

# Planning Statement.



## **Application for Permission in Principle for the erection of 3 dwellings – Land Adj Ivy Cottage, Rame Cross, Penryn. TR10 9EA.**

On behalf of Mr P. Thorne.

**January 2024.**

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## 1. Description of the application site and surrounding area.

The application site is located adjacent to “Ivy Cottage”, Rame Cross, Penryn.

The site comprises an area of 0.28ha which is a relatively flat parcel of land set back behind dwellings which front onto the A394 highway. The site is completely surrounded by existing development. To the east are numbers 1-5 Rame Cross (inclusive). Adjoining the site to the north are dwellings within the Rame Croft estate. To the west is the applicant’s dwelling “Tatarammoa”, and beyond that a football field. To the south is “Ivy Cottage”.

*Photographs of the site and surrounding area are attached at “Appendix A”.*

## 2. Description of the proposed development.

The proposal is an application for Permission in Principle for the erection of 3 dwellings.

The scope of permission in principle is limited to location, land use and amount of development. Other matters, such as design and means of access, should be considered at the technical details consent stage, and local authorities cannot list additional information they require for applications for permission in principle in the same way they can for applications for planning permission. However, for the sake of clarity, it is noted that access to the site onto the main road exists, is within the 40mph speed limit, and has good visibility in both directions.

## 3. Relevant National Planning Policy considerations.

Central Government planning policy guidance is contained primarily in the revised National Planning Policy Framework (published on 20<sup>th</sup> July 2021). This revised Framework replaces the previous National Planning Policy Framework published in March 2012.

The Framework sets out the Government’s planning policies for England and how these are expected to be applied.

The purpose of the planning system is to contribute to the achievement of “sustainable development”.

Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

- a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

The main thrust of the Government policy is set out at paragraphs 10 and 11 of the Framework as follows:

*10. So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).*

*11. Plans and decisions should apply a presumption in favour of sustainable development.*

*For plan-making this means that:*

- a) plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;*
- b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:*
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area;*  
*or*
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

*For decision-taking this means:*

*c) approving development proposals that accord with an up-to-date development plan without delay; or*

*d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*

*i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed ; or*

*ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

At paragraph 38 of the Framework (Decision-making) it is stated that:

38. Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.

Section 5 of the Framework “*Delivering a sufficient supply of homes*” refers to the provision of housing.

The guidance in the Framework (together with recent statements of Government intentions in the Media) emphasises the Government’s aim to significantly boost the supply of housing.

At paragraph 60 of the Framework it is emphasised that:

60. To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.

At paragraph 69 it is emphasised that:

69. Small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly. To promote the development of a good mix of sites local planning authorities should:

- a) identify, through the development plan and brownfield registers, land to accommodate at least 10% of their housing requirement on sites no larger than one hectare; unless it can be shown, through the preparation of relevant plan policies, that there are strong reasons why this 10% target cannot be achieved;
- b) use tools such as area-wide design assessments and Local Development Orders to help bring small and medium sized sites forward;
- c) support the development of windfall sites through their policies and decisions – giving great weight to the benefits of using suitable sites within existing settlements for homes; and
- d) work with developers to encourage the sub-division of large sites where this could help to speed up the delivery of homes.

It is stated at paragraph 71 that; “*Where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply*”.

In regard to the government guidance at paragraphs 69 & 71, it is important to note that the Council highlighted the importance of windfall sites (including infill and rounding off) in the provision of the required housing supply across the county, in the submissions made to the Inspector at the Cornwall Local Plan Inquiry. The Council maintained that these sorts of developments had historically contributed significantly to housing provision and there was no reason why this should not continue. The Council’s housing policies have therefore been based, and rely upon, this approach.

At paragraph 79 the Framework states:

*79. “To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby”.*

The Government's Planning Practice Guidance in regard to the provision of "Rural housing" states:

*It is important to recognise the particular issues facing rural areas in terms of housing supply and affordability, and the role of housing in supporting the broader sustainability of villages and smaller settlements.*

*A thriving rural community in a living, working countryside depends, in part, on retaining local services and community facilities such as schools, local shops, cultural venues, public houses and places of worship. Rural housing is essential to ensure viable use of these local facilities.*

*Assessing housing need and allocating sites should be considered at a strategic level and through the Local Plan and/or neighbourhood plan process. However, all settlements can play a role in delivering sustainable development in rural areas – and so blanket policies restricting housing development in some settlements and preventing other settlements from expanding should be avoided unless their use can be supported by robust evidence.*

#### **4. Development Plan and local policy considerations.**

Planning law requires that applications for planning permission must be determined in accordance with the development plan (*Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990*) unless material considerations indicate otherwise.

##### **The Cornwall Local Plan.**

The Local Plan was formally adopted on 22<sup>nd</sup> November 2016 and now forms part of the “development plan” for the area. It is therefore considered to be an important “material consideration” which should be afforded significant weight in the determination of the application.

The following policies of the Local Plan are considered to be of particular relevance to the consideration of the application:

Policy 1 - Presumption in favour of sustainable development.

Policy 2 – Spatial Strategy.

Policy 2a – Key targets.

Policy 3 – Role and Function of Places.

Policy 21 - Best use of land and existing buildings.

*Copies of these policies are attached at “Appendix B”.*

In addition, other useful policy guidance is provided within the Council’s Chief Planning Officer’s Advice Note – Infill/Rounding off (CPOAN).

## 5. Planning history/constraints.

There is no planning history of any particular significance which needs to be taken into account in the consideration of the current application.

The site does not lie within an area designated as a Conservation area, or subject to any other special landscape designations.

## 6. Submissions and Conclusion.

Government policy in the NPPF is that housing applications should be considered in the context of the presumption in favour of sustainable development.

The scope of permission in principle is limited to location, land use and amount of development. Other matters, such as design and means of access, should be considered at the technical details consent stage, and local authorities cannot list additional information they require for applications for permission in principle in the same way they can for applications for planning permission. However, for the sake of clarity, it is noted that access to the site onto the main road exists, is within the 40mph speed limit, and has good visibility in both directions. Again, whilst “design” is not a matter that is subject to consideration as part of the processing of this current application, the applicant wishes it to be noted that the amount of dwellings proposed has been kept to 3 only, and at the technical details stage the design of the properties will be of a single storey only, with appropriate siting/orientation and landscaping, to ensure satisfactory privacy for the occupiers of the proposed dwellings and neighbours.

The application site comprises an area of 0.28ha which is a relatively flat parcel of land set back behind dwellings which front onto the A394 highway. The site is completely surrounded by existing development. To the east are numbers 1-5 Rame Cross (inclusive). Adjoining the site to the north are dwellings within the Rame Croft estate. To the west is the applicant’s dwelling “Tatarammoa”, and beyond that a football field. To the south is “Ivy Cottage”.

The concept of what may reasonably be regarded as acceptable “infill” and “rounding off” development now follows the line taken in Policy 3 of the Cornwall Local Plan, and the preamble to that policy, together with national policy in the NPPF. Further guidance is given in the Council’s Chief Planning Officer’s Advice Note (CPOAN), issued in December 2017.



Within Policy 3 of the Cornwall Local Plan it is stated:

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:*

- *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.*

Within paragraph 1.68 of the preamble to Policy 3 “rounding off” is defined as follows:

*“This 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”.*

Within the CPOAN the following guidance elaborates on the position:

*“Proposals must be adjacent to existing development and be contained within long standing and enclosing boundary features, for example, a road, Cornish hedge or stream. Suitable sites are likely to be surrounded on at least two sides by existing built development. Development resulting in the creation of a further site for rounding off is unlikely to be rounding off in itself”.*

In addition, within the section entitled “Other development within a settlement”, the CPOAN provides the following further guidance:

*“The development of land which does not entirely fit the definition of infilling (part of continual frontage) or rounding off, but would be within the form and shape of that settlement, whether a main town or other settlement, will be acceptable where there is no significant harm arising to social, environmental or economic considerations”.*

The CPOAN continues by providing that development in this respect would accord with Policy 21 c) of the Local Plan which concerns best use of land.

From the information provided with this application, and from a visual inspection of the land, the application site is clearly surrounded by existing development, it may be regarded as being wholly within the settlement, and clearly does not extend the settlement into open

countryside. It is considered that the principle of residentially developing this land as proposed, is clearly in accord with National, and “development plan” policy.

It is therefore considered that the proposal clearly constitutes sustainable and acceptable residential development, which will make an efficient use of land, wholly in accord with Government policy in the NPPF, and Policies 1, 3 and 21 of the Cornwall Local Plan.

The Council recognises the need to significantly boost the supply of housing. At present it is acknowledged by the Council that there is a “housing crisis” in Cornwall and the proposed development, albeit on a small scale, will assist in addressing the shortfall in the housing supply within the county. This provides further support for the favourable treatment of the application.

It is stated at paragraphs 10 and 11 of the revised National Planning Policy Framework that there is a **presumption in favour of sustainable development**. The application site lies in a sustainable location. There will be no adverse impacts that would significantly and demonstrably outweigh the benefits of the development, when assessed against the policies in the Framework taken as a whole. The development accords with the policies of the Cornwall Local Plan (as set out in this statement).

Having regard to all of the above circumstances, permission in principle for the proposed development should be granted.

# “Appendix A”



Figure 1 – Aerial photo of site from July 2022.





Figure 2 – Entrance to site from A30.



Figure 3 – Entrance to site from A30.



Figure 4 – Entrance to site from A30.





Figure 5 – Dwellings on north-east boundary of site.



Figure 6 – North-west end of site.



Figure 7 – South-west boundary of site.



Figure 8 – Looking back to south-east boundary of site





*Figure 9 – Access to site along Back Lane.*



*Figure 10 – Access to site past entrance to neighbouring development.*





*Figure 10 – Access to site past entrance to neighbouring development.*



*Figure 10 – Access to site past entrance to neighbouring development.*





*Figure 10 – Access to site past entrance to neighbouring development.*



*Figure 10 – Access to site past entrance to neighbouring development.*

# “Appendix B”

## Cornwall Local Plan Policies

### Policy 1: Presumption in favour of sustainable development

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework and set out by the policies of this Local Plan.

We will work with applicants, infrastructure providers and the local community to find solutions which mean that proposals will be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan and supporting Development Plan (including, where relevant, with policies in Neighbourhood Plans) will be regarded as sustainable development and be approved, unless material considerations indicate otherwise.

When considering whether a development proposal is sustainable or not, account will be taken of its location, layout, design and use against the three pillars of economic development, social development and environmental protection and improvement.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

- a) Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- b) Specific policies in that Framework indicate that development should be restricted.

### Policy 2 : Spatial Strategy

New development should provide a sustainable approach to accommodating growth, providing a well balanced mix of economic, social and environmental benefits. This should maintain the dispersed development pattern of Cornwall and provide homes and jobs based on the role and function of each place. Strategic scale growth will be accommodated in our main towns and city where they can best support regeneration and sustainable development. Overall, development should seek to meet the following objectives of the Plan for Cornwall:

### 1. Respecting and enhancing quality of place:

Proposals should maintain and respect the special character of Cornwall, recognising that all urban and rural landscapes, designated and undesignated, are important by:

- a. Ensuring that the design of development is high quality and demonstrates a cultural, physical and aesthetic understanding of its location;
- b. Considering the impact of development upon the biodiversity, beauty and diversity of landscape and seascape, character and setting of settlements, wealth of natural resources, agricultural, historic and recreational value of Cornwall;
- c. Identifying the value and sensitivity, of the character and importance of landscapes, biodiversity and geodiversity and historic assets;
- d. Protecting, conserving and enhancing the natural and historic landscape, heritage, cultural, biodiversity and geodiversity assets of Cornwall in recognition of their international, national and local status, in accordance with national legislation and policy, as amplified by the other policies of this plan.

### 2. Providing solutions to current and future issues:

Proposals should assist the creation of resilient and cohesive communities by:

- a. Delivering renewable and low carbon energies, increasing energy efficiency and minimising resource consumption through a range of renewable and low carbon technologies;
- b. Ensuring that built and environmental assets can adapt to and be resilient to climate change;
- c. Creating landscapes and biodiversity and geodiversity assets that are resilient and sensitively accommodating investment and growth within Cornwall's unique landscape and wealth of biodiversity and geodiversity, ensuring that people continue to be drawn to Cornwall to visit and invest and for a thriving healthy population to live and work;
- d. Supporting the delivery of made Neighbourhood Plans and other community based initiatives that help to make communities more resilient.

### 3. Generating and sustaining economic activity:

Proposals will be welcome that improve conditions for business and investment in Cornwall, in particular by:

- a. Supporting key regeneration activities and the economic vision for Cornwall;
- b. Providing homes and jobs in a proportional manner, where they can best sustain the role and function of local communities and that of their catchment;
- c. Supporting the expansion of existing businesses and the indigenous businesses of agriculture, fishing and mining;
- d. Safeguarding waterfront sites, docks and ports to provide for marine businesses;
- e. Maximising the economic growth and benefits of education, skills development, research, and the colleges and Combined Universities in Cornwall;
- f. Supporting employment schemes in both towns and rural areas, giving particular emphasis to quality, permanent work opportunities that break seasonal labour cycles;

- g. Supporting smart specialisation sectors including; food; aerospace; marine; renewable energies (including geothermal); and cultural industries;
- h. Supporting the provision of work hubs and the ability to work from home through live/work units;
- i. Supporting the Enterprise Zone Aerohub at Newquay Airport as an economic catalyst for the wider Newquay, Clay Country and St Austell area through improved linkages;
- j. Supporting the economic regeneration of Camborne, Pool and Redruth;
- k. The regeneration of Hayle, focussing mainly on the harbour area and the development of the wave hub and associated employment development;
- l. Optimising the economic opportunity and maximising existing linkages in mid-Cornwall by:
  - i. supporting the role of Bodmin as a strategic employment location taking advantage of its position on the transport network;
  - ii. identifying mixed use development to deliver the eco-community at West Carclaze / Baal and Par Docks, to help deliver an exemplar development that provides a showcase for sustainable, greener, low carbon living;
  - iii. supporting the economic regeneration of St Austell as a centre for retail, business and leisure with a focus on promoting 'green' industries;
- m. Supporting economic development in South East Cornwall that meets the area's own needs and benefits from its relationship with Plymouth;
- n. Supporting Truro's wider role as an economic and service centre and maintaining its role in the retail hierarchy and as a retail alternative to major centres outside of Cornwall;
- o. Strengthening the role of Launceston and Saltash as gateways to Cornwall;
- p. Supporting the economic regeneration of Penzance, including the improvement of Penzance Harbour, and retention of a main line rail link to Penzance as a strategic link for Cornwall and the UK.

## Policy 2a - Key targets

The Local Plan will provide homes in a proportional manner where they can best meet need and sustain the role and function of local communities and that of their catchment. Development proposals in the period to 2030 should help to deliver:

1. A minimum of 52,500 homes at an average rate of about 2,625 per year to 2030, to help deliver sufficient new housing of appropriate types to meet future requirements. In particular, meeting affordable housing needs;
2. At least 318 permanent pitches for Gypsies and Travellers, 60 transit pitches and 11 plots for Travelling Showpeople;
3. Provide for 38,000 full time jobs and 704,000 sq. metres of employment floorspace to help deliver a mix of 359,583 sq. metres of B1a and B1b office and 344,417 sq. metres of B1c, B2 and B8 industrial premises by 2030;



4. The provision of additional bed spaces within purpose-built accommodation commensurate with the scale of any agreed expansion of student numbers at the Penryn campus, taking into consideration any changes in student numbers within other campuses at the university in Falmouth and Penryn.
5. The provision of 2,550 bed spaces in communal establishments for older persons, including nursing and specialist accommodation.

### 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.

## Policy 21: Best use of land and existing buildings

To ensure the best use of land, encouragement will be given to sustainably located proposals that:

- a. use previously developed land and buildings provided that they are not of high environmental or historic value;
- b. use despoiled, degraded, derelict and contaminated land provided that it is not of high environmental or historic value;
- c. increase building density where appropriate, taking into account the character of the surrounding area and access to services and facilities to ensure an efficient use of land;
- d. take into account the economic and other benefits (including food production) of Grade 1, 2 and 3a agricultural land. Where significant development of agricultural land is demonstrated to be necessary, poor quality land should be used in preference to that of higher quality.