

St Agnes Parish Neighbourhood Development Plan



Housing Information updated 01/01/2018

1. Cornwall Local Plan policy position:

Cornwall Local Plan sets down 'key targets' for the provision of homes where they can best meet need and sustain the role and function of local communities. St Agnes Parish Neighbourhood Development Plan area forms part of the St Agnes and Perranporth Community Network Area (CNA) in the Cornwall Local Plan.

The emerging plan makes a provision of 1,100 dwellings for St Agnes and Perranporth CNA in the period from 2010 up to 2030. To date during this plan period 660 dwellings have already been constructed and planning permissions have been granted, but not started, on 563 dwellings. It has also anticipated for the St Agnes Parish that the level of "windfall" from 2010 – 2030 is expected to be 225 dwellings, based on previous windfall delivery.

Based on the above St Agnes Parish and the CAN will meet and exceed the required provision by 348 properties.

2. Draft Settlement Boundaries Planning Policy and local principles

The St Agnes Parish Neighbourhood Development Plan proposes to include settlement boundaries in accordance with Policy 3 of the Cornwall Local Plan to define which settlements are appropriate for 'infill' development and where this policy will apply.

The advice Cornwall Council have provided is that in St Agnes Parish the remaining housing requirement is likely to be delivered through windfall development, without the specific need for allocations. There is therefore an opportunity in the preparation of the St Agnes Parish Neighbourhood Development Plan to redraw settlement boundaries, to include any recent developments, and to consider including some land within the settlement boundary to provide scope for some development. The community responses to the questionnaire gave a mandate to reconsider the existing settlement boundaries.

Policy 3 of the Cornwall Local Plan outlines the 'Role and Function of Place' and provides the spatial strategy for new development up until 2030. This guidance stipulates that the settlements that are not listed in policy 3, can meet their housing requirements through the following: (extract of CLP para 1.57)

1. Existing sites with planning permission;
2. Infill;
3. Small scale rounding off;
4. The development of previously developed land within or adjoining settlements;
5. Rural exception sites.

A settlement boundary will assist the creation of a clear and transparent framework for the location of future development within the villages that meets the requirements of criteria 1 to 4 above. The emerging policy direction on rural exception sites is outlined in section 4 below.

The Cornwall Local Plan does not delineate the settlement boundaries for any of our settlements, where they start or stop will be down to an interpretation of the definition in the Local Plan, unless they are delineated through the Neighbourhood Plan

A principle embodied in the Cornwall Local Plan is the presumption in favour of sustainable development. The Local plan encourages Neighbourhood Plans to provide “detailed definition on which settlements are appropriate for infill and boundaries to which the policy will operate” (paragraph 1.68). The five settlements in St Agnes Parish NDP area, where boundaries were previously defined in the former Carrick District Local Plan, are the major villages with a range of community facilities/services where the principle of sustainable development can be achieved.

The 1998 Carrick District Council Local Plan defined settlement boundaries for:

- *Blackwater*
- *Mount Hawke*
- *Porthtowan*
- *Mithian*
- *St Agnes*

Accordingly, in the development of the St Agnes Parish NDP we propose to redefine settlement boundaries for these settlements.

A settlement boundary defines the limit of the village. Inside the boundary market led housing is supported in principle, and outside the boundary the priority is affordable housing.

The Cornwall Local Plan also provides guidance on the role and function of place. The following have been taken into consideration in the assessment of settlement boundaries:

- *'infilling' is defined as the filling of a small gap in an otherwise continuously built up frontage that does not physically extend the settlement into the open countryside (para 1.65);*
- *Frontages that have large gaps i.e. bigger than one or two dwellings between buildings or groups of buildings often provide the setting for the settlements, or add to the character of the area. Proposals should consider the significance or importance that larger gaps can make to settlements and ensure that those would not significantly diminished (para 1.66);*
- *Large gaps often exist between the urban edge of a settlement and other isolated dwelling beyond the edge of the settlement; they are not appropriate locations for infill development, and the development of these gaps would not therefore be considered as infill under the policies of this Local Plan (para 1.67)*
- *Rounding off applies to development on land that is substantially enclosed but outside of the urban form of a settlement and where its edge is clearly defined by a physical feature that also acts as a barrier to further growth (such as a road). It should not visually extend building into the open countryside. (para 1.68)*

In reconsidering and redefining the settlement boundaries, the following local criteria and principles, which are considered to adhere to the above policy guidance, were used to determine the boundaries of the settlements named above:

1. The character and built form of the settlement should be reflected and respected.
2. Isolated or sporadic development, free standing, individual or groups of dwellings, farm buildings or other structures detached or peripheral to the main built area of the settlement will be excluded.
3. Where development is in close proximity to the edge of the built-up area of the village, but the development is different in character, in that it forms part of the open countryside will be excluded.

4. Holiday/tourism development will be excluded.
5. Sports complexes that are not located within the built-up area of settlements will be excluded.
6. Barn conversion will normally be excluded unless they lie within the built-up area of the settlement;
7. Schools, village halls and play facilities where they are adjacent to the existing built up area will be included.
8. Boundaries should follow clearly defined features e.g. field boundaries, roads, streams, walls, fences etc.
9. Boundaries should generally follow the curtilage of dwellings within settlements except where; (i) large gardens or other open areas, would be inappropriately drawn into the built-up area, or (ii) the curtilage is separate to the dwelling, or (iii) that part of the curtilage or open area has the capacity to significantly and inappropriately extend the built form of the settlement.
10. Commitments for built development on the edge of a settlement will be included e.g. sites with planning permission at the time that the Draft St Agnes Neighbourhood Development Plan is available for public consultation.

3. How the draft settlement boundaries were prepared

Cornwall Council provided maps for each of the major settlements showing planning applications since 1st January 2012 over 0.1HA. Based on those maps we undertook a desktop study to identify all the approved planning applications for housing outside the 1998 Carrick Local Plan settlement boundary. Following the desk top study, we requested Cornwall Council to provide a revised map showing just the approved applications for housing. Members of the housing focus group then walked the settlement boundaries to make an on the ground check. This demonstrated that a significant number of permissions over 0.1ha have been granted outside the 1998 settlement boundary.

The Draft Settlement Boundaries are shown on the Maps

4. Exception Sites

The recent St Agnes Parish Housing Need Survey demonstrates that there is a requirement for affordable housing within the Parish. 116 respondents are in need of affordable housing and having a local connection through living in the parish for more than 3 years and 83 households that said they were in housing need, but indicated that they were not registered with either Home Choice, or Help to Buy South West.

The Cornwall Local Plan affordable housing policy states that this can be delivered through “development proposals on sites outside of but adjacent to the existing built up area of smaller towns, villages and hamlets, whose primary purpose is to provide affordable housing to meet local needs” (extract from policy 9). Applications would be supported where they are clearly affordable housing led and would be well related to the physical form of the settlement and appropriate in scale, character and appearance. The purpose of such developments must be primarily to provide affordable housing. These would be Rural Exception sites affordable housing led schemes (commonly described as exception schemes where market housing is required to support delivery).

5. Five Year Land Supply

A continuous five-year land supply is a requirement of the Cornwall Local Plan. Reference is made in paragraph 1.63 that there may be a need for future housing to ensure that this is met. The position on land available for housing will be monitored by Cornwall Council.

Our proposal is to redraw tight settlement boundaries and not to allocate land for development so that any new development outside the new boundary is an exception site and therefore delivers high levels of affordable homes.

Evidence Base: Extract from Cornwall Local Plan

The role and function of places

Policy 3: Role and function of places

The scale and mix of uses of development and investment in services and facilities should be based on the role and function of places. New development up to 2030 will be accommodated in accordance with the following hierarchy:

1. Delivery of housing, community, cultural, leisure, retail, utility and employment provision will be managed through a Site Allocations DPD or Neighbourhood Plans for the following locations:
 - Bodmin;
 - Bude with Stratton, Flexbury and Poughill;
 - Callington;
 - Camborne with Pool, Illogan and Redruth;
 - Camelford;
 - Falmouth with Penryn;
 - Hayle;
 - Helston;
 - Launceston;
 - Liskeard;
 - Newquay with Quintrell Downs;
 - Penzance with Newlyn, Heamoor, Gulval and Longrock;
 - Saltash;
 - St Austell;
 - St Ives with Carbis Bay;
 - Torpoint;
 - Truro with Threemilestone; and Wadebridge.

Development at or well related to these named towns will provide an appropriate level of affordable housing in accordance with the requirements of Policy 8.

2. The provision of eco-communities at West Carclaze/ Baal and Par Docks with an indicative overall scale of about 1,500 and 500 dwellings respectively. The final scale and capacity of these proposals should be confirmed through the Site Allocations Plan.

The proposals should be led by a masterplan and design code that will set out the framework for the development, and reflect the aspiration for environmental quality, including the delivery of all of the following alongside the other policies of this Plan:

- 30% affordable housing and 5% self and/or custom build housing;
- Improved access to public transport and non-car travel modes.

And for the West Carclaze /Baal sites:

- Provision of employment space, Carluddon Technology Park and space for further economic growth;
- The provision of a new local centre to include facilities for health, neighbourhood shopping, community facilities and a new primary school;
 - Strategic scale open space with public access and trails linking into existing networks as part of green infrastructure improvements;
 - The retention of the Sky Tip and other distinctive landscape features as part of the green infrastructure of the site
- Demonstrate high levels of energy efficiency in the fabric of buildings on the site
- Strategic Sustainable Urban Drainage Systems to reduce flood risk on and beyond the site;
- Meeting all of the regulated energy requirements of the development from renewable and low carbon sources on or near to the site;
- Provision of low carbon heat via a heat network with consideration given to sourcing that heat from geothermal resources within the vicinity of the site; and
- Improved access to public transport and non-car travel modes.

The site for the eco-communities will be identified through the Site Allocations DPD.

3. Other than at the main towns identified in this Policy, housing and employment growth will be delivered for the remainder of the Community Network Area housing requirement through:

- Identification of sites where required through Neighbourhood Plans;
- rounding off of settlements and development of previously developed land within or immediately adjoining that settlement of a scale appropriate to its size and role;
- Infill schemes that fill a small gap in an otherwise continuous built frontage and do not physically extend the settlement into the open

countryside. Proposals should consider the significance or importance that large gaps can make to the setting of settlements and ensure that this would not be diminished;

- Rural exception sites under Policy 9

4. Within the AONB or its setting, development will be supported where it is in accordance with the other policies of this Plan and can demonstrate that it conserves and enhances the landscape character and natural beauty of the AONB.

Supporting text:

1.52 Our towns and villages are central to our strategy. It is their role and function, not simply their size, that should determine the appropriate level of development to be planned for.

1.53 In order to maintain and enhance these places the Plan takes an approach to growth that encourages jobs and homes, where they best deliver our strategic priorities and allows for more organic development where it supports or enables the provision of appropriate services and facilities locally.

1.54 Specific housing targets will be provided for the main and other significant towns identified in Policy 3 reflecting their role and function and also for the proposed eco-communities. Sites for development at, or well related to these towns, and for the eco-communities at West Carclaze, Baal and Par Docks will be identified in the Cornwall Site Allocations Development Plan Document and Neighbourhood Plans. The standards expected for the proposed eco-communities are set out in Policy 3 and guidance will be provided in the Site Allocations DPD.

1.55 In some cases housing allocations and/or planning permissions for a town will cross parish and community network boundaries or abut such boundaries where this best meets the growth needs of that place. Where this is the case, development in those locations will be counted against the allocation for that town.

1.56 The Council will monitor the delivery of the Eco Community sites to ensure delivery. If proposals have failed to progress sufficiently towards delivery within 2 years of adoption of the Local Plan this area of the Plan will

be reviewed to consider redistribution of the housing apportionment for the area. In addition, the Plan seeks to ensure additional purpose-built accommodation is provided for students in Falmouth and Penryn. This is to reflect and help to alleviate the very specific pressure that is placed on the local housing market for those towns and to allow for the future expansion of the university in this location. The Plan does not include a specific additional target figure for this, as it will be based on the scale of expansion that the university provides during the Plan period.

1.57 The majority of parishes that do not have a town or village named in policy 3 can meet the remaining housing requirements through the following:

1. Existing sites with planning permission;
2. Infill;
3. Small scale rounding off;
4. The development of previously developed land within or adjoining settlements;
5. Rural exception sites.

1.65 For the purposes of this policy, 'infilling' is defined as the filling of a small gap in an otherwise continuously built up frontage that does not physically extend the settlement into the open countryside.

1.66 Many frontages however are not continuously built up and have large gaps, i.e. bigger than one or two dwellings between buildings or groups of buildings. These gaps can often provide the setting for the settlement, or add to the character of the area. Proposals should consider the significance or importance that larger gaps can make to settlements and ensure that this would not be significantly diminished.

1.67 Large gaps often exist between the urban edge of a settlement and other isolated dwellings beyond the edge of the settlement; they are not appropriate locations for infill development, and the development of these gaps would not therefore be considered as infill under the policies of this Local Plan.

1.68 In smaller villages and hamlets in which 'infill' sites of one-two housing units are allowed, the settlement should have a form and shape and clearly definable boundaries, not just a low-density straggle of dwellings. The settlement should be part of a network of settlements and / or be in reasonable proximity to a larger village or town with more significant community facilities, such as a primary school. Neighbourhood Plans can

provide detailed definition on which settlements are appropriate for infill and boundaries to which the policy will operate.

1.73 To ensure an appropriate supply of housing land in the right place and at the right time, we will ensure there is at least a 5-year supply of deliverable sites in Cornwall. The adequacy of the 5-year supply will be assessed on a local authority, Cornwall-wide, basis. It will not be appropriate to assess 5-year supply below the local authority level for the purposes of determining whether paragraph 49 of the NPPF applies.

1.74 Where a five-year supply can be demonstrated, the adequacy of supply in meeting the needs of a particular CNA or town over the whole Plan period will be a material consideration when making planning decisions. Any deficiency in supply should be accommodated within the CNA with a shortfall and not be compensated for by increasing supply in other CNA's where existing supply is sufficient to meet its Local Plan target.

Rural Exception Sites

Policy 9: Rural Exceptions Sites

Development proposals on sites outside of but adjacent to the existing built up area of smaller towns, villages and hamlets, whose primary purpose is to provide affordable housing to meet local needs will be supported where they are clearly affordable housing led and would be well related to the physical form of the settlement and appropriate in scale, character and appearance.

The number, type, size and tenure of the affordable dwellings should reflect identified local needs as evidenced through the Cornwall Housing Register or any specific local surveys completed using an approved methodology.

The purpose of such developments must be primarily to provide affordable housing. The inclusion of market housing will only be supported where the Council is satisfied it is essential for the successful delivery of the development based on detailed financial appraisal (For example to fund abnormal development costs or to deliver a balanced, sustainable community).

Market housing must not represent more than 50% of the homes or 50% of the land take, excluding infrastructure and services.

The Council will secure the first and future occupation of the affordable homes to those with a housing need and local connection to the settlement or parish in line with the Council's adopted local connection policies.

Supporting text

2.58 Normally we would expect proposals that come forward as Rural Exception sites to comprise of dwellings that are all restricted for occupation as local needs housing in perpetuity. However, we accept that in an environment of limited public subsidy, and with the need to provide a wider range of homes in some communities, there can be justification for an element of normal market housing to be included in proposals to support delivery of the required mix of housing for local needs. Such schemes should work from a base position of 100% affordable housing, and decrease this proportion only with the needs of achieving viability for the scheme down to a minimum of 50% affordable housing as set out in the policy. Guidance to help develop proposals is contained within the Affordable Housing SPD. In areas of higher viability, the expectation will be for schemes to achieve a considerably higher proportion of affordable housing than 50%.

2.59 We will therefore consider proposals that include an element of market housing on these types of sites where it can be shown to the Council's satisfaction that a mixed tenure scheme is essential to the delivery of the affordable housing.

2.60 Inclusion of market housing may also remove the need for all or significant levels of public subsidy and ensure that affordable homes for sale are delivered at the appropriate level set out in the Affordable Housing SPD. However, the Council would also need to be satisfied that the development reflects local need in terms of scale, dwelling type and tenure mix in accordance with Policy 6 of this Plan.

2.61 It is further recognised that within the smallest rural communities (e.g. hamlets), where it would not normally be appropriate to develop because of a lack of immediate access to key facilities and services, there may be circumstances where the provision of housing to meet a local need is best met at a specific community rather than in a more sustainable nearby settlement.

