



Local Development Plan 2 (2017 – 2033)

Issues, Vision and Objectives Paper

Consultation Draft July 2018

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).
'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	This explains where the current LDP needs to be changed and why it needs to be changed. It also sets out the procedure that Plan review will follow.
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

- i) 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 the end of 2021) will remain in place until Local Development Plan 2 (LDP2) is adopted.

Review of Issues, Vision and Objectives

- ii) This **Issues, Vision and Objectives** report has been produced at a key stage in the Local Development Plan review. It is informed by initial workshops with County Councillors and Key Stakeholders¹, as well as a review of baseline evidence which includes relevant plans and policies. It provides an initial set of Issues, a draft Vision and draft Objectives for potential inclusion in the Replacement Local Development Plan for Pembrokeshire 2017-2033.

Informing the Preferred Strategy and Deposit Plan

- iii) 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 also on a separate paper which presents **Strategic Housing Options**. 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.
- iv) 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.
- v) This Issues, Vision and Objectives Paper contains 4 Sections

Section 1: Sets out the draft Issues identified as being the key Issues the LDP Replacement Plan needs to address.

Section 2: Proposes a Draft Vision for the Replacement LDP 2017-2033.

Section 3: Proposes Draft Objectives for the Replacement LDP 2017-2033.

Section 4: Sets out a summary of how the Vision and Objectives perform when assessed against the Sustainability Appraisal and how compatible the Vision and

¹ See <https://www.pembrokeshire.gov.uk/local-development-plan-review/ldp2-evidence-base> - Reports on Stakeholder and Member Workshops on Issues, Vision and Objectives 2018

Objectives are with the goals of the Well-being of Future Generations Plan and the priorities of the Pembrokeshire Well-being Plan.

- vi) The Issues, Vision and Objectives may all be commented on in your response. A questionnaire on both this paper and the Strategic Housing Options paper is available on our website.
- vii) A detailed Sustainability Appraisal of the Vision and Objectives has been undertaken and is appended to this document at Appendix X. It has been used to assess the sustainability of the elements proposed.

Public Consultation on this Issues, Vision and Objectives Paper will take place between the following dates.

Monday 16th July to Monday 10th September (5pm) 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 drafting of the Preferred Strategy, due for publication in December 2018.

Please send comments to

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 with your contact details and language preference to register your interest.

1. Issues facing Pembrokeshire up until 2033

1.1. The Welsh Government guidance to LPAs on developing and reviewing Local Development Plans suggests that LDPs should aim to be strategic, concise and distinctive. They suggest that one of the ways this will be achieved is by focusing plans on the key issues facing an area².

1.2. The Issues below have been developed following an analysis of issues identified in the **Review Report**, a review of contextually updated information and following discussion with Stakeholders and County Councillors in workshops in April 2018. Issues identified as Key Issues by Stakeholders and County Councillors are highlighted with a star.

1.3. To ensure compatibility with the Pembrokeshire Well-Being Plan 2018, the LDP Issues have been grouped under the headings of the four priorities identified by the Pembrokeshire Well-Being Plan – **Living and Working, Resourceful Communities, Tackling Rurality** and **Protecting our Environment**.

**Key Issues, Issues and Headlines*

Many of the issues identified are cross-cutting and will influence the well-being of Future Generations across the topics identified.

LIVING AND WORKING

- By the end of the Plan period, it is estimated that there will be fewer people living in Pembrokeshire than in 2014. (Although population will continue to grow until 2029).
- Pembrokeshire's population will be ageing with more people aged over 65, and fewer young people.
- *There will be an increased need for suitable housing for older people and appropriate healthcare.
- *There is a need to address out-migration of young people through housing, employment and enlivened town centres and link to regeneration projects
- Households will be smaller and there will be more households than now.
- There will be a continued need for affordable housing of 1641 affordable homes each year. (We have a common waiting list of people in housing need of 2179). New ways of achieving affordable housing through the development of sites or through contributions from market housing development should be explored.

² Welsh Government Local Development Plan Manual – Edition 2 August 2015, Section 6.1.1

- Some large Strategic Housing Sites (Slade Lane, Shoals Hook Lane, Maesgwynne) have not been developed and small and medium size sites are more likely to be brought forward by the local housing market.
- Fewer houses have been built than anticipated since 2013 and since 2015 fewer houses have been built in urban areas than planned, but the Plan continues to deliver good levels of affordable housing.
- *Homes for all are needed which enable people to stay within their communities and which suit their needs³, second homes and affordable housing are key considerations.
- *There is a need to ensure that local employment sites come forward to support employment in communities and to consider the scale, diversification and agile working, and to plan for reducing reliance on fossil fuels.
- *Improvements to transport and bus services in rural areas
- *Appropriate infrastructure provision to support communities and sustainable access will need to be addressed during the plan review – this includes broadband and internet access as well as improvements to road and rail infrastructure.
- We will be part of the Swansea Bay City Region and Swansea Bay City Deal
- The Haven Waterway Enterprise Zone will continue to be designated
- *settlement boundaries need a common sense approach
- Brexit may change our economy and how we live and work
- Changing MOD requirements for sites such as Brawdy may have implications for Pembrokeshire

RESOURCEFUL COMMUNITIES

- We have identified a need for 32 Gypsy Traveller pitches by 2020
- The need to maintain and enhance the use of the Welsh language through the scale and location of housing development, employment and community facilities. Strong and resourceful communities can be enabled through place making for current and future generations.
- *There is a need to recognise the value of language, heritage and culture in place making.
- Community hubs may offer opportunities to support resourceful communities

TACKLING RURALITY

- Most town centres are struggling with higher than average vacancy rates and fewer retail allocations will be needed than in the LDP. A revised approach is needed which recognises that town centres are changing to a wider mixture of uses and *reduce vacancies, business rates and town centre regeneration are key issues.
- A new approach to apportionment for sand and gravel across the region to help reduce future production within the National Park.

³ Including waste and recycling storage

- Less development than anticipated has come forward at strategic employment sites (Blackbridge / Pembrokeshire Science and Technology Park / Withybush Business Park / Trecwn).
- We need to update transport schemes to reflect the Joint Transport Plan (2015-2020).
- Many rural areas are losing key services or seeing new delivery models proposed.

PROTECTING OUR ENVIRONMENT

- *The majority of our wildlife and habitats are in moderate or poor condition despite conservation efforts⁴, there is a need to protect biodiversity and the resilience of ecosystems
- *Tourist accommodation is changing and we need to take this into account including where new sites can be located or extended
- *Climate Change will impact on communities (particularly coastal or at risk of flooding) and the environment.
- *Open space and green infrastructure need to be protected to support the well-being of communities.
- Respecting the benefits of gardens and their contribution to wildlife, habitats, biodiversity and sense of place and where possible, ensuring that this is reflected in the density of new housing development.
- Ensuring that the historic environment is recognised and protected, conserved and enhanced.
- Renewable, low energy *sustainable energy use and grid access should be supported within housing developments.
- Intensification of agricultural practices including a rationalisation into larger farm units and potential impact on the environment including NVZs
- A need to ensure that development delivers Sustainable Drainage Systems (SuDS).

Consultation Questions

1. Do you agree with the Issues identified?
2. Are there any changes that you would propose to the Issues identified?

⁴ The 'State of Wildlife in Pembrokeshire' update 2016 identifies only 3 wildlife or habitats as being in good condition (from 23)

2. Draft Vision

2.1. Welsh Government guidance and policy requires Local Development Plans to set out a concise, long-term vision and strategy. They suggest that this Vision should be clear, agreed by the community and stakeholders and set out how places are planned to develop, change or be conserved.⁵

2.2. The Draft Vision has been developed following discussions with County Councillors and Key Stakeholders in workshops in April 2018. It identifies the ways in which these groups hope that the LDP will tackle the issues facing Pembrokeshire in the period up until 2033. The Vision also reflects key elements of the Pembrokeshire Well-Being Plan (2018) and the Wales Spatial Plan (2008 Update).

2.3. The Draft Vision proposed for the Replacement LDP 2017-2033 is:

In 2033 Pembrokeshire is a place with strong resourceful communities, where challenges of rurality are successfully tackled. A distinctive sense of place exists based on its natural, cultural, built and linguistic heritage. Homes are provided for all and a strong economy enables people of all ages to live, work and thrive in the County. Employment opportunities linked to start-up businesses, tourism, rural diversification, the green and blue energy industry and new sectors linked to the strategic opportunities provided by the Milford Haven Waterway and links to Ireland are promoted. Town Centres are vibrant places where a range of uses take place. Rural communities are supported to deal with changing agricultural practices. Across the County Green Infrastructure and biodiversity are enhanced with accessible and healthy environments delivered for both people and wildlife.

Consultation Questions

3. Do you agree with the Draft Vision for the Replacement LDP 2017-2033?

4. Are there any changes that you would like to see in the Draft Vision?

⁵ Planning Policy Wales, Edition 9 (Section 2.2.1) and Welsh Government Local Development Plan Manual – Edition 2 – August 2015, Section 6.1.1.

3. Draft Objectives

2.1. Welsh Government policy suggests that LDPs should indicate clearly the plan's main objectives, along with the broad direction of change.⁶

2.2. It is important that the LDP Objectives reflect the Plan's Vision and set out how the issues identified as facing the area will be addressed through the LDP. The Draft Objectives were developed in conjunction with County Councillors and Key Stakeholders in workshops in April 2018.

2.3. The Draft Objectives identified for the Replacement LDP 2017-2033 are:

- A) Mitigate and Respond to the challenge of Climate Change.
- B) Deliver high quality development where place-making is supported by sustainable design which responds to cultural and built heritage.
- C) Sustain and enhance the rural and urban economy by supporting start-up businesses, rural diversification, changing agricultural practices, the visitor economy, and the expansion of Small and Medium Enterprises
- D) Sustain resourceful communities by providing a range and mix of homes
- E) Build on the County's strategic location for blue and green energy, maritime and port related development
- F) Protect and promote the Welsh language.
- G) Support a range of uses in Town Centres to assist regeneration.
- H) Promote accessible and healthy environments for both people and wildlife through the protection and delivery of green infrastructure.
- I) Improve access to goods and services by facilitating improvements in infrastructure and facilities and directing development to sustainable locations.
- J) Protect the County's landscape and environment.

Consultation Questions

5. Do you agree with the Draft Objectives for the Replacement LDP 2017-2033?

6. Are there any changes that you would like to see to the Draft Objectives?

⁶ Planning Policy Wales (Edition 9) paragraph 2.2.1

APPENDICES

1. Compatibility of the Draft Vision against the Draft Objectives

Compatibility matrix: Local Development Plan 2 Draft Objectives (column) and Local Development Plan 2 Draft Vision (top row)

	Strong positive complementarity						
	Neutral / some positive complementarity						
	In 2033 Pembrokeshire is a place with strong resourceful communities, where challenges of rurality are successfully tackled.	A distinctive sense of place exists based on its natural, cultural, built and linguistic heritage.	Homes are provided for all and a strong economy enables people of all ages to live, work and thrive in the County.	Employment opportunities linked to start-up businesses, tourism, rural diversification, the green energy industry and the strategic opportunities provided by the Milford Haven Waterway and links to Ireland are promoted.	Town Centres are vibrant places where a range of uses take place	Rural communities are supported to deal with changing agricultural practices.	Across the County Green Infrastructure and biodiversity are enhanced with accessible and healthy environments delivered for both people and wildlife
A) Mitigate and Respond to the challenge of Climate Change.							
B) Deliver high quality development where place-making is supported by sustainable design which responds to cultural and built heritage.							
C) Sustain and enhance the rural and urban economy by supporting start-up businesses, rural diversification, changing agricultural practices, the visitor economy, and the expansion of Small and Medium Enterprises							

	In 2033 Pembrokeshire is a place with strong resourceful communities, where challenges of rurality are successfully tackled.	A distinctive sense of place exists based on its natural, cultural, built and linguistic heritage.	Homes are provided for all and a strong economy enables people of all ages to live, work and thrive in the County.	Employment opportunities linked to start-up businesses, tourism, rural diversification, the green energy industry and the strategic opportunities provided by the Milford Haven Waterway and links to Ireland are promoted.	Town Centres are vibrant places where a range of uses take place	Rural communities are supported to deal with changing agricultural practices.	Across the County Green Infrastructure and biodiversity are enhanced with accessible and healthy environments delivered for both people and wildlife
D) Sustain resourceful communities by providing a range and mix of homes							
E) Build on the County's strategic location for green energy, maritime and port related development							
F) Protect and promote the welsh language							
G)Support a range of uses in Town Centres to assist regeneration							
H)Promote accessible and healthy environments for both people and wildlife through the protection and delivery of green infrastructure.							
I)Improve access to goods and services by facilitating improvements in infrastructure and facilities and directing development to sustainable locations							
J)Protect the County's landscape and environment.							

2. Compatibility of the Vision with the Well-Being of Future Generations Goals

Compatibility matrix: Local Development Plan 2 Draft Vision (column) and Welsh Government's well-being goals (top row)

	A prosperous Wales	A resilient Wales	A healthier Wales	A more equal Wales	A Wales of cohesive communities	A Wales of vibrant culture and thriving Welsh language	A globally responsible Wales
In 2033 Pembrokeshire is a place with strong resourceful communities, where challenges of rurality are successfully tackled.	Resourceful communities are those which are innovative and productive and use resources efficiently and proportionately.		Strong, connected communities help minimise isolation and create a sense of belonging.	Tackling challenges of rurality such as access to services and a need for affordable housing will help to ensure a more equal Wales.	Ensuring strong resourceful communities and tackling challenges of rurality such as access to services and a need for affordable housing will ensure cohesive communities.	Strong communities can provide opportunities to maintain Welsh speaking.	Having resourceful communities who use resources efficiently and proportionately can contribute towards being a globally responsible Wales.
A distinctive sense of place exists based on its natural, cultural, built and linguistic heritage.					Creating a distinctive sense of place which reflects heritage of all types is key to creating attractive communities (an aspect of cohesive communities).	Delivering a distinctive sense of place based on natural, cultural, built and linguistic heritage is fundamental to ensuring a Wales of vibrant culture and thriving Welsh language.	
Homes are provided for all and a strong economy enables people of all ages to live, work and	An economy which enables people of all ages to live, work and thrive in the County is one which allows people to take advantage of the		Providing homes for all (particularly through affordable housing provision) has a direct impact on health as poor quality and inadequate	Providing homes for all is a key aspect of enabling people to fulfil their potential. Ensuring the economy is strong enough to enable people of	Providing homes and economic opportunities is an important part of ensuring that communities are viable, safe and well-connected.		

	A prosperous Wales	A resilient Wales	A healthier Wales	A more equal Wales	A Wales of cohesive communities	A Wales of vibrant culture and thriving Welsh language	A globally responsible Wales
thrive in the County.	wealth generated through securing decent work.		housing is strongly linked to negative health outcomes.	all ages to stay in the County is a further important element.			
Employment opportunities linked to start-up businesses, tourism, rural diversification, the green energy industry and the strategic opportunities provided by the Milford Haven Waterway and links to Ireland are promoted.	Promotion of green energy directly links to the promotion of an innovative, productive and low carbon society.	Support for green energy supports social, economic and ecological resilience.		Ensuring sufficient employment opportunities are available is a key element of delivering a more equal Wales.	Delivering employment opportunities is a key aspect of ensuring communities remain viable.	Delivering local employment opportunities will help Welsh speaking communities to thrive.	Promoting the green economy as well as delivering strategic opportunities linked to Pembrokeshire geographical location, should make a positive contribution to global well-being.
Town Centres are vibrant places where a range of uses take place.	This approach should assist in generating wealth and providing employment opportunities.		Opportunities to socialise can help to reduce isolation.		Ensuring town centres are vibrant is part of delivering attractive, viable, safe and well-connected communities.		
Rural communities are supported to deal with changing agricultural practices.	Responding to changing agricultural practices is an aspect of encouraging resources to be used efficiently.				Assisting rural communities as they adapt to change is part of ensuring that communities remain attractive, viable, safe and well-connected.		Providing a sustainable framework through which to respond to changes such as regulatory requirements such as Nitrate Vulnerable Zones is part of supporting a

	A prosperous Wales	A resilient Wales	A healthier Wales	A more equal Wales	A Wales of cohesive communities	A Wales of vibrant culture and thriving Welsh language	A globally responsible Wales
							globally responsible Wales.
Across the County Green Infrastructure and biodiversity are enhanced with accessible and healthy environments delivered for both people and wildlife.		Supporting green infrastructure and ensuring biodiversity is enhanced is a key aspect of delivering healthy functioning ecosystems that support social, economic and ecological resilience.	Using green infrastructure to deliver environments that are healthy and accessible should offer improved opportunities for recreation with direct benefits for health.		Ensuring green infrastructure and biodiversity are enhanced is a key aspect of providing attractive, viable, safe and well-connected communities.		Ensuring that biodiversity is enhanced and that healthy environments are delivered is an important aspect of how Pembrokeshire (and Wales) can make a positive contribution to global well-being.

3. Compatibility of the Objectives with the Well-Being of Future Generations Goals

Compatibility matrix: Local Development Plan 2 Draft Objectives (columns) and Welsh Government's well-being goals (top row)

	Strong positive complementarity
	Neutral / some positive complementarity

	A prosperous Wales	A resilient Wales	A healthier Wales	A more equal Wales	A Wales of cohesive communities	A Wales of vibrant culture and thriving Welsh language	A globally responsible Wales
A) Mitigate and Respond to the challenge of Climate Change.							
B) Deliver high quality development where place-making is supported by sustainable design which responds to cultural and built heritage.							
C) Sustain and enhance the rural and urban economy by supporting start-up businesses, rural diversification, changing agricultural practices, the visitor economy, and the expansion of Small							

	A prosperous Wales	A resilient Wales	A healthier Wales	A more equal Wales	A Wales of cohesive communities	A Wales of vibrant culture and thriving Welsh language	A globally responsible Wales
and Medium Enterprises							
D) Sustain resourceful communities by providing a range and mix of homes							
E) Build on the County's strategic location for green energy, maritime and port related development							
F) Protect and promote the welsh language.							
G) Support a range of uses in Town Centres to assist regeneration.							
H) Promote accessible and healthy environments for both people and wildlife through the protection and delivery of green infrastructure.							
I) Improve access to goods and services by facilitating improvements in infrastructure and facilities and directing							

	A prosperous Wales	A resilient Wales	A healthier Wales	A more equal Wales	A Wales of cohesive communities	A Wales of vibrant culture and thriving Welsh language	A globally responsible Wales
development to sustainable locations.							
J) Protect the County's landscape and environment.							

4. Compatibility of the Vision against the Pembrokeshire Well-Being Plan Priorities

Compatibility matrix: Local Development Plan 2 Draft Vision (columns) and Pembrokeshire Well-being Plan Priorities (top row)

	Strong positive complementarity
	Neutral / some positive complementarity

	Living and Working	Resourceful Communities	Tackling Rurality	Protecting Our Environment
In 2033 Pembrokeshire is a place with strong resourceful communities, where challenges of rurality are successfully tackled.				
A distinctive sense of place exists based on its natural, cultural, built and linguistic heritage.				
Homes are provided for all and a strong economy enables people of all ages to live, work and thrive in the County.				
Employment opportunities linked to start-up businesses, tourism, rural diversification, the green energy industry and the strategic opportunities provided by the Milford Haven Waterway and links to Ireland are promoted.				
Town Centres are vibrant places where a range of uses take place.				
Rural communities are supported to deal with changing agricultural practices.				
Across the County Green Infrastructure and biodiversity are enhanced with accessible and healthy environments delivered for both people and wildlife.				

5. Compatibility of the Objectives against the Pembrokeshire Well-Being Plan Priorities

Compatibility matrix: Local Development Plan 2 Draft Objectives (columns) and Pembrokeshire Well-being Plan Priorities (top row)

	Living and Working	Resourceful Communities	Tackling Rurality	Protecting Our Environment
A) Mitigate and Respond to the challenge of Climate Change.				
B) Deliver high quality development where place-making is supported by sustainable design which responds to cultural and built heritage.				
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