



## Abbreviations

AMR	Annual Monitoring Report
JUDP	Joint Unitary Development Plan for Pembrokeshire 2000-2016
LDP / LDP (2)	Local Development Plan / Local Development Plan (2)
LPA	Local Planning Authority
SA	Sustainability Appraisal
SPG	Supplementary Planning Guidance
TAN	Technical Advice Note
LHMA	Local Housing Market Assessment
PSB	Pembrokeshire Service Board
PCNPA	Pembrokeshire Coast National Park Authority
PCC	Pembrokeshire County Council
WG	Welsh Government

## Glossary of Terms

Adopted	The Local Development Plan is adopted when the Authority's Council Meeting decides it will be the Development Plan for the County and replace the existing Development Plan.
Affordable Housing	Residential development for sale or rent below market prices and retained as affordable in perpetuity
Affordable Housing Allocation	Land allocated for affordable housing either low cost home ownership or to rent.
Availability and Deliverability of Land	Available land includes a landowner willing to develop or sell for development. Deliverability relates to the economic viability of bringing a site forward
Countryside	Land outside of settlements identified within the Settlement Hierarchy
Deposit Plan	A full draft of the Plan which is available for public consultation during the Deposit Period.
Housing Allocation	Residential development sites for a minimum of 5 units and shown within the Development Plan
Infrastructure	Infrastructure encompasses power supplies, water supply, means of sewage or surface water disposal, roads and other transportation networks, telecommunications and facilities that are required as a framework for development.
Market Housing	Housing for sale at market prices (can include self-build or custom build housing).
Infill and rounding off	This is when housing development takes place in a location where there is no settlement boundary. In such locations

	new housing may be permitted where it is between existing gaps of properties 'infill' or where it is 'rounding off' an edge of a settlement.
'Planning by Appeal'	Ad hoc development proposals which come forward in the absence of a development strategy to guide development
Preferred Option	The single option or hybrid option resulting from the consideration of a range of options or issues following consultation.
Preferred Strategy	The first formal strategy document for the review of the LDP which sets out the framework and overarching policies that will guide the policies and proposals relating to land use.
Review Report	Sets out what in the LDP needs to change and why.
Settlement Boundary	A settlement boundary is a planning tool which involves a theoretical line drawn on a map to identify the boundary to a settlement. Typically housing development is only permitted within this boundary and areas outside it are considered to be countryside.
Settlement Hierarchy	Settlements are classified within the hierarchy according to the population and level of services within the settlement. Some very small settlements with very limited or no services will fall outside the hierarchy and are defined as countryside.
Self build/custom build housing	Bespoke housing development commissioned and managed by the intended occupier. In all cases whether a home is self-build or custom build, the initial owner of the home will have primary input into its final design and layout.

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## Introduction

### *Local Development Plan Review*

Pembrokeshire County Council is preparing a replacement Local Development Plan (LDP) – **Local Development Plan 2**. When adopted, it will provide a revised and updated policy framework to guide development outside of the National Park and inform planning decisions taken by the County Council. During the **Review**, the existing Local Development Plan (up to 2021) will remain in place until Local Development Plan 2 (LDP2) is adopted.

### *Review of Strategic Growth and Spatial Options*

This **Strategic Housing Options** report has been produced at a key stage in the Local Development Plan review. It sets out options for growth to meet the future needs of Pembrokeshire, based on those identified within the Pembrokeshire Demographic Forecasts 2018 paper produced by Edge Analytics for Pembrokeshire County Council<sup>1</sup> alongside environmental, social and cultural considerations. It also provides a range of spatial options which could be implemented to meet the growth needs of the county identified within

### *Informing the Preferred Strategy and Deposit Plan*

Following public consultation and consideration of the comments received, the Authority will publish the **Preferred Strategy** for Local Development Plan 2. This will identify the Council's preferred way forward, taking into account the consultation on this paper and on the accompanying paper **Draft Issues, Vision and Objectives**. The Preferred Strategy will focus on meeting the economic, social, environmental and cultural needs of the area and its communities. The Preferred Strategy will include sustainable economic growth requirements as well as the need for new housing and other services.

The **Deposit Plan** is a later stage of the plan process and will be a draft of the full plan for public consultation. It will include the Authority's proposed land use allocations for housing, retail development, and employment and will set out policies and proposals for the use and protection of land.

This Strategic Housing Options Paper contains 3 Sections

**Section 1** : Summarises a range of options for future growth. These options are set out in full in the Pembrokeshire Demographic Forecasts 2018 paper. It presents 7 possible scenarios for levels of future growth in population and the implications for new housing based on Welsh Government projections and other potential influences / policy options. These are set out in more detail in Section 1.

**Section 2**: Puts forward three possible Strategic Spatial Options for accommodating the distribution of housing growth anticipated over the LDP 2 plan period.

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<sup>11</sup> For a copy of the report see <https://www.pembrokeshire.gov.uk/local-development-plan-review/ldp2-evidence-base>

**Section 3:** The Rural Strategy Options section recognises that within the lower levels of the Settlement Hierarchy, alternative policy approaches in rural areas can influence the type, scale and location of new build housing development. This section sets out and seeks views on several rural housing policy options.

Each of the Growth options, the Strategic Spatial options and Rural Housing Strategy options, or elements of the options may be commented on. Alternative options may also be proposed during the consultation.

A Sustainability Appraisal of the strategic and policy options has been undertaken. It has been used to assess the sustainability of the options proposed and an overview is provided with the options below.

Public Consultation on this Strategic Housing Options Paper will take place between the following dates.

**16 July to 10 September 2018**

The consultation is intended to gather opinion on whether the options or elements of the options are supported, or whether residents, businesses or others wish to propose amended or alternative options. Comments received will inform the spatial location of growth set out in LDP2.

Please send comments to

[ldp@pembrokeshire.gov.uk](mailto:ldp@pembrokeshire.gov.uk)

or by post to

The Local Development Plan Team

Planning Department

County Hall

Haverfordwest

Pembrokeshire SA61 1TP

To ensure you are kept up-to-date on the Local Development Plan Review please email [ldp@pembrokeshire.gov.uk](mailto:ldp@pembrokeshire.gov.uk) with your contact details and language preference to register your interest.

## Spatial Narrative and Future Trends

The key characteristics and spatial land uses of the Plan area are –

- Pembrokeshire is largely rural and in agricultural land use. Towns around the Milford Haven Waterway (Pembroke, Pembroke Dock, Milford Haven and Neyland), Haverfordwest (the County Town), Fishguard and Goodwick and Narberth contain concentrations of population and employment.
- Employment continues to be focused on the tourism and service industry, motor vehicle sale and repair, manufacturing, construction, public health and agriculture.<sup>2</sup>
- The Haven Waterway is of national significance for port, industry and energy sectors. It is also designated for its landscape and biodiversity value.
- Much of the coast is within the Pembrokeshire Coast National Park (along with the area around the Daugleddau and the Preseli's).
- Marine and terrestrial Special Areas of Conservation (SACs) Special Protection Areas (SPAs), Sites of Special Scientific Interest (SSSIs), the Skomer Marine Conservation Zone (MCZ), National and Local Nature Reserves are designated.
- The County's main transport infrastructure is formed by the Trunk Road network, railway connections to Pembroke Dock, Goodwick and Milford Haven and ferry ports at Pembroke Dock and Goodwick/Fishguard. Haverfordwest airport is a small regional airport.

An overview of trends for the county and can be summarised as follows<sup>3</sup>

- Life expectancy is increasing. Healthy life expectancy is increasing at a slower rate than life expectancy as a whole. Life expectancy is expected to continue to increase but at a slower rate over the long term.
- As Pembrokeshire's population is broadly static, this means that the number of young people is falling in real terms and as a proportion of the total population.
- Pembrokeshire has comparatively low productivity rates per job compared with the rest of Swansea Bay, Wales or the rest of the UK. In the medium to long term the

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<sup>2</sup> PACEC report LDP2 evidence base

<sup>3</sup> [The Pembrokeshire County Council Corporate Plan 2017-2018 ; Pembrokeshire State of Wildlife Report 2016](#)

Brexit referendum decision is likely to result in changes to how the economy performs. A London School of Economics Report<sup>4</sup> estimates an impact of -1.1% to -1.8% in GVA for Pembrokeshire.

- Pembrokeshire's economy is relatively well contained; that is most people who live in Pembrokeshire work in Pembrokeshire.
- In parallel to the rise in renewable energy, in the long term we might expect the petro-chemical sector to decline, and in importance as an employer, although additional investment is planned in the medium term.
- Households tend to be smaller than in previous decades. This will have implications for the number of houses and types of housing people need.
- 82% of Pembrokeshire households have access to a car or van, which compares to 77% as the Welsh average<sup>5</sup>.
- Climate change is resulting in higher global temperatures. Although the extent of likely change is still uncertain, we can expect to see sea-level rises, generally warmer weather and higher rainfall in winter and more extreme weather events.
- In the long term we can expect a continued trend away from fossil fuel generation towards more sustainable sources of energy.
- The 2016 State of Wildlife report for Pembrokeshire highlights that the majority of features assessed are in poor or moderate condition and the overall trend is still declining.
- There is a growing trend in inequality of both income and wealth.
- Broadband and mobile infrastructure requires investment and improvement.
- The agricultural sector is facing major challenges with Nitrate Vulnerable Zones (NVZs) designation, bovine TB, loss of farm subsidies (EU).

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<sup>4</sup> Local Economic Effects of Brexit, LSE 2017 <http://cep.lse.ac.uk/pubs/download/brexit10.pdf>

<sup>5</sup> 2011 Census. By Local Authority area.

## National Policy and Legislation Framework

The strategic spatial options have been developed in response to the needs of Pembrokeshire and the challenges that it faces. National Policy and legislation (see Appendix 2) also provide a framework for developing strategic growth and spatial options.

This means that all the proposed Strategic Growth and Policy Options must ensure that -

- Development and development patterns are sustainable
- Appropriate levels of infrastructure are available or can be made available
- Development is resilient to the impact of climate change
- Areas of constraint such as areas designated for biodiversity, and areas of flood risk are considered
- There is a focus on appropriate renewable energy development
- Biodiversity is protected and enhanced
- Impacts on landscapes, water bodies, and soil are acceptably mitigated
- They include allocations for self build and custom build properties
- the use of suitable brownfield land is maximised<sup>6</sup>
- Regeneration of land is a key consideration
- The economic, social, environmental and cultural needs of Pembrokeshire are improved
- Welsh Language within communities is a key consideration and will influence the scale, location and phasing of sites.
- The historic environment is conserved and enhanced

Also, there are a number of local and regional considerations which should be taken into account

- The objectives of the Pembrokeshire Well-being Plan and emerging LDP2
- The Rural Facilities Survey and Settlement Hierarchy (updated 2017 / 2018)
- Members & Stakeholder's views
- Swansea Bay City Region Development Strategy
- Pembrokeshire Economic Development Strategy and Action Plan
- Pembrokeshire Destination Management Plan
- Regional Transport Plan
- Swansea Bay City Deal
- Pembrokeshire County Council Corporate Plan

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<sup>6</sup> An Urban Capacity Study will be undertaken to determine land available and its potential for development within urban areas.

## Draft Issues, Vision and Objectives

- In April 2018 Workshops with County Councillors and Stakeholders were held to consider what Issues were facing Pembrokeshire and what sort of place the County should be. Reports setting out the views expressed have been published as part of the LDP evidence base.<sup>7</sup>
- These views, combined with information from the Council's Review Report which analysed contextual information have been used to develop a paper setting out Draft Issues, a Draft Vision and Draft Objectives for the LDP. A separate consultation paper **Draft Issues, Vision and Objectives** has been published alongside this paper for views. This early work has also informed the development of the Strategic Options for Housing set out in this paper.

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<sup>7</sup> <https://www.pembrokeshire.gov.uk/local-development-plan-review/ldp2-evidence-base>

## Section 1 : Planning for Population and Housing Growth

1.1 A separate technical paper has been published as part of the LDP evidence base setting out projected population and household change up until 2033. This report is The Edge Analytics report 'Pembrokeshire Demographic Forecasts June 2018'. The document sets out a description of the area's population and household profile, including the components underpinning population change. It examines how much housing growth might be needed, should different scenarios take place. 7 different housing growth options are presented. These options are based on a range of different assumptions around migration and also set out policy led scenarios. A summary of these options is set out below.

- **Option 1: WG-2014 (Rebased) Scenario**

This Option sets out the Welsh Government's projection for growth for Pembrokeshire, revised to reflect the most up to date 2016 Mid-Year Estimates. It suggests that in order to accommodate the changes identified, Pembrokeshire would need to provide an average of **196 dwellings** per year over the new plan period. Welsh Government projections use migration figures based on the previous 5 years as part of their projection.

The figure of 196 dwellings is significantly lower than in the current LDP, which provides 572 dwellings a year. This is also significantly lower than the average completions over the last 5 and 10 years in Pembrokeshire.

- **Option 2: PG 10yr Scenario**

This is a demographic trend scenario developed using migration assumptions based on the last ten-years of migration history (as opposed to the previous 5 years migration history which informs the WG projection). It suggests that in order to accommodate the changes identified, Pembrokeshire would need to provide an average of **340** dwellings per year over the new plan period. Population change is higher than estimated under the WG-2014 (rebased) scenario driven by increased annual net migration to the area and a reduced annual impact of natural change. This is significantly lower than in the current LDP, which provides 572 dwellings a year. This is also significantly lower than the average completions over the last 5 and 10 years in Pembrokeshire.

- **Option 3: PG Long Term Scenario**

This is a demographic trend scenario developed using migration assumptions based on the last fifteen-years of migration history. It suggests that in order to accommodate the changes identified, Pembrokeshire would need to provide an average of **408** dwellings per year over the new plan period. Population change is higher than estimated under the WG-2014 (rebased) scenario driven by increased annual net migration to the area and a reduced annual impact of natural change. Of the demographic scenarios, this scenario estimates the highest population growth rate

over the plan period (7.2%) capturing the larger net migration flows evidenced over the 2001/02-2007/08 historical period. Higher net migration to PCC's area of planning jurisdiction was recorded in the earlier years of the historical period, resulting in this scenario estimating the highest population and dwelling change over the plan period.

- **Option 4: Dwelling - Led (5yr Average) Scenario**

This is a dwelling led scenario developed where population growth is determined by the annual growth in the number of dwellings derived from an historical 5 year average. An annual dwelling growth of +443 per year is applied in each year of the forecast period, based on the last five years of completions data. Population change is higher than estimated under the WG-2014 (rebased) scenario driven by increased annual net migration to the area and a reduced annual impact of natural change.

- **Option 5: Dwelling – Led (10yr Average)**

This is a dwelling led scenario developed where population growth is determined by the annual growth in the number of dwellings derived from an historical 10 year average. An annual dwelling growth of +416 per year is applied in each year of the forecast period, based on the last ten years of completions data. Population change is higher than estimated under the WG-2014 (rebased) scenario driven by increased annual net migration to the area and a reduced annual impact of natural change. This is slightly lower than in the current LDP, which provides 572 dwellings a year.

- **Option 6: Dwelling - Led (Current LDP) Scenario**

This is a dwelling led scenario developed where population growth is determined by the LDP (2013) annual housing target. An annual dwelling growth of +572 per year is applied in each year of the forecast. Population change is higher than estimated under the WG-2014 (rebased) scenario driven by increased annual net migration to the area and a reduced annual impact of natural change.

- **Option 7: Zero Migration Scenario**

This is testing a zero net migration scenario. Migration inflows and outflows are balanced over the forecast period, resulting in zero net migration. In practical terms, this scenario will be 'worst case' relying on levels of natural change to inform future growth. This scenario is considered to bridge the gap between the earlier demographic and dwelling-led scenarios tested. It is highly unlikely that Pembrokeshire will have a zero net migration when looking at past trend data. Scenario 7 is the absolute minimum in terms of growth based on births and deaths data.

## **Assessment of All Scenarios**

- Welsh Government planning policy set out in Planning Policy Wales (Edition 9), suggests that in planning the provision for new housing, Local Planning Authorities must take account of the Welsh Government's latest household projections and that this should inform the quantification of the housing requirement for each LPA. It should also be underpinned by collaborative work with neighbouring authorities and other stakeholders.
- Pembrokeshire has a significant need for Affordable Housing, which is far greater than any total housing delivery likely to be achieved by the Plan (see Local Housing Market Assessment 2014). Low total housing provision in Scenarios 1, 2 and 3 would result in lower rates of Affordable Housing delivery over the Plan period.
- Providing a housing requirement that is significantly lower than that previously built in the area may not offer opportunities for the local building industry which is a significant local economic driver.
- With the uncertainty over Brexit, PCC may wish to choose a higher threshold such as those proposed in Scenarios 4, 5 and 6 and consider a 5 or 10 year average?
- Although an important guide to the Housing Requirement for Pembrokeshire, the WG-2014 (rebased) scenario assumes migration levels will mimic those of the last 5 years in Pembrokeshire – this is an area of great uncertainty. Should figures be based on past migration trends or what the market has delivered in the last 10 or 15 years?
- Although PCC may wish to provide a higher housing requirement than that identified by the WG projections - providing levels of housing that are significantly greater than the need in an area could result in unnecessary landscape and environmental impacts and might be undeliverable if the demand is not there. How far above the WG projections is there a genuine need in Pembrokeshire?
- Each Scenario shows a slight graduation of population growth outcomes. (Please see Graph below).

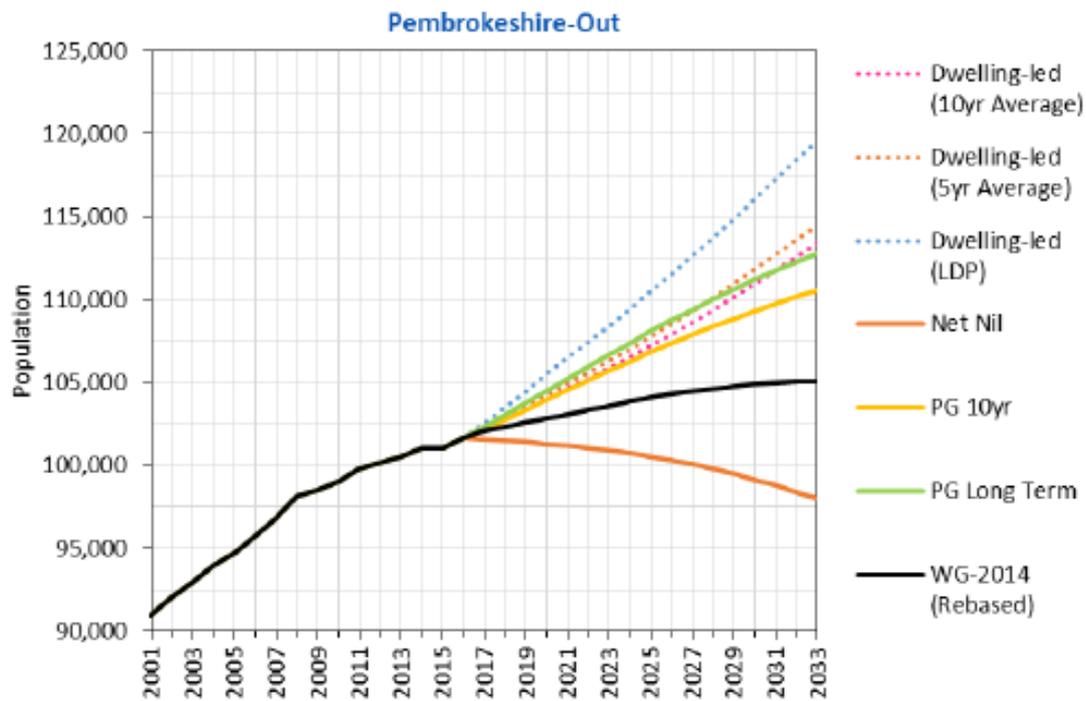


Figure 16: Pembrokeshire-Out population growth outcomes 2001–2033

## Sustainability Appraisal

Each of the Growth Options has been assessed against the Sustainability Appraisal objectives. Full details are available in our technical background report – Draft Sustainability Appraisal of Strategic Options. A summary is presented here.

All of the Growth Options would contribute positively to meeting some of the social SA objectives, for example those which involve delivering Affordable Housing and supporting cohesive communities. In terms of the environmental SA objectives surrounding using resources, protecting soil quality, minimising pollution and protecting water quality, those proposing lower levels of housing scored more positively. Overall the Option 1 (WG-based 2014 projection) was the most positive Option when assessed against the SA objectives.

## Consultation Questions

1. Do you support one of the Proposed Growth Options? (If so, please specify which one)
2. Would you like to propose a different Growth Option?
3. Do you agree with the outcome of the Sustainability Appraisal?

## Section 2: Introduction to Spatial Options for the Distribution of Housing

### *Strategic Spatial Options*

2.1 The Options for Growth have established that growth is required to sustain the communities of the County Council's planning area. A no growth option is therefore not possible and is not presented within this paper.

2.2 As well as setting out the level of growth needed over the plan period, the LDP2 must put forward a clear spatial strategy for where this development should take place within the County. This paper provides a series of options for the broad distribution of the housing growth envisaged for the Plan. The Authority has not identified a **Preferred Option**, but will take into account comments received during this public consultation when it publishes a **Preferred Strategy**. This will set out the Council's preferred way forward.

2.3 The Strategic Spatial options include a range of scenarios but do not include land use allocations or proposals (which will form part of the **Deposit Plan**). They do however cover a range of broad options for the distribution of growth within the County and also seek views on Rural Strategy options for lower levels of the Settlement Hierarchy on settlement boundaries, infill and rounding-off, market and affordable housing and settlement clusters.

### Settlement Hierarchy

The Settlement Hierarchy is based on the location and distribution of services across settlements and population within the county. At settlements which partly fall within the area of planning jurisdiction of the County Council, the Authority has also taken into account all services available, including those located within the National Park part of the settlement.

The LDP hierarchy consists of

- Hub towns (these are the Main Towns of the County)<sup>8</sup>
- Rural Settlements (Rural Town, Service Centres, Service Villages, Large Local Villages, Small Local Villages).

Land outside of settlement hierarchy is defined within the Local Development Plan as countryside. A review of settlement facilities was undertaken in 2017. It has the potential to influence the settlement hierarchy and where settlements sit within it. As a result of the review, it is proposed that Large Local Villages and Small Local Villages are merged into a single category of '**Local Villages**'.

More information on the options for this lowest tier of settlements are set out in the Rural Strategy section below.

*Appendix 1 provides an extract from the Rural Facilities Paper update 2017 which establishes where settlements should fall within the hierarchy, based on their function*

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<sup>8</sup> Wales Spatial Plan Update 2008.

*and the services they provide to the community. Some settlements will have been reclassified following a review of the services available and the tiers of the settlement hierarchy.*

2.4 Once the broad geographical approach to the location of housing development is defined, it will inform the selection of sites for future development. The issue of economic viability and financing the delivery of development will also be central to the assessment process and where sites are able to come forward for development.

#### *Call for Candidate Sites*

2.5 At an earlier stage of plan preparation, the Authority undertook a 'Call for Candidate Sites'. The call for sites covered the period March - August 2018. This process is to help the Authority identify sites which may be suitable for development or protection within LDP2. They are not the only areas which may be considered suitable for development. Land not identified during the candidate sites process may still be suitable under the spatial options and could ultimately be allocated or protected within the deposit plan.

2.6 Prior to LDP2 being adopted, sites allocated within the current LDP (upto 2021) will continue to be considered suitable for development. However, the LDP identified land for development until 2021 only, and LDP2 is required to identify land for development upto 2033 and will re-consider sites and assess whether they remain suitable for development. Some sites may not be taken forward into the LDP2.

#### *Urban Capacity Assessment – previously developed land*

2.7 An Urban Capacity Assessment will be undertaken to identify land within towns and higher order rural settlements which are suitable for development and will form part of the evidence base for the review of the Plan. Given the rural nature of the county, the need to allocate greenfield sites within the current LDP, and the need to deliver a range and type of residential development with viable land values, it is likely that the only deliverable option for LDP2 is a scenario which allows for the delivery of brownfield and greenfield land.

The three broad Strategic Spatial Options for the Distribution of Housing for consideration within this paper are -

**Option 1: Urban Focus:** Most development takes place at the urban Hub towns/urban settlements.

**Option 2: Service Based Focus:** Development takes place based on the distribution of services within settlements, but most is still within Hub towns/urban settlements.

**Option 3: Rural Community Focus:** Development is spread across a range of settlements (dependent on the level of services), and is balanced between urban and rural settlements.

The Option identified following consultation will be used to direct larger housing allocations within the LDP.

#### *Rural Housing Strategy Options*

2.8 In addition, several policy options are fundamental to the potential for housing growth within lower levels of the Settlement Hierarchy (formerly Large Local Villages and Small Local Villages and now proposed as Local Villages) and should be considered alongside the broad Strategic Spatial Options (1,2 and 3).

The Rural Housing Strategy options for Local Villages are -

- **Option A or B for Settlement Clusters**
- **Option C or D for Infill and Rounding-off**
- **Option E or F for Market and Affordable Housing**

*Each option or element of an option may be commented on. New options or different combinations of options may also be proposed during the consultation and it is possible that the Preferred Strategy will combine elements from more than one option.*

2.9 The options should be considered within the context of the national planning framework, as set out in Planning Policy Wales and other relevant policies and legislation of Welsh Government. New areas of development must be served or capable of being served by appropriate infrastructure.

2.10 It should also be read alongside the LDP2 Issues, Vision and Objectives Paper which has been published to accompany this paper for public consultation in July 2018.

## Draft Spatial Strategy Options

### *Existing Distribution of Population*

2.11 Pembrokeshire is considered to be a predominantly rural authority. Existing population distribution is split between 54% living in the hub towns and 46% living in the area defined as rural<sup>9</sup>. This distribution reflects both historic development and the strategies of recent development plans which allocate land for development, including housing.

### *Spatial Options*

2.12 The following spatial options explore sustainable options for the distribution of housing across the County for public consultation. They are all fundamentally based on a sustainable approach to the location of housing, and vary in relation to the proportion of housing development identified as allocations split between urban and rural settlements of the Main towns, Narberth Rural Town, Service Centres and Service Villages.

*These options should be considered along with the Rural Housing Strategy Options A to H which set out options for lower levels of the Settlement Hierarchy (Local Villages)*

**Option 1: Urban Focus. Allocations within and at the edge of towns (70%) with some allocations within and at the edge of larger rural settlements (30%). See Map 1.**

2.13 This approach seeks an urban focus to housing development and 70% of new housing would be directed towards the main towns (Haverfordwest, Milford Haven and Neyland, Fishguard and Goodwick, Pembroke, Pembroke Dock). The remaining 30% would be dispersed across larger rural settlements (the Rural Town of Narberth, Service Centres and Service Villages) which individually score highly in terms of service and infrastructure provision. The focus would be on medium and small scale allocations as the draft Review Report has identified that larger strategic housing allocations are not coming forward as anticipated.

2.14 Whilst this option has the potential to re-inforce and increase the role of the hub towns, directing development to accessible locations where the majority of services are located, it would reduce the amount of housing directed to rural settlements.

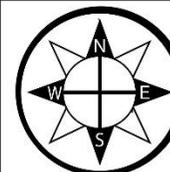
2.15 No allocations would be proposed within Local Villages. The approach to development in the locations would depend on the Options chosen in the Rural Housing Strategy Options Section.

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<sup>9</sup> Using the 2016 mid-year estimate of 101,849 population outside the National Park



# Strategic Option 1 Urban Focus Concept Plan



Strategic Spatial Option LDP 2

70% housing allocations at Hub Towns, 30% housing allocations at Narberth Rural Town, Service Centres and Service Villages

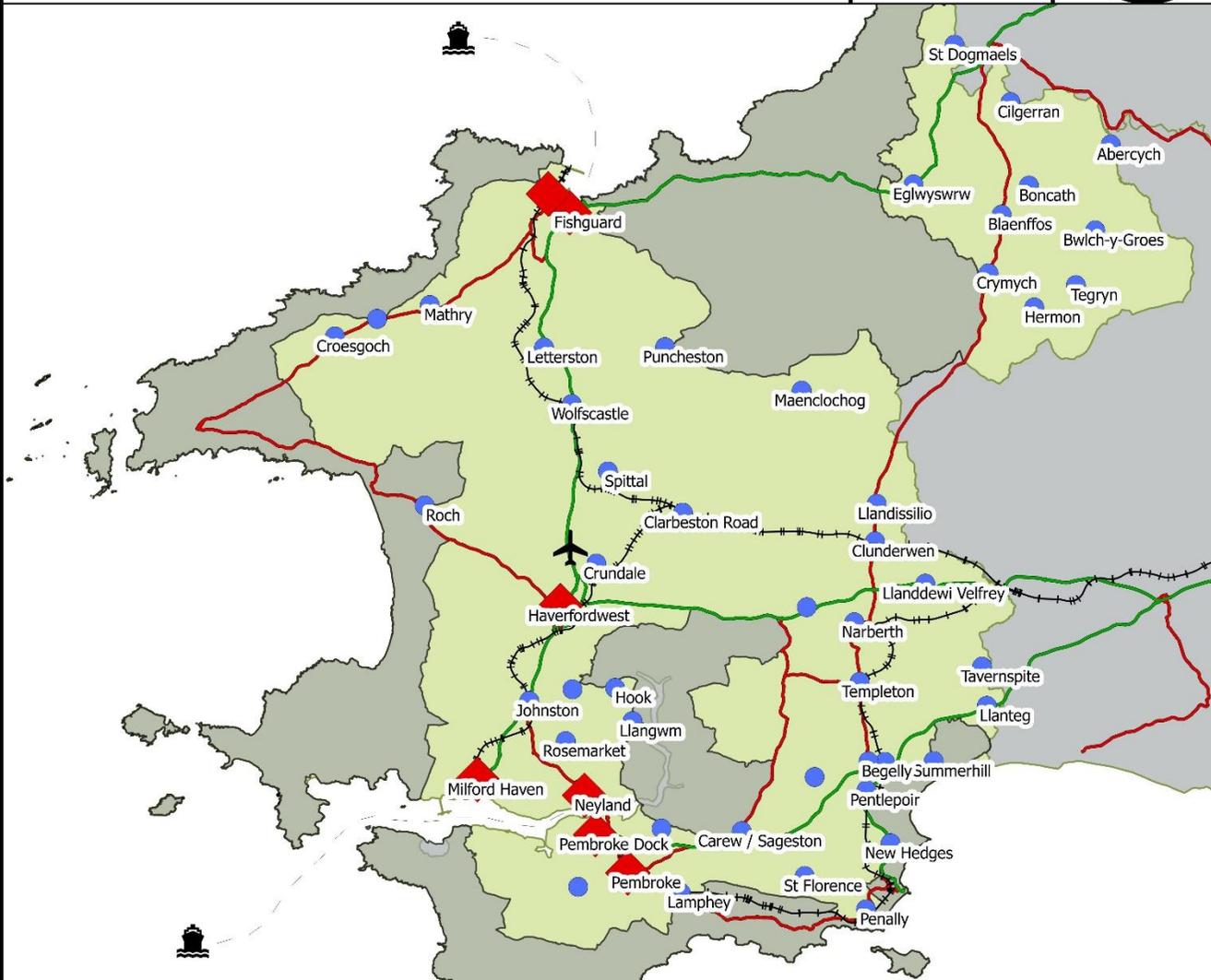
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## Strategic Spatial Option 1: Urban Focus LDP2

### Legend / Allwedd

Housing Development Dispersal

-  Hub Towns (70%)
-  Rural Settlements (30%)
-  PCC LDP2 area
-  Adjoining Local Authority Areas
-  Ferry Route
-  Haverfordwest Airport
-  Public Railway Line
-  A Road
-  Primary Road



### **Sustainability Appraisal Summary of Option 1:**

Option 1 strongly favours urban development within the Hub Towns which has the advantage of being a more efficient use of land and resources. Concentrating new development in urban areas alongside existing populations will minimise many people's need to travel but may lead to greater congestion in and around these urban areas. Pollution, noise and waste generation would intensify around urban areas, and disproportional pressures placed on communications and utility infrastructure. Waste collection will however be more economical.

An evaluation of the overall potential positive, negative, no relation and uncertain effects indicate that Option 1 would contribute well to the SA objectives and have fewer negative impacts than Option 2 or Option 3.

**Option 2: Service Based Focus. Allocations are distributed in settlements according to the current level of services provided within them – in urban / main towns (60%) and individual rural (40%) settlements with a good level of service provision. See Map 2**

2.16 This option would allocate 60% of new build housing within main towns and 40% in rural settlements (Rural Town of Narberth, Service Centres and Service Villages). A mix of housing allocation sizes is proposed, including medium or small allocations but the overall amount of housing identified is proportionate in scale to the size and level of services existing within the settlement. Rural settlements with better services would therefore receive housing allocations in accordance with their service and infrastructure provision.

2.17 The potential for 40% of housing allocations to be located at rural settlements means that it is more likely that development would be proportionate to the size and scale of settlement. This is because the majority of housing development would be allocated at main settlements – the towns of Haverfordwest, Milford Haven, Pembroke Dock, Pembroke and Neyland, and less land would be needed at rural settlements. Medium and small scale sites would be allocated since monitoring of the Local Development Plan has revealed that large strategic housing sites are not coming forward as anticipated.

2.18 This option would likely result in urban extensions to the main towns, with the potential to form part of mixed use development where appropriate. Whilst housing allocations at rural settlements is more likely to be greenfield, reflecting the lack of brownfield or previously developed land within smaller settlements, less land would be required at urban / main towns than within Option 1.

2.19 No allocations would be proposed within Local Villages. The approach to development in the locations would depend on the Options chosen in the Rural Housing Strategy Options Section.



# Strategic Option 2 Service Based Focus Concept Plan



Strategic Spatial Option LDP 2

60% housing allocations at Hub Towns, 40% housing allocations at Narberth Rural Town, Service Centres and Service Villages

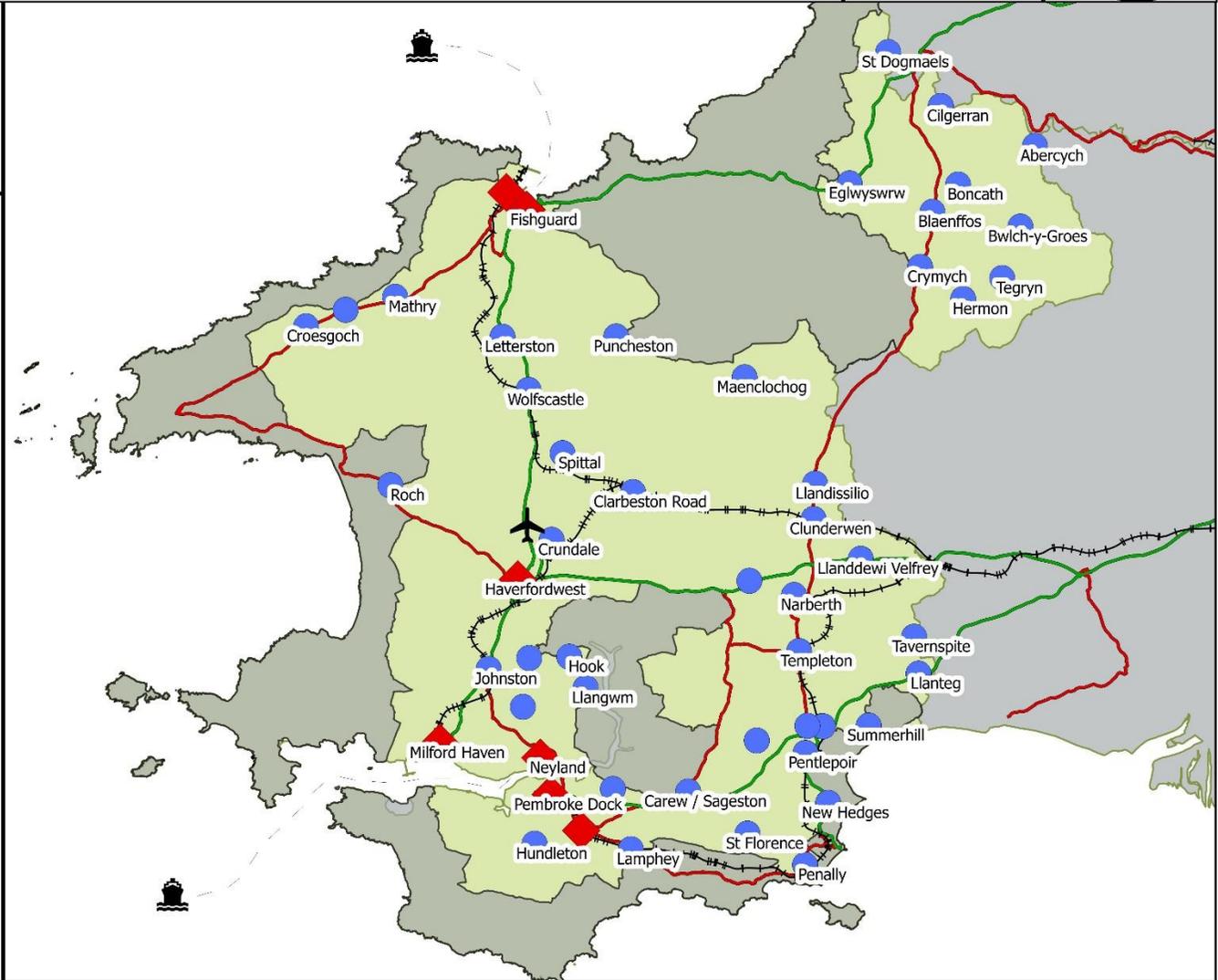
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## Strategic Spatial Option 2: Service Based Focus LDP 2

### Legend / Allwedd

Housing Development Dispersal

-  Hub Towns (60%)
-  Rural Settlements (40%)
-  PCC LDP2 area
-  Adjoining Local Authority Areas
-  Ferry Route
-  Haverfordwest Airport
-  Public Railway Line
-  A Road
-  Primary Road



### **Sustainability Appraisal Summary of Option 2:**

This Option proposes an approach that more closely reflects the existing urban-rural population split (approximately 54%-46%). This Option provides scope for area-sensitive approaches to affordable housing need, and the Welsh language which should lead to beneficial results. The majority of development would still be directed to the urban areas, though to a lesser extent than Option 1 as a greater level of development would be located at settlements with a minimum level of services and which would likely result in more journeys by car to the Hub Towns.

Overall, this option would direct less of the overall growth to the Main (Hub) towns and increase the need to travel for access to leisure, healthcare and recreational facilities. Whilst people are likely to have access to sustainable transport options, this would increase the number of journeys by car and congestion within Hub towns. It does however allow for more development in the Rural Town, Service Centres and service villages, potentially helping to support local existing services

An evaluation of the overall potential effects, positive and negative, shows that Option 2 has marginally more negative outcomes for the SA objectives.

**Option 3: Rural Community Focus. Allocations are spread across a range of settlements, including Main Towns (50%) and rural settlements (50%), with the potential to group settlements which together have a sustainable level of services. See Map 3**

2.20 This option would balance development between main towns and rural settlements, with 50% of development at Hub towns /urban settlements and 50% at rural settlements of Narberth Rural Town, Service Centres and Service Villages.

2.21 Housing allocations would be spread across a range of settlements, including Service Villages. The scale of allocation would be based on a range of considerations including the availability and deliverability of land and not necessarily proportionate to the size and scale of settlement or well related to the level of services within that settlement since overall, a higher proportion of development, would be allocated within the rural settlements.

2.22 No allocations would be proposed within Local Villages. The approach to development in the locations would depend on the Options chosen in the Rural Housing Strategy Options Section.



# Strategic Option 3 Rural Community Focus Concept Plan



Strategic Spatial Option LDP2

Housing allocations equally dispersed throughout Hub Towns, Narberth Rural Town, Service Centres and Service Villages (50%)

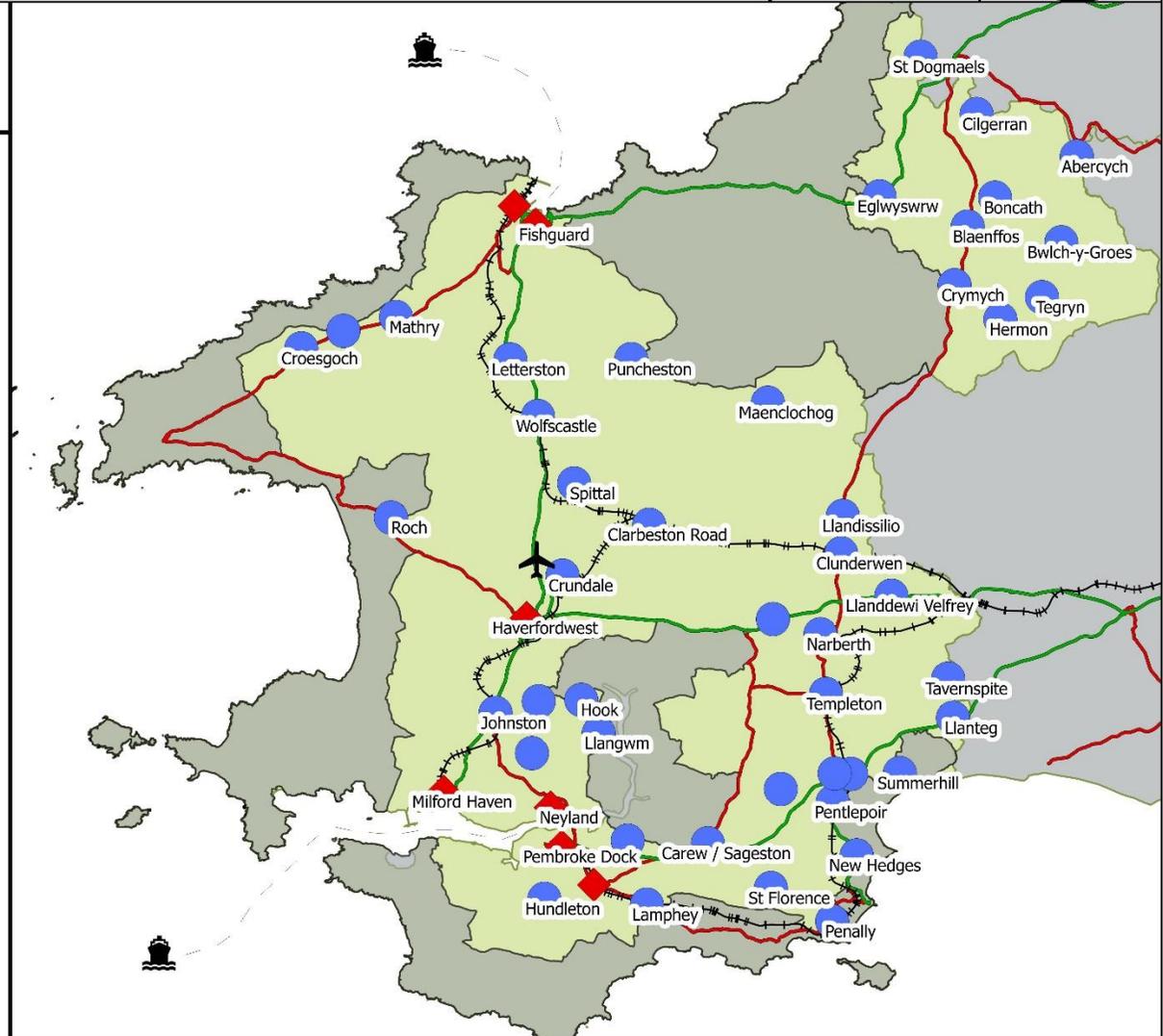
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## Strategic Spatial Option 3: Rural Community Focus LDP2

### Legend / Allwedd

#### Housing Development Dispersal

-  Hub Towns (50%)
-  Rural Settlements (50%)
-  PCC LDP2 area
-  Adjoining Local Authority Areas
-  Ferry Route
-  Haverfordwest Airport
-  Public Railway Line
-  A Road
-  Primary Road



### Sustainability Appraisal Summary of Option 3:

Option 3 proposes a balanced approach of 50% urban and 50% rural development split (to Rural Town, Service Centres and Service Villages). This is likely to result in a greater distribution of development.

Whilst development in the Rural Town, Service Centres and Service Villages would mean that a minimum level of access to service provision would be available to new residents, this option could well help to support existing services and would allow for access to local services for both rural and urban populations. This means greater support for rural communities and which would result in a relative increase in rural populations. Overall, this option would likely see increased journeys by car.

The overall qualitative evaluation indicates that Option 3 scores less well than either Option 1 or 2 in relation to positive outcomes for SA objectives, and has a greater number of negative outcomes.

### Summary of Spatial Options

	Urban Settlements	Rural Settlements				Countryside
					Settlement Hierarchy Lower Levels (Local Villages)	
Settlement Hierarchy	Hub Towns	Rural Town	Service Centres	Service Villages	(Formerly Large Local Villages Formerly Small Local Villages in LDP1)	Countryside
Spatial Option 1: Urban Focus Housing Allocations	70%	30%			See Policy Options A-H	See Policy Options A-H and note 1 below
Spatial Option 2: Service Based Focus Housing Allocations	60%	40%				
Spatial Option 3: Rural Community Focus Housing Allocations	50%	50%				

**Note 1:** The Countryside is classified as all land outside settlements identified within the Settlement Hierarchy. Annual Monitoring Reports of the Local Development Plan identify that about 7% of all housing delivery has taken place in the countryside during the Local Development Plan period to date. This includes one-planet development, agricultural workers dwellings, rural affordable housing and affordable housing exception sites, conversion of properties to residential use and live work units.

## **Consultation Questions**

- 4. Do you support one of the Proposed Spatial Options? (1,2, or 3)**
- 5. Would you like to propose a different Spatial Option?**
- 6. Do you agree with the outcome of the Sustainability Appraisal?**

## Section 3 : Rural Housing Strategy Options

### Policy Options for Housing Development at Lower Levels of the Settlement Hierarchy

Settlement Hierarchy Lower Levels are the former tiers of LARGE LOCAL VILLAGES and SMALL LOCAL VILLAGES within the LDP and **now proposed as LOCAL VILLAGES** within LDP2.

3.1 The Settlement Hierarchy has been established based on the services available within settlements and which contribute towards sustainable communities<sup>10</sup>. Each service is weighted and given a score based on its value to the community. A **Settlement Hierarchy**, based on the population of communities and service provision was established for the Local Development Plan review as part of an updated Community Facilities Report and is set out at Appendix 1 of this document.

3.2 There are several policy approaches which can influence whether housing development (including market and self-build housing), takes place at the lower levels of the Settlement Hierarchy as part of an overall spatial strategy. Settlements within the lower levels of the Settlement Hierarchy are categorised as **Local Villages** (formerly categorised as Large Local Villages and Small Local Villages in LDP1). Outside of the Settlement Hierarchy, land is considered to be countryside for the purpose of housing development and includes small groups of dwellings.

3.3 Whether and how much housing development takes place at Local Villages and the countryside will be directed by the policies of LDP2. The following options provide a range of approaches which could be implemented -

- the potential to identify settlement clusters (groups of settlements)
- the approach to settlement boundaries
- whether infill and rounding off is permitted at settlements
- the approach to market and affordable housing provision

3.4 Each set of rural housing policy options is considered below and views are sought on these options.

3.5 There are interrelationships between the policy options which would make some combinations of options incompatible as part of a broader spatial strategy. The matrix at page 28 provides an initial assessment of whether policy options are considered to be compatible.

*Comment is also sought on any of the above policy options or elements of the options within the overall spatial strategy. Additional policy options for housing development at*

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<sup>10</sup> Town and Community Councils were surveyed to obtain information on the services available within them.

*lower levels of the Settlement Hierarchy may also be suggested during this consultation. These will be taken into consideration when the Preferred Strategy is published.*

## Settlement Clusters

Clusters of Settlements can be used to establish sustainable locations where individual settlements do not have sufficient services to be considered sustainable. When the services within a group of settlements are considered together they can help to establish a sustainable location and minimise the need to travel. This would need a detailed appraisal of complementary services and accessibility between settlements.

Current Local Development Plan policy does not consider groups of settlements or clusters when looking at service provision.

**Settlement Clusters Option A:** Groups of settlements are considered as a whole to establish sustainable locations. Together, when considered as a cluster, the settlements provide a sustainable range of services, in relatively accessible locations for the local community and reduce the need to travel for services. This might be used to identify locations where different types of housing (such as market housing) are considered acceptable. A more restrictive approach to housing development would apply outside clusters.

**OR**

**No Settlement Clusters Option B:** Individual settlements are assessed to identify the range of services within them, and to establish the settlement's position within the Settlement Hierarchy.

### *Commentary*

#### *Settlement clusters*

- *Using settlement clusters to identify sustainable locations can help minimise travel and support rural communities and services*
- *More small rural settlements could see some housing development including market housing if clusters were used*
- *Smaller settlements are vulnerable to the loss of services and such services may be lost despite new housing development*
- *Small settlements could receive relatively high levels of new housing within clusters*

This commentary is intended to assist in considering the above options. It is not comprehensive.

## Settlement Boundaries

Settlement boundaries are generally used to identify the 'development boundaries' of settlements, outside of which only very limited types of development will be supported, and opportunities for housing development are very restricted.

Current Local Development Plan: All settlements within the Settlement Hierarchy have settlement boundaries.

**Settlement Boundaries Option C (All Hierarchy):** Settlement boundaries are used throughout the plan area at all settlements within the Settlement Hierarchy (areas outside settlement boundaries are considered to be countryside).

**OR**

**Settlement Boundaries Option D (market housing locations):** Settlement boundaries are only identified for settlements where market housing is allocated. Market housing is housing for sale at market prices. Allocations would be for 5 houses or more at a single site.

### *Commentary*

*Settlement boundaries -*

- *Provide certainty about where new build housing can be located.*
- *Provide a basis for decisions on other developments which should be adjacent or well related to a settlement boundary (e.g. tourism or employment uses).*
- *Help to ensure that land outside settlement boundaries can be available for affordable housing (where market housing would not be permitted).*
- *Could be used to identify and include areas considered suitable for infill/rounding off within settlement limits, alternatively planning applications can establish where infill and rounding off is supported when there is no settlement boundary.*

This commentary is intended to assist with consideration of the above option. It is not comprehensive.

## Infill and Rounding Off

Infill and rounding off is generally the sensitive infilling of gaps within small groups of houses or minor extensions to groups which complete the built area of the settlement. It should not extend the visual extent of the settlement into the countryside and should acceptably relate to existing boundaries, landscape features and settlement character.

Any infilling or rounding-off policy would therefore need to be tightly defined and acceptable under national policy.

Current Local Development Plan: Within the Local Development Plan, settlement boundaries are defined tightly and opportunities for small scale infill and rounding off are limited. No infill or rounding off is permitted in the countryside (i.e. away from settlements with Settlement Boundaries).

**Infill and Rounding off Option E:** infill and Rounding-off is only permitted at settlements with a settlement boundary, where land lies within the settlement boundary.

**OR**

**Infill and Rounding off Option F:** Infill and Rounding-off is only permitted at settlements where there is no settlement boundary.

### *Commentary*

*Having an infill and rounding off approach with no settlement boundary can:*

- *Allow more development to take place – cumulatively this could see high numbers of properties built in rural areas*
- *Increase uncertainty over which locations are acceptable or unacceptable for development*
- *Impact negatively on small sites available for affordable housing in a context where market housing is permitted in a settlement (as no area is clearly identified as an exception site)*

The use of settlement boundaries within the Settlement Hierarchy would influence the application of these Options (E and F).

This commentary is intended to assist in considering the above options. It is not comprehensive.

## Market and Affordable Housing

Affordable housing is housing which is available to people in housing need for sale or rent at below market prices, and which remains affordable in perpetuity for subsequent occupants. Market housing is for sale on the open market.

Current Local Development Plan Policy. Market housing is allocated at Main Towns and Narberth Rural Town, Service Centres and Service Villages. Affordable housing can be located within a market housing site, or at Large or Small Local Villages within the hierarchy, or at exception sites permitted adjacent to settlement boundaries where there are services to support the development.

**Sustainable Market Housing Option G:** Market housing can be permitted at settlements across the plan area and at all levels of the Settlement Hierarchy. Opportunities may be limited by settlement size and sustainability of services and infrastructure, and any approach to settlement clusters. High levels of commuted sums towards affordable housing could be sought in areas considered less sustainable. Settlements within the lowest levels of the Settlement Hierarchy (Local Villages) could receive some small scale market housing (sites of less than 5 units).

**OR**

**Affordable Housing only Option H:** Settlements identified as having minimal or no service provision at the lowest levels of the Settlement Hierarchy (Local Villages) would be locations where only affordable housing is permitted. No market housing would be permitted at these settlements.

### *Commentary*

*Ensuring that only affordable housing is developed at lower order settlements (Local Villages)*

- *help to meet affordable housing needs and sustain communities – Pembrokeshire has a significant identified need for Affordable Housing (see Local Housing Market Assessment paper).*
- *mean that more market housing is allocated at settlements higher within the Settlement Hierarchy – these are generally locations with more services.*
- *locate affordable housing to places where there is little access to services and which are considered unsustainable*
- *help to direct larger development to settlements where infrastructure capacity is available or the development can support investment*

This commentary is intended to assist in considering the above options. It is not comprehensive.

## Consultation Questions

**7. Do you support any of the Rural Housing Strategy Options?**

**8. Would you like to see any other housing options considered?**

Rural Housing Strategy Policy Options	Option D Settlement boundaries at all settlements within the Settlement Hierarchy	Option C settlement boundaries only at settlements with market housing allocations	Option F Infill and rounding off at settlements with settlement boundaries	Option E Infill and rounding off only at settlements with no settlement boundary	Option G Market housing at settlements within the Settlement Hierarchy with scale determined by sustainability, infrastructure etc.	Option H Affordable housing only is permitted at Lower Hierarchy settlements (no infill or rounding off)	Option A Clusters of settlements are used to identify sustainable locations	Option B The services within individual settlements are used to establish its position within the Settlement Hierarchy
Option C Settlement boundaries at all settlements within the Settlement Hierarchy								
Option D settlement boundaries only at settlements with market housing allocations	<b>x</b>							
Option E Infill and rounding off only at settlements with settlement boundaries	√	√						
Option F Infill and rounding off only at settlements with no settlement boundary	<b>x</b>	√	<b>x</b>					
Option G Market housing at settlements within the Settlement Hierarchy with scale determined by sustainability, infrastructure etc.	√	√	√	√				
Option H Affordable housing only is permitted at Lower Hierarchy settlements (no infill or rounding off)	√	√	<b>x</b>	√	√			
Option A Clusters of settlements are used to identify sustainable locations	√	√	√	√	√	√		
Option B The services within individual settlements are used to establish its position within the Settlement Hierarchy	√	√	√	√	√	√	<b>x</b>	

## Appendix 1 LDP2 Hierarchy of Settlements

The Rural Services and Facilities Survey has been updated following the facilities survey of 2017 and has resulted in amendments to the LDP hierarchy

Settlement Hierarchy	Settlement		
<b>1. Hub Towns (Main Service Centres) : Urban</b>			
Haverfordwest	Milford Haven & Neyland	Pembroke	Pembroke Dock
Fishguard & Goodwick			
<b>2. Rural Settlements : Rural</b>			
<b>2a Rural Town</b>			
Narberth			
<b>2b Service Centres</b>			
Crymych	Johnston	Kilgetty / Kingsmoor	Letterston
Llangwm			
<b>2c Service Villages</b>			
Abercych	Begelly	Blaenffos	Boncath
Bwlch-y-Groes	Carew/ Sageston	Cilgerran	Clarbeston Road
Clunderwen	Cosheston	Croesgoch	Crundale
Eglwysrwr	Freystrop	Hermon	Hook
Hundleton	Jeffreyston	Lamphey	Llanddewi Velfrey
Llandissilio	Llanteg	Maenclochog	Mathry
New Hedges	Penally	Pentlepoir	Puncheston
Robeston Wathen	Roch	Rosemarket	Spittal
Square and Compass	St Dogmaels	St. Florence	Summerhill
Tavernspite	Tegryn	Templeton	Wolfscastle

<b>2d Local Villages</b>			
Ambleston	Bethesda	Bridell	Broadmoor
Burton	Burton Ferry	Camrose	Castlemorris
Cold Blow	Cresselly	Deerland	East Williamston
Glandwr	Gumfreston	Hayscastle Cross	Hill Mountain
Houghton	Keeston	Lampeter Velfrey	Little Honeyborough
Little Newcastle	Llandeloy	Llanfyrnach	Llangolman
Llanstadwell	Llanteglos	Llanychaer	Llawhaden
Llys-y-Fran	Lower Freystrop	Ludchurch	Maddox Moor
Maidenwells	Martletwy	Mascle Bridge	Milton
New Inn	Newchapel	Pelcomb Cross	Pen-y-Bryn
Pen-y-Cwm	Pleasant Valley	Pont-yr-Hafod	Portfield Gate
Postgwyn	Poyston Cross	Princes Gate	Redberth
Reynalton	Rhoscrowther	Rhos-Hill	Sardis
Scleddau	Simpson Cross	St Nicholas	St Twynnells
Stepaside	Thornton	Tiers Cross	Trecwn
Treffgarne	Treffynon	Trefgarn Owen	Tufton
Uzmaston	Waterston	Welsh Hook	Wiston
Wolfsdale	Woodstock		

## Appendix 2 Legislative and Policy Framework

'People, Places, Futures' The Wales Spatial Plan 2008, update

Well Being of Future Generations in Wales Act (2015)

Planning Policy Wales (Edition 9)

Technical Advice Notes Wales

Swansea Bay City Region Economic Development Strategy

The Pembrokeshire Well-being Plan (February 2018)

The Pembrokeshire Corporate Plan 2017

Well-being of future Generations (Wales) Act 2015

Historic Environment (Wales) Act 2016

The Environment (Wales) Act 2016

The Planning (Wales) Act 2015

Active Travel (Wales) Act 2013

Housing (Wales) Act 2014