements with the potential to form a cluster

1. Identified as a settlement within the Rural Facilities paper 2017 but with too few services to be considered a Service Centre (scores less than 10); and

2. Has a functional link with a higher order centre[3] (Service centre or above) via a bus route[4] into or adjacent to the settlement; or

3. Has an active travel route option, either a dedicated walking or cycle route to a higher order settlement or Local Village, which would amount to a maximum of 25 minutes travel time. (Generally 2 km or 1.24 miles at easy walking pace, or 15 minutes / 3kms or 1.86 miles by bike at beginners pace of 12 km per hour); and

4. The proposed cluster settlement has a weighted score of 5 or more for the facilities available; and

5. It does not form a satellite to a main settlement (Town, Service Centre or Service Village).

In communities where the Welsh language is spoken by a significant proportion of the population but has declined between the 2001 and 2011 census, small scale development could contribute to the protection and promotion of the Welsh language. In this case, particular consideration is appropriate and a settlement cluster may be appropriate to support the Welsh language despite not satisfying all of the above criteria.

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[3] Local Centres within the Pembrokeshire Coast National Park were also considered including Tenby, Newport Saundersfoot, St Davids and Crymych.

[4] Bus route services in Pembrokeshire continue to operate a hail and ride service provided it is safe to stop.

6. Small scale development would contribute to the protection of the Welsh language in areas where the Welsh language remains dominant[5], but does not otherwise satisfy all of the above criteria.

The following community council areas had over 50% Welsh speakers in 2001 Census, and shows where Welsh speaking has declined or increased between the 2001 and 2011 census. The Local Villages listed are within the Community Council areas but will not necessarily form part of a cluster.

Community Council area	Main settlement(s)	Local Village	% able to speak Welsh 2001	% able to speak Welsh 2011	Change
Boncath			60.1	61.3	1.2
Eglwyswrw	Eglwyswrw	Postgwyn	65.3	63.3	-2.0
Cilgerran	Cilgerran	Pen-y-Bryn Llwyncelyn Rhoshill	54.4	53.0	-1.4
Crymych	Crymych Hermon	Glogue Llanfrynach	63.2	59.1	-4.1
Nevern	none	none	53.9	49.7	-4.2
Cwm Gwaun	none	Llanychaer	64.1	59.3	-4.8
Clydau	Bwlch-y-Groes Tegryn	Glogue	56.0	50.4	-5.6
Puncheston	Puncheston	Little Newcastle Tufton	57.9	52.2	-5.7
Llandissilio West	Llandissilio	none	62.1	55.7	-6.4
Llanrhian	Croesgoch	Square and Compass	54.7	46.6	-8.1
Maenclochog	Maenclochog	none	62.3	53.9	-8.4
Clynderwen	none	none	60.7	48.8	-11.9

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[5] 51% or more of the community speaking Welsh in the 2011 Census

Appendix 1

Identifying Clusters Methodology

Isochrones are mapped to show real distances along roads from the 'centroid' of a Hub Town, Rural Town, Service Centre or Service Village. Active travel routes and public transport routes are overlaid to establish a functional link with Local Villages within the maximum 3km distance. The weighted score of facilities in Local Villages is considered, as is Welsh language.

The following example is for illustration purposes only and shows how the above approach would help to identify cluster settlements.

Cluster Main Settlement: Houghton							
		Weighted facilities score	Functional link – bus route **or** active travel required (outcome B)		Satellite	Welsh language	Outcome
Local Village	Burton Ferry	8	Y	N	N/A	N/A	Houghton cluster settlement
	Burton	9	Y	N	N/A	N/A	Houghton cluster settlement
	Sardis	4	Y	N	N/A	N/A	Not a cluster settlement
	Hill Mountain	7	Y	N	N/A	N/A	Houghton cluster settlement