

Defining Settlement Clusters Report
Update December 2020

Supplementary Paper to the Strategic Housing Options

Contents

1. Introduction	3
2. Planning Policy National Context	3
3. Pembrokeshire Context	4
Rural Settlement Clusters	4
Smaller Settlement Function and Development Opportunities	4
Constraints and Characteristics	5
4. Defining Settlement Clusters	5
a. Service Provision	6
b. Sustainable travel links	6
5. Cluster Criteria	7
Cluster Settlements	8
Appendix 1	9
Identifying Clusters Methodology	9
Cluster Settlement Maps	9

1. Introduction

1.1 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' consultation draft July 2018, and set out in the Preferred Strategy Draft for Consultation, December 2018. It has been updated to take account of changes to the Settlement Hierarchy following an update of settlement facilities and weighting attached to specific services in April 2019, and again in December 2020.

1.2 The purpose of this supplementary paper is to set out the approach to settlement clusters at the lower end of the settlement hierarchy. Settlements at the lower end of the settlement hierarchy are called Local Villages (formerly Small Local Villages and Large Local Villages within the Local Development Plan1 hierarchy). A draft of this Clusters Paper was consulted on during Summer 2018. No comments were received however the concept of Cluster Settlements has been supported through consultation on Strategic Housing Options.

1.3 This paper is not intended to set out locations where development can take place, but to identify a clear methodology for Cluster Settlements, and taking account of the settlement hierarchy established as part of the LDP2 Review and published within the Rural Facilities Background Paper December 2020 .

2. Planning Policy National Context

Sustainable Development and Settlement Clusters

2.1 The planning system has a central role to play in achieving sustainable development in Wales. Planning Policy Wales , Edition 10 provides a definition of sustainable development

What is Sustainable Development?

"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.

2.2 Planning Policy Wales Edition 10 (paragraphs 3.35-3.36) also state

‘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. Development in these areas should embrace the national sustainable placemaking outcomes and, where possible, offer good active travel connections to the centres of settlements to reduce the need to travel by car for local journeys.

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

3. Pembrokeshire Context

3.1 The population density of Pembrokeshire² 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 generally lack a range of services to meet these needs. When considered as a cluster however, along with nearby higher order settlements, together they can help to provide a range of services for the local community.

Rural Settlement Clusters

3.2 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.

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

Smaller Settlement Function and Development Opportunities

3.4 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, updated April 2019

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>

and December 2020 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 11 points and a minimum population of 100 persons are considered to be at least Service Villages within the hierarchy.

3.5 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 10 or below). There is however the potential to consider clusters of settlements which would, when settlements are considered together, have a functional link with a higher order centre and achieve a sustainable level of services. Higher order centres within or close to Pembrokeshire County Council area were considered.

3.6 Following the review of service levels³ and of eligible services it was felt that mobile services such as post office and library provision were an increasingly important element of the staying local: creating neighbourhoods agenda. These facilities were subsequently taken into account when considering the services available to a locality.

3.7 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. Settlement Boundaries at Cluster Local Villages will however allow for limited windfall development, of up to 5 dwellings.

Constraints and Characteristics

3.8 Constraints and characteristics are however a key consideration in defining settlement boundaries at Cluster Local Villages. This included landscape impact, impact on the character of the settlement, physical constraints and the potential to unbalance the settlement. This was considered particularly at cross boundary settlements where the predominant built area of the settlement was outside the area of Pembrokeshire County Council.

4. Defining Settlement Clusters

4.1 The following section sets out the broad issues against which settlements are considered for inclusion within a cluster.

³ See Rural Facilities Report December 2020

a. Service Provision

4.2 The level of services available within each settlement is established via the Rural Facilities paper 2017, updated April 2019 and December 2020. Individual settlements, with a service level affording them a score of 11 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 where there is a functional travel link.

b. Sustainable travel links

4.3 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.

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

4.5 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 10

3.35 'For most rural areas the opportunities for reducing car use and increasing walking, cycling and use of public transport are more limited than in urban areas. In rural areas most new development should be located in settlements which have relatively good accessibility by non-car modes when compared to the rural area as a whole. Development in these areas should embrace the national sustainable place-making outcomes and, where possible, offer good active travel connections to the centres of settlements to reduce the need to travel by car for local journeys.'

3.36 Local service centres, or clusters of smaller settlements where a sustainable functional linkage can be demonstrated, should be designated by local authorities as the preferred locations for most new development including housing and employment provision. The approach should be supported by the service delivery plans of local service providers'.

5.Cluster Criteria

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

1. Identified as a Local Village within the Rural Facilities paper 2017, updated 2019 and December 2020 but with too few services to be considered a Service Centre or Service Village (scores less than 11 and does not have a required population base of 100 people: see also item 4 below); and
2. Has a functional link with a higher order centre⁴ (Service Village or above) via a bus route⁵ into or adjacent to the settlement⁶; or
3. Has an active travel route option, either a dedicated walking or cycle route to a higher order settlement, 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 Local Village has a weighted score of 5 or more for the facilities available; Whilst the Rural Facilities Report, December 2020 has allowed a smaller number of points (3) and a minimum population to enable classification as a Local Village the differentiation is retained to ensure that only Local Villages with a better level of service are considered as Cluster Local Villages.

⁴ Higher order centres within the Pembrokeshire Coast National Park were also considered including Tenby Service and Tourism Centre, Newport Saundersfoot, St Davids and Crymych Local Centres.

The following centres within Ceredigion and Carmarthenshire were also considered but are not included within isochrones due to lack of active travel connection or distance to Local Villages with a minimum score of 5 in Pembrokeshire.

⁵ Bus route services in Pembrokeshire continue to operate a hail and ride service provided it is safe to stop.

⁶ Adjacent to the settlement means adjacent to the settlement boundary.

Cluster Settlements

5.2 Using the above criteria the following are identified as Cluster Settlements.

The Cluster Settlement assessment is provided at Appendix 1.

Cluster Local Villages

Barnlake	Broadmoor <u>now classified as a Service Village</u>	Burton
Burton Ferry	Camrose	Castlemorris
Cresselly	Deerland	<u>East Williamston</u>
Little Newcastle	<u>Llanrhian</u>	Lower Freystrop
Maddox Moor	Maidenwells	Mascle Bridge
Milton <u>now classified as a Service Village</u>	<u>Pelcomb Cross</u>	Pen-y-Bryn
Pleasant Valley	Postgwyn	<u>Redberth</u>
Sardis	<u>Slade Cross</u>	<u>Slade Villas</u>
Thornton	Waterston	<u>Wiseman's Bridge</u>

Appendix 1

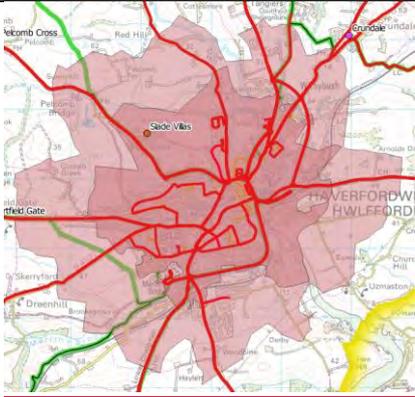
Identifying Clusters Methodology

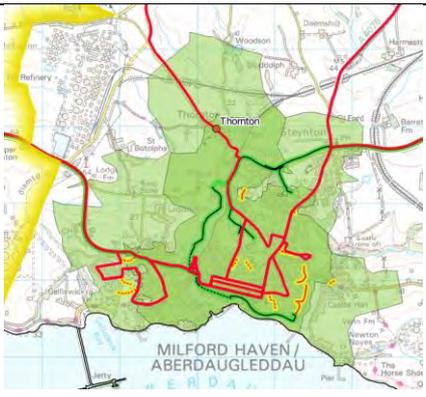
Isochrones are mapped to show real distances along roads from the ‘centroid’ of a Hub Town, Rural Town, Service Centre or Service Village. Active travel routes and public transport routes are overlaid to establish a functional link with Local Villages within the maximum 2km or 3km distance. The weighted score of facilities in Local Villages is considered.

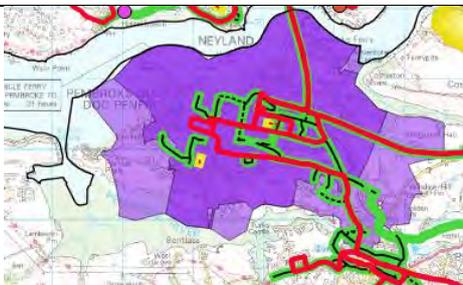
- PCNP boundary
- Key to Settlements in the Hierarchy**
- Urban Settlements
- Rural Town
- Service Centre
- Service Village
- Local Village

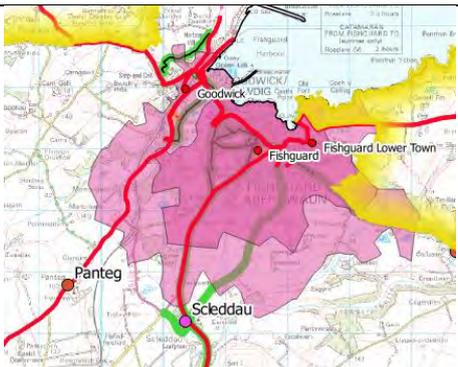
Cluster Settlement Maps

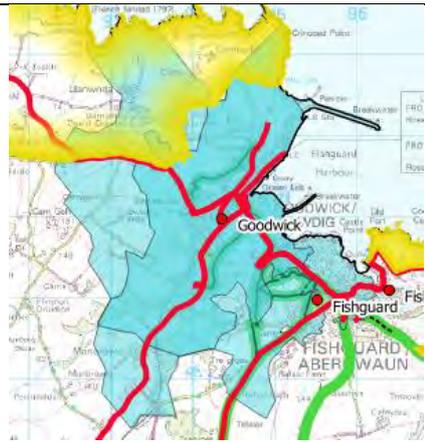
Urban Settlements – Main towns

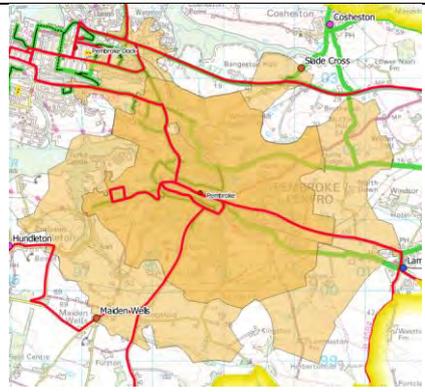
Cluster Main Settlement: Haverfordwest				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Uzmaston	5	None	Not a cluster settlement
Local Village	Slade Villas	9	Bus route	Cluster Local Village

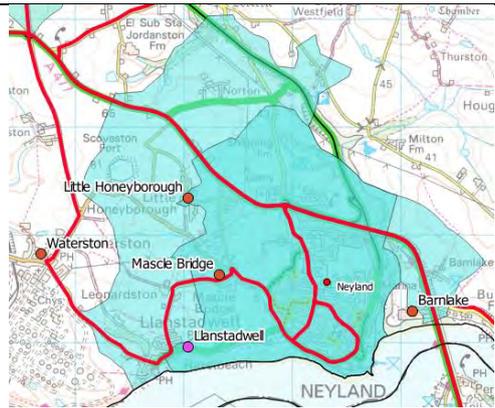
Cluster Main Settlement: Milford Haven				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Thornton	7	Bus route	Cluster Local Village

Cluster Main Settlement: Pembroke Dock				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No cluster settlement

Cluster Main Settlement: Fishguard				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No cluster settlement

Cluster Main Settlement: Goodwick				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No cluster settlement

Cluster Main Settlement: Pembroke				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Maiden Wells	7	Bus route	Cluster Local Village
Local Village	Slade Cross	5	Active travel route	Cluster Local Village

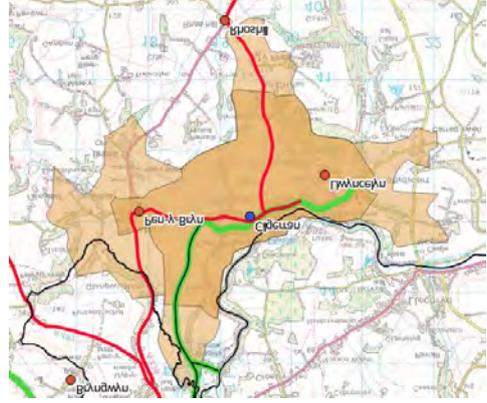
Cluster Main Settlement: Neyland				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Little Honeyborough	11	none	Not a cluster settlement
	Masclé Bridge	9	Bus route	Cluster Local Village
	Barnlake	5	Bus & active travel route	Cluster Local Village

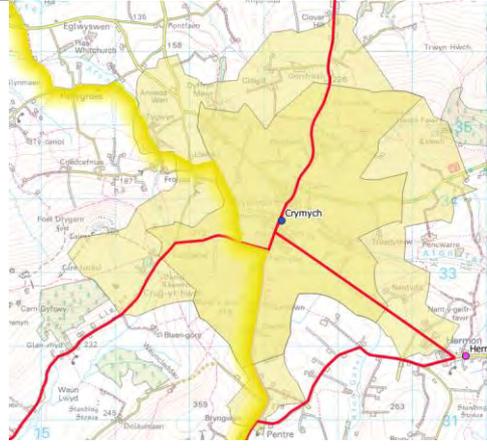
Rural Settlements -

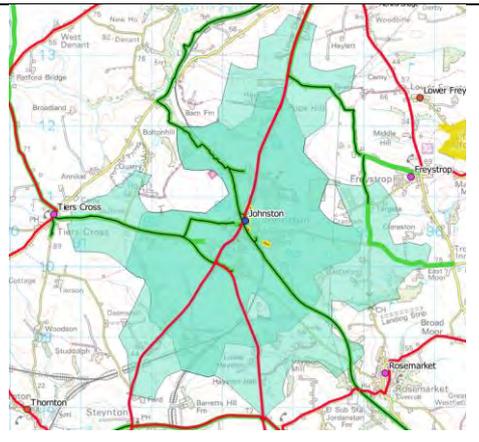
Rural town

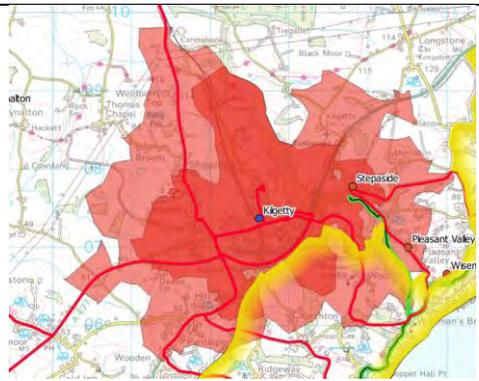
Cluster Main Settlement: Narberth				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	none			No cluster settlement

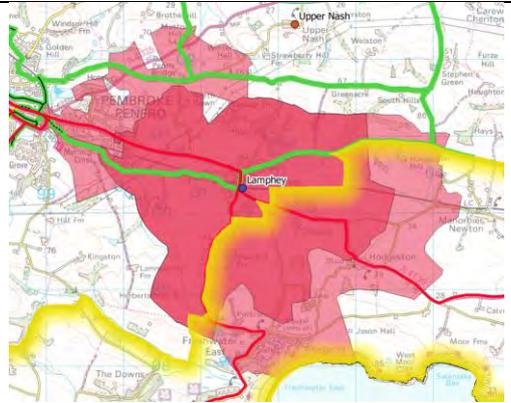
Service Centres

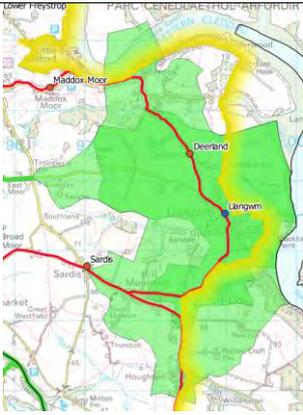
Cluster Main Settlement: Cilgerran				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Pen-y-Bryn	8	Bus route	Cluster Local Village
	LLwyncelyn	5	Active travel not adjacent	Not a cluster settlement

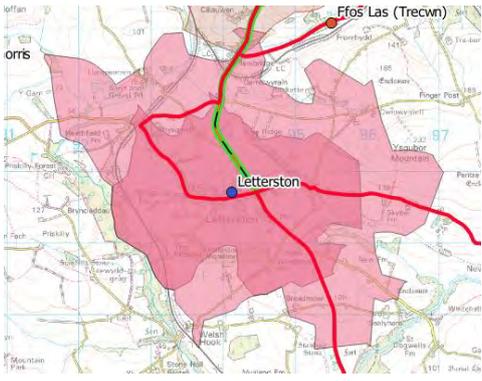
Cluster Main Settlement: Crymych				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No cluster settlement

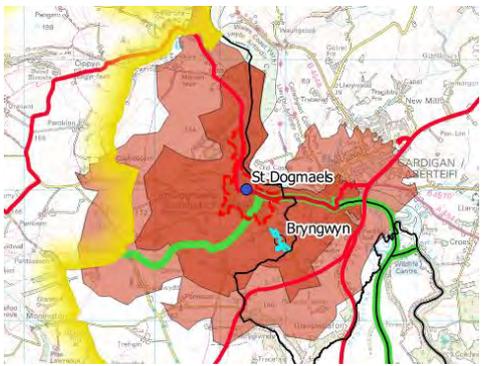
Cluster Main Settlement: Johnston				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No cluster settlement

Cluster Main Settlement: Kilgetty				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Stepaside	4	Bus Route	Not a cluster settlement
	Pleasant Valley	5	Bus route	Cluster Local Village

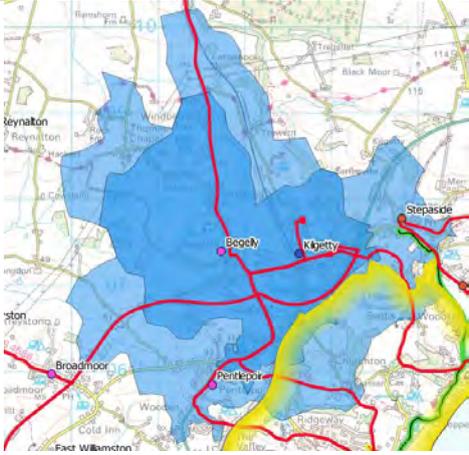
Cluster Main Settlement: Lamphey				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No cluster settlement

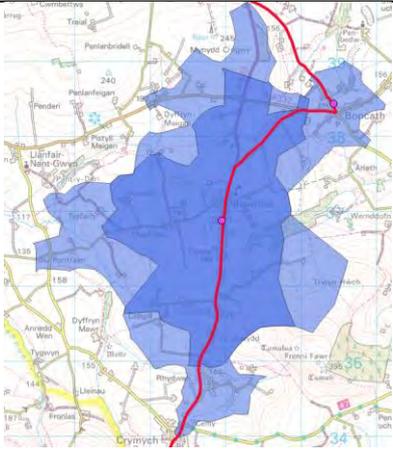
Cluster Main Settlement: Llangwm				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Deerland	5	Bus route	Cluster Local Village
	Sardis	9	Bus Route	Cluster Local Village

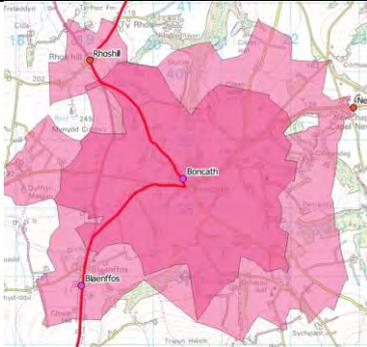
Cluster Main Settlement: Letterston				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No Cluster Settlement

Cluster Main Settlement: St Dogmaels				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Bryngwyn/ Briswcm	4	none	Not a cluster settlement

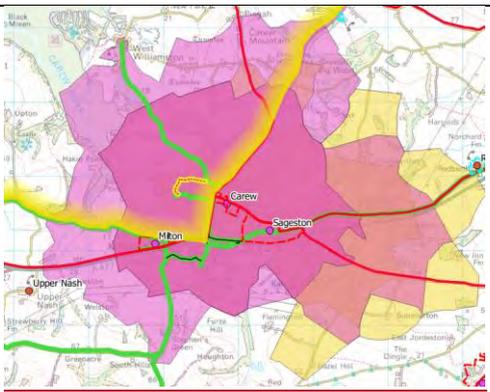
Service Villages

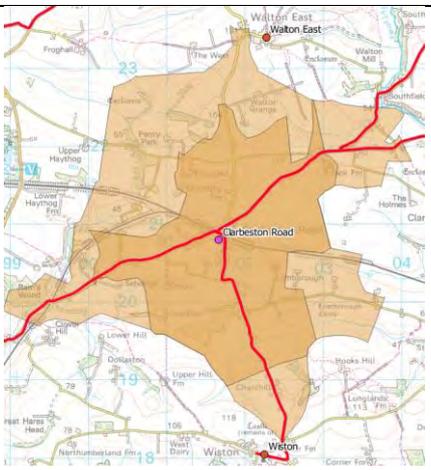
Cluster Main Settlement: Begelly				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Stepaside	4	Bus route	Not a cluster settlement

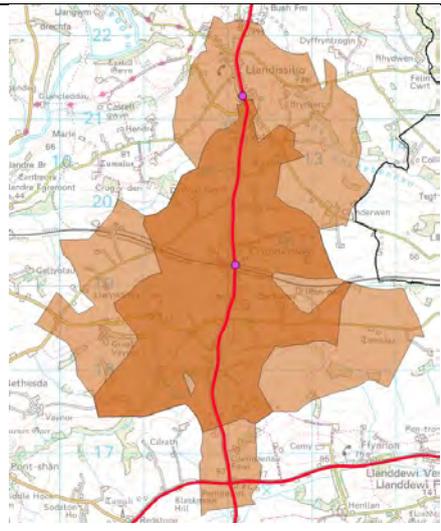
Cluster Main Settlement: Blaenffos				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No Cluster Settlement

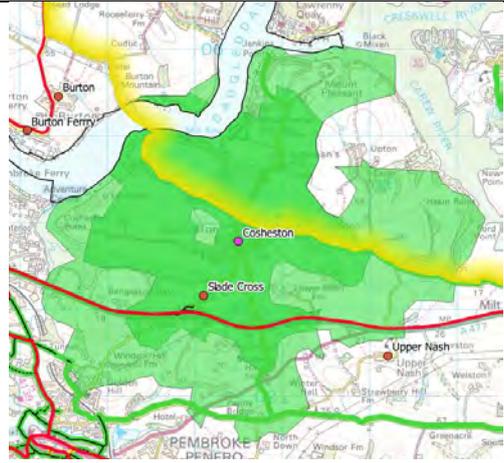
Cluster Main Settlement: Boncath				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Newchapel	9	None	Not a cluster village
	Rhos-hill	4	Bus route	Not a cluster village

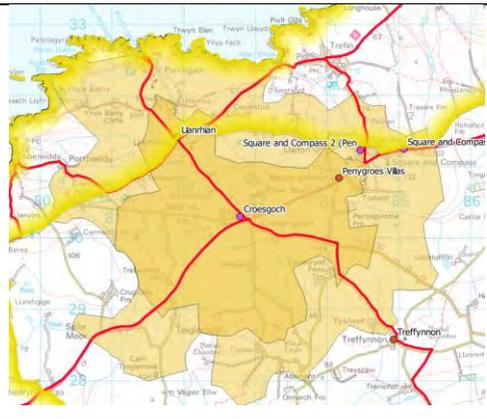
Cluster Main Settlement Broadmoor				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Redberth	7	Bus route and active travel	Cluster Local Village
	East Williamston	10	Active travel	Cluster Local Village

Cluster Main Settlement: Carew / Sageston				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Villages	Redberth	7	Bus route and Active travel	Cluster Local Village

Cluster Main Settlement: Clarbeston Road				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No cluster settlement

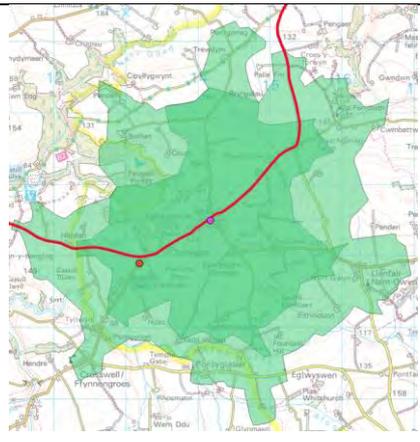
Cluster Main Settlement: Clunderwen				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No cluster settlement

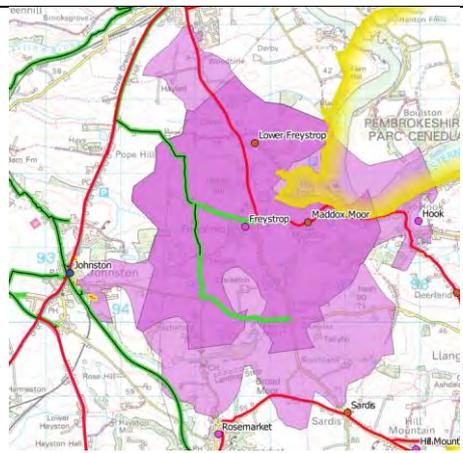
Cluster Main Settlement: Cosheston				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Slade Cross	5	Bus route	Local Cluster Village

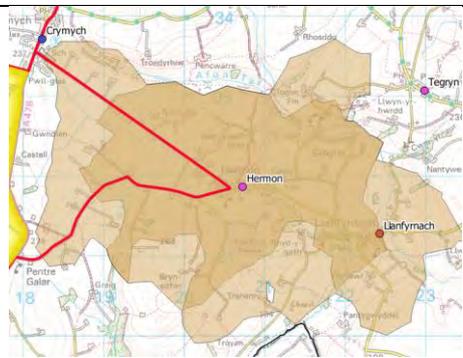
Cluster Main Settlement: Croesgoch				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Llanrhian ⁷	7	Bus route	Local Cluster Village
	Penygroes Villas	4	none	Not a Cluster Settlement

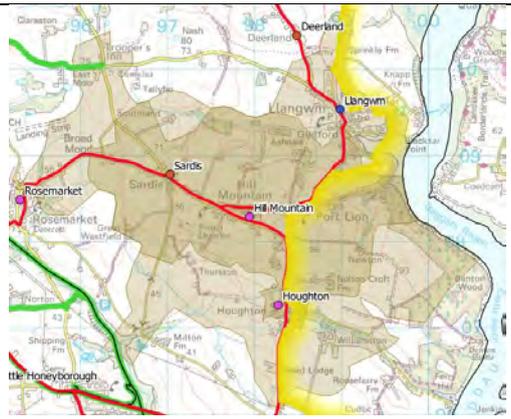
Cluster Main Settlement: Crundale				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Poyston Cross	4	Bus route	Not a Cluster settlement
	Leachpool	4	Bus route	Not a cluster settlement

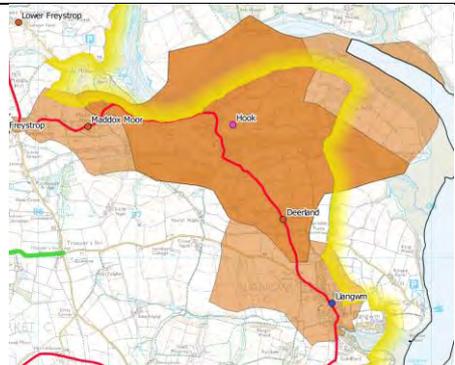
⁷ Cross boundary settlement

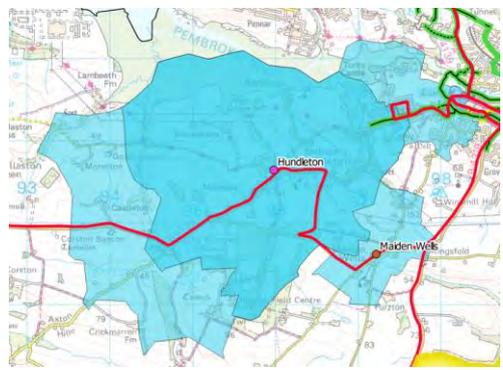
Cluster Main Settlement: Eglwysrwr				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Postgwyn	8	Bus route	Cluster Local Village

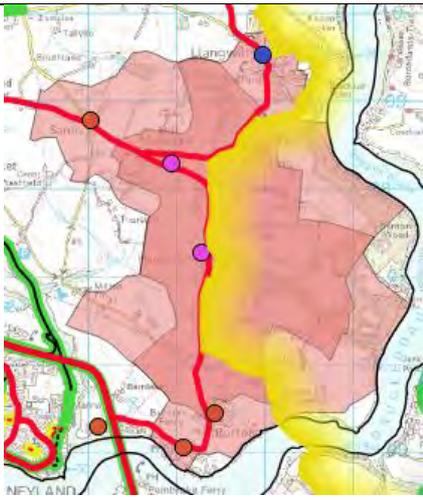
Cluster Main Settlement: Freystrop				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Lower Freystrop	6	Adj Bus Route	Cluster Local Village
	Maddox Moor	5	Bus Route	Cluster Local Village

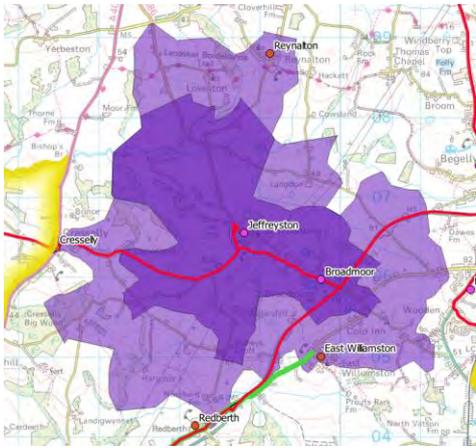
Cluster Main Settlement: Hermon				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Llanfyrnach	3	None	Not a cluster settlement

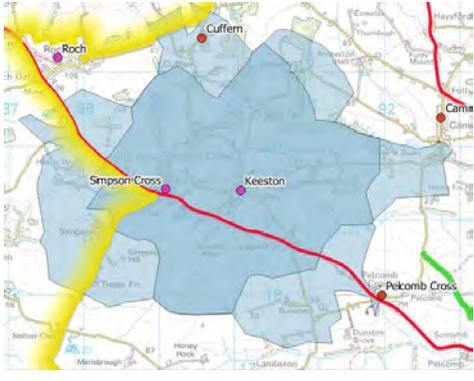
Cluster Main Settlement: Hill Mountain				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Sardis	9	Bus route	Cluster Local Village

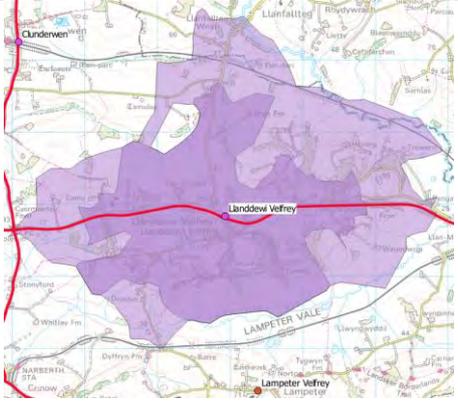
Cluster Main Settlement: Hook				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Maddox Moor	5	Bus route	Cluster Local Village
	Deerland	5	Bus Route	Cluster Local Village

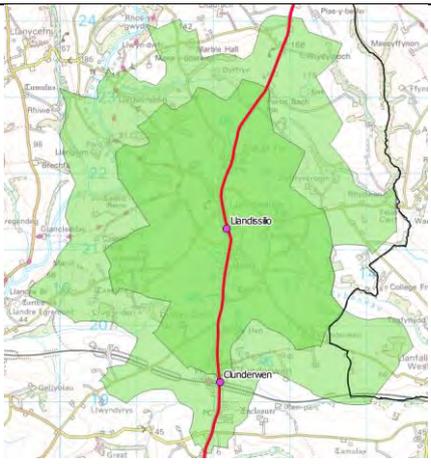
Cluster Main Settlement: Hundleton				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Maiden Wells	7	Bus route	Cluster Local Village

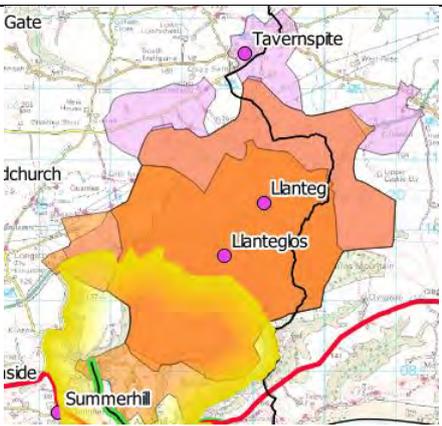
Cluster Main Settlement: Houghton				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Sardis	9	Bus route	Cluster Local Village
	Burton	8	Bus route	Cluster Local Village
	Burton Ferry	10	Bus route	Cluster Local Village

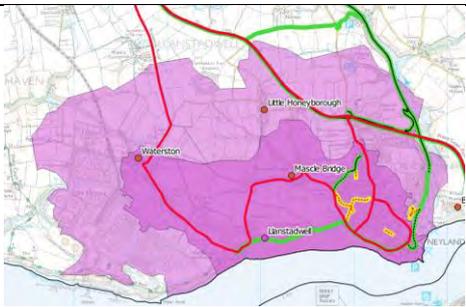
Cluster Main Settlement: Jeffreyton				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Cresselly	10	Bus route	Cluster Local Village
	Reynalton	7	None	Not a cluster settlement
	East Williamston	10	Active travel link	Cluster Local Village

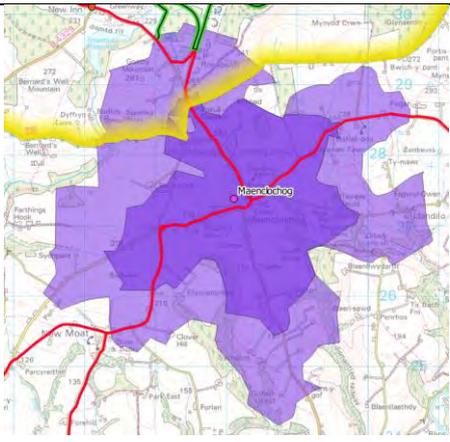
Cluster Main Settlement: Keeston							
		Weighted facilities score	Functional link – bus route or active travel required	Outcome			
Local Village	Cuffern				2	none	Not a cluster settlement
	Pelcomb Cross				12	bus route	Cluster Local Village
	Camrose				6	Adj bus route	Cluster Local Village

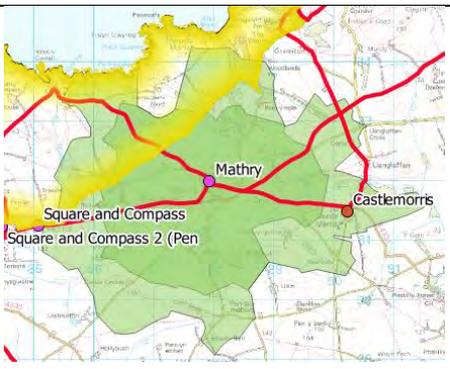
Cluster Main Settlement: Llanddewi Velfrey				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			

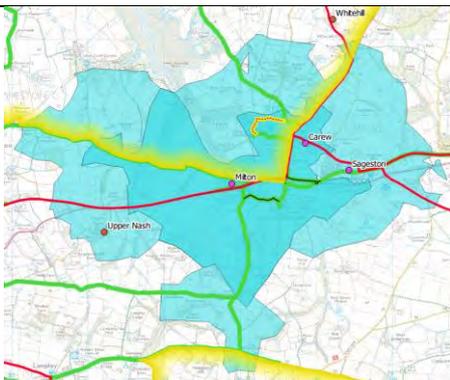
Cluster Main Settlement: Llandissilio				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No Cluster settlement

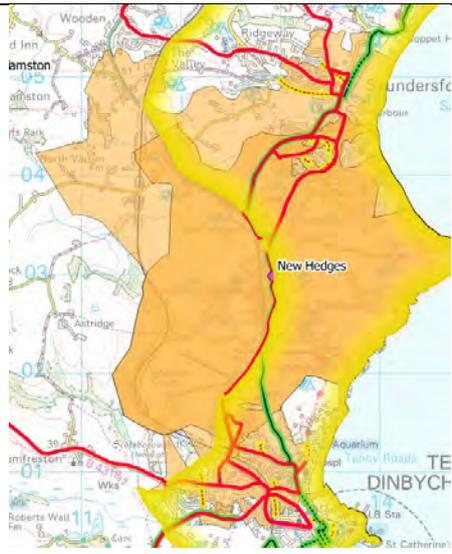
Cluster Main Settlement: Llanteg / Llanteglos				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No Cluster settlement

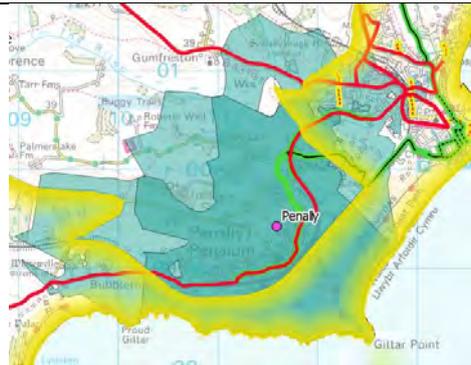
Cluster Main Settlement: Llanstadwell				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Little Honeyborough	11	None	Not a cluster settlement
	Maske Bridge	9	Bus Route	Cluster Local Village
	Waterston	8	Bus route	Cluster Local Village

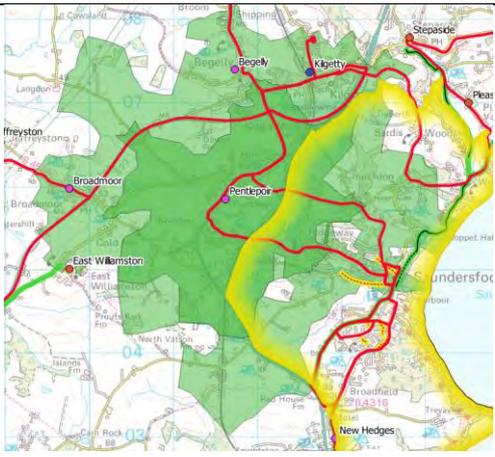
Cluster Main Settlement: Maenclochog				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			

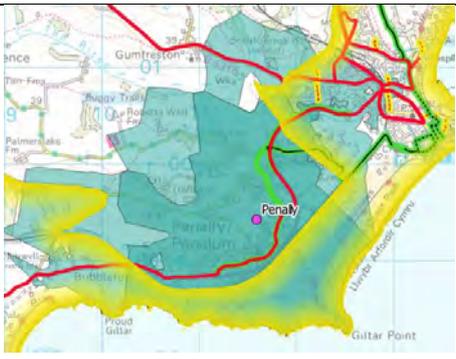
Cluster Main Settlement: Mathry				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Castlemorris	7	Bus route	Cluster Local Village

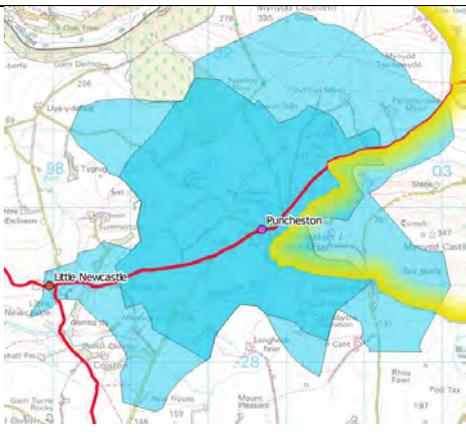
Cluster Main Settlement: Milton				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Upper Nash	4	None	Not a Cluster Village

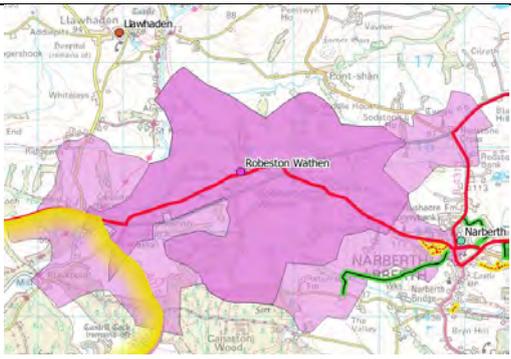
Cluster Main Settlement: New Hedges				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No cluster Settlement

Cluster Main Settlement: Penally				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No Cluster Settlement

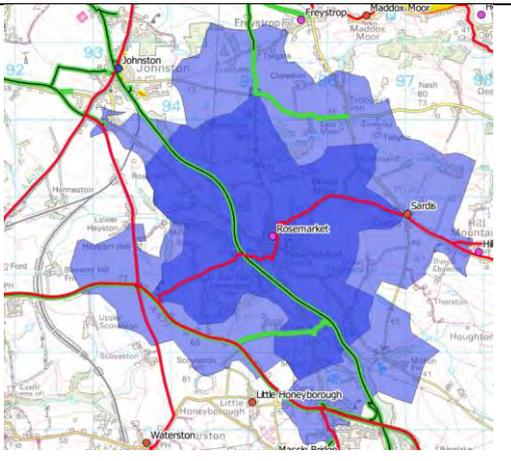
Cluster Main Settlement: Pentlepoir				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	East Williamston	10	Active travel route	Cluster Local Village

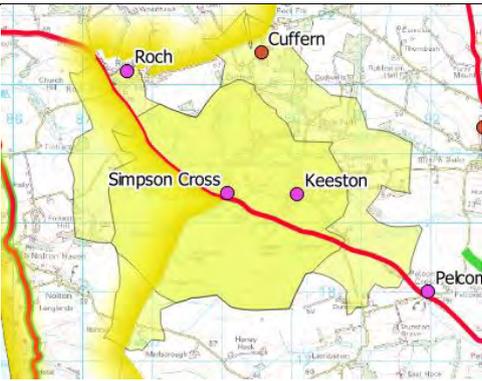
Cluster Main Settlement: Penally				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No Cluster Settlement

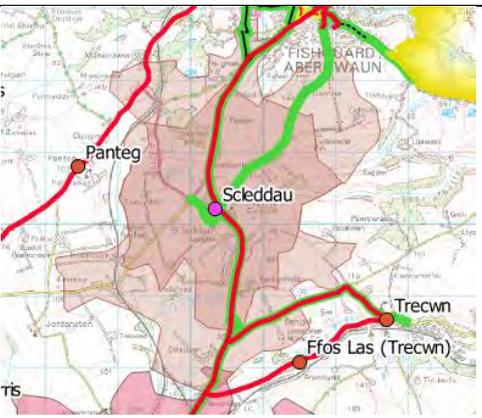
Cluster Main Settlement: Puncheston				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Little Newcastle	9	Bus route	Cluster Local Village

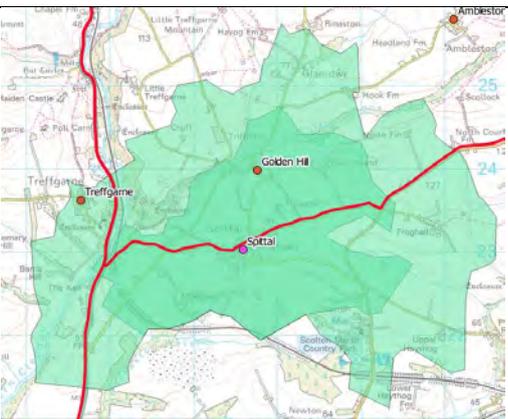
Cluster Main Settlement: Robeston Wathen				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No Cluster Settlement

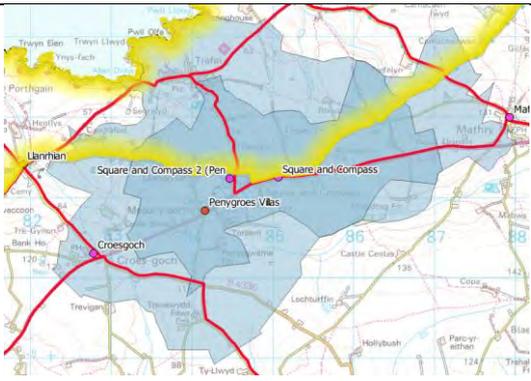
Cluster Main Settlement: Roch				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Cuffern	2	none	Not a Cluster Settlement

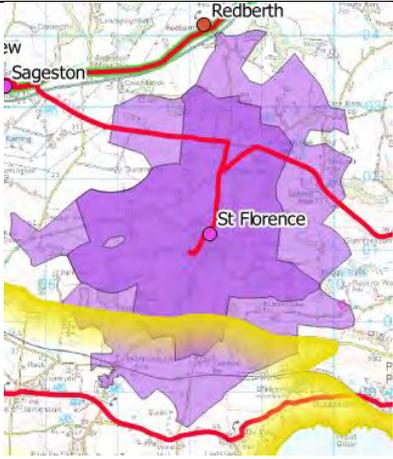
Cluster Main Settlement: Rosemarket				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Sardis	9	Bus Route	Cluster Local Village

Cluster Main Settlement: Simpson Cross				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Cuffern	2	none	Not a cluster settlement

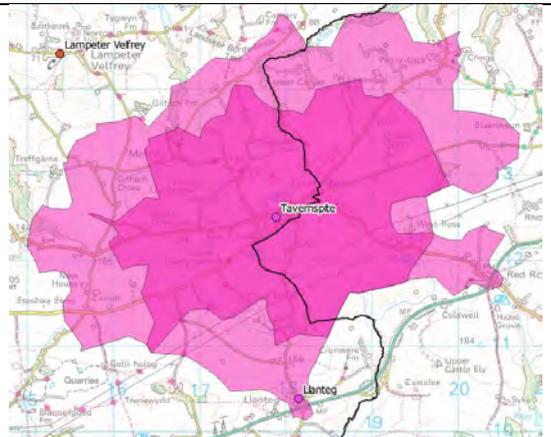
Cluster Main Settlement: Sleddu				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No cluster settlement

Cluster Main Settlement: Spittal				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Treffgarne	6	None – not adjacent	Not a cluster settlement
	Golden Hill	5	None	Not a Cluster Settlement

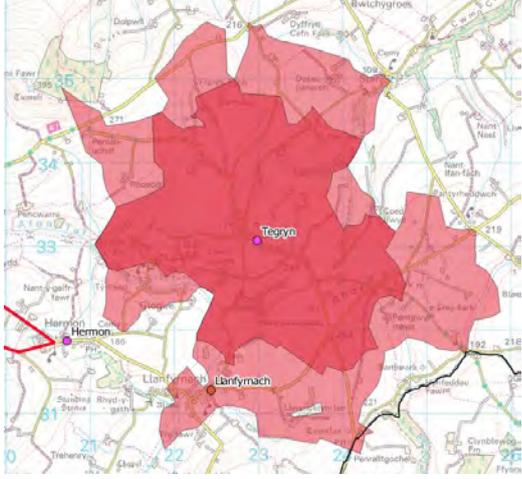
Cluster Main Settlement: Square and Compass				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Penygroes Villas	4	none	Not a Cluster Settlement

Cluster Main Settlement: St Florence				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	none			No cluster settlement

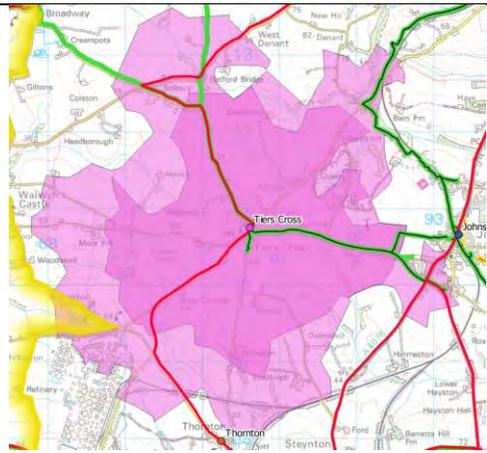
Cluster Main Settlement: Summerhill				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Stepaside	4	Bus route	Not a Cluster Settlement
	Pleasant Valley	5	Bus route	Cluster Local Village
	Wiseman's Bridge ⁸	6	Active travel and bus route	Cluster Local Village

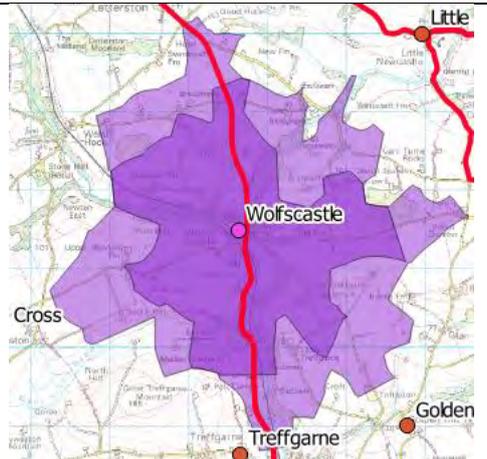
Cluster Main Settlement: Tavernspite				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No cluster settlement

⁸ Cross boundary settlement

Cluster Main Settlement: Tegryn				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Llanfrynach	3	none	No cluster settlement

Cluster Main Settlement: Templeton				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	Cold Blow	3	Bus Route	Not a Cluster Settlement
	Princes Gate	4	Bus route	Not a Cluster settlement

Cluster Main Settlement: Tiers Cross				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			Not a Cluster settlement

Cluster Main Settlement: Wolfscastle				
		Weighted facilities score	Functional link – bus route or active travel required	Outcome
Local Village	None			No Cluster settlement

End