

DESIGN, ACCESS AND PLANNING STATEMENT

for

The provision of three holiday pods

at

Little Inside Farm

Penpol

Truro

TR3 6RU

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1 Introduction

- 1.1.1 The purpose of this report is to provide the design, access and planning statement for the proposed development.
- 1.1.2 This is a revised statement to earlier proposal submitted last year.
- 1.1.3 In effect, the principal change being that the proposed location of the holiday accommodation has been relocated from a field to the west of Little Inside Farm, to directly adjacent to the site entrance and access route leading to the Farm, situated to the east of the Farm and associated buildings and opposite existing dwellings at Goonpiper.

2 The Application Site and Surrounding Context

- 2.1.1 The application site relates to a parcel of land situated to the east of Little Inside Farm, near Penpol, Feock.
- 2.1.2 The site is located adjacent to the site access leading to the Farm and is viewed in the context of the adjacent farm buildings. Directly to the east is the public highway and thereafter a number of existing dwellings at Goonpiper.
- 2.1.3 There is a bus stop located at Four Turnings, Goonpiper approximately 100 metres from the application site to the north.

- 2.1.4 The site falls outside of the South-Coast Central section of the Cornwall Area of Outstanding Natural Beauty (the AONB), which is located to the east (the opposite side of the B3289) and south (the opposite side of Harris's Hill). From a review of the Feock Neighbourhood Development Plan (the NDP), the site and its surroundings are not subject to any specific designations, such as a local green space designation or a non-designated heritage asset local listing.

3 The Proposed Development

- 3.1.1 The proposal is a full application for the provision of three single storey holiday pods of timber construction. Parking will be situated to the north. The site will be accessed from the public highway (the B3289) to the east via an existing gated access. All existing trees will be retained and will remain unaffected by the proposals.

4 The Value of the Tourism Economy in Cornwall

- 4.1.1 The 2011 Report undertaken by Visit Cornwall titled '*The Value of Tourism – Cornwall*' identifies the following key statistics that are considered relevant to the proposal:
- 4.1.2 Tourism in Cornwall accounts for a total estimated actual

employment 60,921 (45,017 FTEs) 25% of all employment

4.1.3 The total day trip spend in Cornwall from tourism is £468,336,000

4.1.4 Serviced and self-catering accommodation for domestic visitors equates to a £111,836,000 spend in the former Carrick area (in which the site was located prior to the establishment of the unitary authority) economy of a total of £163,146,000 from tourism related sectors.

4.1.5 Serviced and self-catering accommodation equates £10,377,000 spend of the £20.013,000 of total overseas tourist spend in the former Carrick area.

4.1.6 The Value of Tourism in the former Carrick District equates to £277,101,000 Direct visitor spend; 7,433 Estimated actual employment; 5,426 FTE employment; contributing to a 14% Proportion of all employment in the former District area.

5 The Development Plan and Material Considerations

5.1 Introduction

5.1.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004, Section 70(2) of the Town and Country Planning Act 1990 and Paragraphs 2 and 47 of the NPPF dictate that 'applications for

planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.'

5.2 Development plan documents

5.2.1 The development plan covering the area is the Cornwall Local Plan (the CLP). This document provides a positive and flexible overarching planning policy framework for Cornwall, and sets, amongst other matters the housing and employment targets. A high degree of weight can be afforded to these policies.

5.2.2 The application site falls within Feock parish for which there is a 'made' NDP in place. The policies within this document carry a high degree of weight.

5.3 Material Considerations

The National Planning Policy Framework (the NPPF)

5.3.1 The revised NPPF from February 2019 sets out the government's planning policies for England and how these are expected to be applied. It represents a material consideration as outlined through paragraph 212, consequently a high degree of weight should be attached to the NPPF.

5.3.2 At the heart of the NPPF is a 'presumption in favour of sustainable development' which, for decision-taking, means 'approving development proposals that accord with an up-

to-date development plan without delay.'

Supplementary Planning Documents and Other Planning Guidance

- 5.3.3 Supplementary Planning Documents (SPD) are documents that are produced to provide more detailed advice and guidance to supplement policies and proposals contained in the CLP.
- 5.3.4 At the point of writing this statement, Cornwall Council has adopted two SPDs, The Housing SPD was adopted in February 2020 and the document provides guidance on the development of new homes including; affordable housing, self-build and specialist housing for the elderly or disabled. The Cornwall and West Devon Mining Landscape World Heritage Site SPD (the WHS SPD) was adopted in May 2017. As the site falls outside of the designated WHS, this SPD is not of relevance to this proposal.
- 5.3.5 The Cornwall Design Guide was adopted on 13 March 2013 by Cornwall Council. It is not specifically marked as an SPD but the introduction (page 6) states that it is '*a significant consideration in the planning process*' and its purpose is '*to help inform the design of new development and ensure all factors of good design are recognised and incorporated.*' We suggest a moderate degree of weight can be attached to this

version of the Cornwall Design Guide.

- 5.3.6 Furthermore, Cornwall Council has recently produced a draft new Cornwall Design Guide and a new draft Streetscape Design Guide, which has been consulted upon from Monday 20 January to Monday 2 March 2020. We suggest only limited weight should be attached to these emerging documents at this time.
- 5.3.7 The Cornwall AONB Management Plan 2016 to 2021 (the AONB MP) was adopted by Cornwall Council in May 2016. The document sets the agenda for the management of the AONB, as a protected landscape in Cornwall. It is attributed a moderate level of weight in the decision making process.
- 5.3.8 The Cornwall Planning for Biodiversity Guide was adopted as a Council document on 16 October 2018. It sets out the Council's approach for achieving a gain for nature within development sites. We suggest a moderate degree of weight can be attached to the Biodiversity Guide.
- 5.3.9 Cornwall Council's Chief Planning Officer has also published a series of Advice Notes, the purpose of which is to assist in decision taking but not to be used as a reason for refusal. We therefore suggest a moderate degree of weight can be attached to these Advice Notes. The Advice Note considered most

relevant to the proposed development is the Good Design in Cornwall Advice Note.

Other Material Considerations

5.3.10 Material considerations can also include matters of design, amenity, environmental impact, economic impact, etc.

5.3.11 The case made for the proposed development in this statement is consequently structured around the most relevant development plan policies and, where relevant, other material considerations.

6 Planning Assessment

6.1 Principle

6.1.1 The application site is located between the built form at Goonpiper to the east and the extensive range of farm buildings at Little Inside Farm to the west.

6.1.2 It is located in close proximity the Goonpiper, Penpol and public transport connections to key service and tourism related locations across Cornwall. There is also easy access to numerous footpaths in the surrounding area and the Portreath to Devoran Coast to Coast cycle route.

6.1.3 Policy 5 of the CLP through the supporting text contained in paragraph 2.8 explains that *'The quality of Cornwall's landscapes, seascapes, towns and cultural heritage, enables tourism to play a major part in our economic, social and environmental*

wellbeing, it generates significant revenues, provides thousands of jobs and supports communities. Our key challenge is to realise this opportunity in better wages through improved quality and a longer season.'

6.1.4 To help deliver the above Policy 5.3 of the CLP supports *'The development of new or upgrading of existing tourism facilities through the enhancement of existing or provision of new, high quality sustainable tourism facilities, attractions and accommodation will be supported where they would be of an appropriate scale to their location and to their accessibility by a range of transport modes. Proposals should provide a well balanced mix of economic, social and environmental benefits.'*

6.1.5 The proposals support these objectives, through the provision of small scale high quality tourism accommodation that will provide for direct employment associated with the management and servicing of the accommodation itself, and wider indirect employment on the wider tourism economy, as set out in section 4 of this report. Further, the proximity of the site to public transport links and footpaths/ cycle routes ensures that the development itself is accessible *'by a range of transport modes.'* The proposal therefore clearly aligns with the type and location of tourism

development supported through Policy 5.3.

6.1.6 Further to the above, Policy ECON1 of the NDP supports the *'promoting a diverse mix of businesses across the parish including tourism, retail, education, health and service sectors that provide a valuable service to the community and visitors.'*

6.1.7 As outlined above the proposal is accessible to public transport links and provides for a high quality tourism offer that creates both direct and in direct employment.

6.1.8 Reference is also drawn to paragraph 83 of the NPPF which supports *'sustainable rural tourism and leisure developments which respect the character of the countryside'* and paragraph 84 which acknowledges that *'Planning policies and decisions should recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport.'*

6.1.9 The proposal is well connected to the public transport services available in the area. Further, as outlined in the following section, the design is of a recessive finish and will be set against the adjacent hedgerow/ tree cover, with parking situated in an adjacent enclosed field so as to safeguard the landscape

characteristics of the area. Furthermore, public vantage points of the site are extremely limited from the public footpath networks in the area.

6.1.10 To conclude, the proposals are clearly acceptable in principle, it aligns with the tourism policies in the CLP, the NDP and the NPPF.

6.2 Character and Appearance

6.2.1 Policy 12 of the CLP requires through all new development that the area's distinctive character is maintained and the existing context is considered; that new development be of an appropriate scale, layout, height and mass with a clear understanding and response to its setting; and that development should provide continuity with the existing built form and respect the natural environment.

6.2.2 Policy D1 of the NDP relates to *'Design quality'*, requiring, amongst a number of matters, that design of development should *'Respect and reflect local character and identity, through sensitive siting, design, scale, and use of materials'* and *'Minimise impact of development on the landscape and provide mitigation for any adverse impacts identified.'*

6.2.3 This approach is consistent with Section 12 of the NPPF. Paragraph 127 requiring development to be *'visually attractive as a result of good architecture, layout and appropriate and effective*

landscaping' and 'sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities).'

6.2.4 The site falls outside, but near to the South Coast central section of the Cornwall AONB designation which is safeguarded nationally with regard to its landscape character and scenic beauty.

6.2.5 Policy 23 of the CLP explains that '*Development proposals will need to sustain local distinctiveness and character and protect and where possible enhance Cornwall's natural environment and assets according to their international, national and local significance.'*

6.2.6 Policy 23 of the CLP requires that '*Great weight will be given to conserving the landscape and scenic beauty within or affecting the setting of the AONB' and that 'Proposals should be informed by and assist the delivery of the objectives of the Cornwall and Tamar Valley AONB Management Plans including the interests of those who live and / or work in them.'*

6.2.7 Objective 3 of the NDP refers to '*Landscape and seascape (including creeks and coast).'*' Paragraph 3.3.2 states that '*The Plan will ensure the safeguarding and enhancement of the special landscape and seascape of Feock*

Parish by protecting and conserving international, national and locally designated landscapes and seascapes...'

6.2.8 Policy LS1 of the NDP seeks to protect and enhance seascape, however the site is some distance from creeks, beaches and foreshores, and thereby there is no perceived conflict with this policy. Policy LS2 seeks to safeguard '*the significance and conserves and enhances the natural beauty and special qualities of the AONB and its setting.'*

6.2.9 Whilst the NPPF through Paragraph 170 highlights that the planning system should contribute to '*protecting and enhancing valued landscapes.'*' Further through Paragraph 172 the NPPF explains that '*Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues.'*

6.2.10 The Cornwall AONB Management Plan 2016 – 2021 follows a similar emphasis and through Policy MD9 requires that

'Any necessary development in or within the setting of the AONB will be high quality sustainable development that:

- *is appropriately located, of an appropriate scale and*

addresses landscape sensitivity and capacity;

- is compatible with the distinctive character of the location described by the Landscape Character Assessment, with particular regard to the setting of settlements and the rural landscape;*

- does not compromise the special qualities and characteristics of the AONB designation as outlined in the Statement of Significance for each local section and relevant character assessments;*

- maintains semi-natural corridors;*

- promotes the conservation of the historic environment as a whole and in particular those designated heritage assets and their setting; including the Conservation Areas and World Heritage Site;*

- is designed to respect quality of place in the use of distinctive local building styles and materials, dark skies and tranquillity; and*

- protects trees, other important landscape features and semi natural habitats in order that it can contribute to the conservation and enhancement of the natural beauty of the protected landscape.'*

6.2.11 The development proposes three single storey buildings with recessive finishes, set behind adjacent tree/ hedgerow cover to the east and inbetween existing built form at Goonpiper and Little Inside Farm.

6.2.12 The site does not fall within a designated landscape of international, national or local importance. Whilst it is recognised that all landscapes are valued, paragraph 170 of the NPPF does highlight however that planning policy protection for valued landscapes is 'in a manner commensurate with their statutory status.'

6.2.13 The principal opportunity to view the site is from the highway to the east. This will be for a limited transient period where the development is set behind hedgerows and treescape and is appreciated in the context of the existing built form at Goonpiper and the farm itself. Further, the recessive nature and limited scale of the development as proposed, would further mitigate and visual appreciation of the development. The value attributed to the undesignated landscape in which the site is located and the effects on designated landscape of the AONB nearby, will be safeguarded from harm.

6.2.14 The proposal therefore complies with policy 12 and 23 of the CLP, the referenced policies of the NDP and paragraph 127 and Section 15 of the NPPF.

6.3 Living Conditions

- 6.3.1 The NPPF through paragraph 127 f) requires development to provide *'a high standard of amenity for existing and future users.'*
- 6.3.2 Policy 12.2 of the CLP explains that development proposals should protect individuals and property from matters such as *'overlooking and unreasonable loss of privacy'* and *'overshadowing and overbearing impacts.'*
- 6.3.3 The development is sited far enough away from other residential properties and has intervening boundary coverage thereby preventing any issues arising with regard to loss of light, overlooking or overbearing implications.
- 6.3.4 The proposed accommodation is to be used for holiday purposes, so do not require the typical size of amenity provision associated with an unrestricted residential use. Nonetheless, the accommodation is of a high standard, and provides good access to outdoor space, and ultimately will provide an attractive location for tourism purposes.
- 6.3.5 The proposal will therefore be supported by policy 12 of the CLP and paragraph 127 of the NPPF in this regard.

6.4 Biodiversity

- 6.4.1 Policy 23. 3 of the CLP explains that *'Development should*

conserve, protect and where possible enhance biodiversity and geodiversity interests and soils commensurate with their status and giving appropriate weight to their importance.'

- 6.4.2 The development is being brought forward with minimal intervention, whereby hedgerows and tress are retained, and existing access points utilised. The development consequently aligns with policy 23.3 of the CLP.

6.5 Transport

- 6.5.1 Policy 27 of the CLP requires that all new development should *'Provide safe and suitable access to the site for all people and not cause a significantly adverse impact on the local or strategic road network that cannot be managed or mitigated.'*
- 6.5.2 Paragraph 109 of the NPPF outlines that *'Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.'*
- 6.5.3 The site access has good emerging visibility in either direction when leading on the public highway.
- 6.5.4 As a result, the proposal aligns with policy and 27 of the CLP and paragraph 109 of the NPPF.

6.6 Accessibility

- 6.6.1 The application fully complies with all current Regulations and Good Practice making the scheme accessible in line with policies and legislative requirements.

6.7 Precedent

- 6.7.1 Reference is made to allowed appeal (APP/D0840/W/17/3189025) dated 19th June 2018 at a site at Newmill, near Penzance. The proposal related to the 'conversion of redundant livery stables to provide accommodation for Nordic walking holidays' and provides a context to the permissive policy emphasis for tourism development in Cornwall.

- 6.7.2 In allowing the appeal the Inspector highlighted that:

Policy 5 of the Cornwall Local Plan 2010-2030 (LP) seeks to ensure that business development (including tourism) takes place in suitable locations, noting that tourism has an important role to play in the local economy. The policy generally supports the provision of new accommodation where it would be of an appropriate scale to its location and to its accessibility by a range of transport modes. It does not, as I read it, necessarily require new accommodation to be accessible by a range of transport modes or to be in a

location at or near settlements containing everyday services and facilities. Nor is there a need in the policy for tourism related development to be demonstrated. Rather, the policy requires development to be of a scale appropriate to the accessibility.

- 6.7.3 The Inspector concludes:

Overall, this is a small-scale proposal in a location that has some ability to be accessed by public transport and, therefore, it does comply with LP policy 5. For these reasons, I conclude that the accommodation would be in a suitable location.

7 Conclusion

- 7.1.1 Paragraph 11 c) of the NPPF states that where development proposals accord with the development plan, being the CLP and the NDP in this case, they should be approved 'without delay.'
- 7.1.2 Through Section 6 of this statement we have demonstrated how the submitted scheme accords with the development plan.
- 7.1.3 The proposal therefore benefits from the presumption in favour of sustainable development. It follows that the application, should therefore be approved without delay