



## CARN BREA NDP DEVELOPMENT BOUNDARY ASSESSMENT LOG AUGUST 2022



## CARN BREA NDP DEVELOPMENT BOUNDARY ASSESSMENT LOG DECEMBER 2022

### HOUSING REQUIREMENTS FOR CARN BREA PARISH

1.1 Cornwall Local Plan apportions 1000 dwellings to be delivered in the parishes that make up the rural area of the Camborne, Pool, Illogan & Redruth Community Network Area (CNA). Figures supplied by Cornwall Council are presented in Figure 1 and show that Carn Brea Parish has a zero requirement for new dwellings between April 2020 and 2030.

**Figure 1 Minimum NDP housing target to be in conformity with Local Plan.**

CNA	CLP Housing Figure	Planning Permissions & Windfall estimated to deliver by 2030	CNA Completions to March 2021	Remainder of Local Plan Housing Figure
Camborne, Pool, Illogan & Redruth Rural	1000	443	835	1000 – (443+835) = -278 i.e. nil requirement
Parish	Requirement [adjusted at pro rata rate of 11%*]	Parish Commitments April 2010 – March 2021	Parish Completions April 2010 – March 2021	Parish baseline figure (pro rata of CNA remainder)
Carn Brea	110	40	107	110 – 147 = -37 i.e. nil requirement

\* This is the pro-rata proportion of houses in the CNA, derived from the 2011 Census

1.2 Cornwall Council confirmed in January 2021 that the parish baseline figure remained at zero, but noted that the system of apportionment was under review. The zero figure is in effect stating that the minimum housing baseline apportionment for the Parish against the CLP figures for the period of 2010-2030 (being the lifetime of the CLP) has been met. However, it is important to acknowledge that this is a minimum requirement target.

### AFFORDABLE HOUSING NEED

1.3 The NDP must also plan to meet affordable housing needs, in accordance with the NPPF and CLP. As of January 2022 the HomeChoice registered local housing need for the parish of Carn Brea was currently 364 households seeking affordable rented accommodation. Overall needs are skewed to the lower priority bands, with only 129 or 25.4% in the top three bands. In addition, there are also 35 households registered with Help to Buy South looking for affordable homeownership in Carn Brea Parish. There are 4 households registered under (includes assessed and self-assessed) Category 3 who requires a property suitable for wheelchair use indoors and outdoors.

### BEING RESPONSIVE TO THE HOUSING MARKET

1.4 The NDP must also be responsive to the housing market according to NPPF guidance. A survey of local estate agents suggests there is an adequate turnover of properties and healthy demand in the entire Parish, which is within the Camborne/Redruth major employment area, and is also in commutable distance to the city of Truro, and the growing employment base at Falmouth/Penryn. As a result there is a general pressure for housing, so it is appropriate that some market provision to address this sector is also included. The provision of new sites in the general CIPR area through the Cornwall Local Plan Site Allocations DPD is designed to meet market requirements up to 2030, and the Cornwall Monitoring Report 2021 indicates that there will only be a small shortfall in provision, to be made up by 'windfall' permissions [i.e. unexpected planning permissions on small sites of up to 10 dwellings]. However there is also some demand in the rural parts of the Parish, where the turnover is lower and the supply of new dwellings is naturally limited by its rural characteristics. Therefore it is appropriate for the NDP to allow for some continuing market housing development in both the rural and urban parts of the Parish.

1.5 The forecast level of 'windfall' in the rural area of the CIPR CNA is 132 from 2027 to 2030, which applying the 'pro-rata' rate from table 8 above, implies 15 dwellings in the rural part of Carn Brea.

**Taking this information into account a minimum target for the NDP of about 200 new dwellings is proposed.**

### STEP 1. CONSIDERATION OF WHICH SETTLEMENTS ARE APPROPRIATE FOR DEVELOPMENT BOUNDARIES

1.6 The CLP defines a settlement as having, 'a form and shape and clearly definable boundaries, not just a low-density straggle of dwellings.' (para 1.68) Neighbourhood plans can indicate where the settlements are in their parish and show that they are considered appropriate for smaller scale, organic growth of open market housing by defining a development boundary in their NDP.

1.7 Thus a development boundary implies that the settlement it encloses is suitable for a presumption in favour of sustainable development. Therefore to have a development boundary a settlement should have some basic services, or be in reasonable and safe walking distance of them.

1.8 Using the Cornwall Council Local Plan background paper on ‘Settlements: Hierarchy and Settlement Categories 2014’\* the following checklist in Step 1 have been devised.

1.9 The hierarchy document says that, in general terms the higher the category a settlement falls into the more new development it could be allocated.

Categories A and B are the larger towns where a significant proportion of the adopted housing growth target can be allocated as they are the settlements that contain the highest level of facilities, the majority of employment opportunities etc.

Category C are small town and villages that meet local needs for some services and facilities

Category D are smaller settlements that perform an important role in their local area (i.e. as rural service centres).

Category E are small settlements that include a primary school and a general store

Category F include travel to work bus services and a general store or hall/pub.

The smallest settlements and hamlets are either Category O or unclassified.

Category ‘C’, ‘D’ and some ‘E’ settlements are all important to their local areas and could be allocated an appropriate level of growth to meet local needs for housing and to help support existing services and facilities. Some Category ‘E’ and Category ‘F’ settlements provide good travel to work transport links to nearby larger settlements and contain some community facilities, and could therefore be considered as appropriate locations for development including affordable housing exception sites. Note that a group of smaller settlements may act as a ‘cluster’ where development may offer opportunities for improved facilities, public transport, walking and cycling routes etc.

\*<https://docplayer.net/12504544-Settlements-hierarchy-and-settlement-categories-core-strategy-evidence-base-background-paper-planning-future-cornwall.html>

1.10 For guidance, the following checklist includes the above categorisation.

### **The Twenty Minute Neighbourhood**

1.11 The Department for Transport ‘Manual for Streets’ refers to ‘walkable neighbourhoods’ which are typically characterised by having a range of facilities within 10 minutes’ (up to about 800 m) walking distance of residential areas which residents may access comfortably on foot. Sustrans advocate ‘The 20 - Minute Neighbourhood’, which should include, to meet most of peoples everyday needs by a short, convenient and pleasant 20-minute return walk i.e., a 10 minutes there, and 10 minutes back:

- Food retailers and supermarkets
- Education, including early years, primary school and nearby secondary schools
- Health services, such as a pharmacy, GP and dentist
- Financial services, such as post office or bank
- Employment and jobs either within the neighbourhood or nearby
- Public open space, such as parks and recreation grounds
- Entertainment, such as leisure, culture and entertainment facilities.
- Public transport, including access to a regular bus, tram or train service

1.12 Obviously in a rural and hilly area there can be no hard rule on this, but by drawing walking time distances [otherwise known as Isochrones] from the centre of villages, it is possible to assist in deciding whether a settlement is a sustainable location for development. In the following analysis an algorithm based on a 5 kph [3.1 mph] average walking speed has been used to define a 10 minute isochrone for the settlements examined.

1.13 In the maps which follow the outer isochrone is the 10 minute out / 10 minute back neighbourhood area, whilst the inner isochrone is the 5 minute out / 5 minute back neighbourhood area.

Public Transport

- 1.14 An important factor is assessing the sustainability of a location for development is the availability of public transport within reasonable walking distance as noted above].
- 1.15 As part of the Development Boundary analysis, the bus routes available to Parish residents as at April 2022 have been assessed, looking at routes and times and frequencies, which is summarised in the following table and the maps in the later analysis.

Figure 2: Local Bus Routes and Service Offer

	Bus route numbers							
Trip Types	34	38	42	45/45A	46	47/48	T1	U1
School	✓	x	x	x	✓	✓	✓	✓
Travel to Work	✓	x	x	✓	✓	✓	✓	✓
Shopping/Services	✓	x	✓ [1]	✓	✓	✓	✓	✓



Settlement Name: <b>BOWLING GREEN</b>	Services Present
Settlements Hierarchy Category:	<b>U</b>
1. General Shop/Post Office/Filling Station	x
2. Open space with play equipment	x
3. Formal sports area/playing pitch	x
4. Public House/Social Club	x
5. Village hall or other community gathering place	x
6. Local employment (eg workshops, factories, small offices).	x
7. Good broadband connection	
8. Place of worship	x
9. Travel to work/school public transport within reasonable walking distance	x
10. Primary School	x
11. Doctors Surgery	x
12. Other services [eg Bank/building society].	x
13. Twenty Minute Neighbourhood Walking Isochrone	

**Bus Routes**

- 42
- 47
- 34

**Policy BE1 Safeguarded Employment Land**

**Open and Green Space**

**Bus Stop**

**Isochrone - Bowling Green**

**Footpaths & Bridleways**

- PROW [Bridleway]
- PROW [Footpath]
- Other Paths

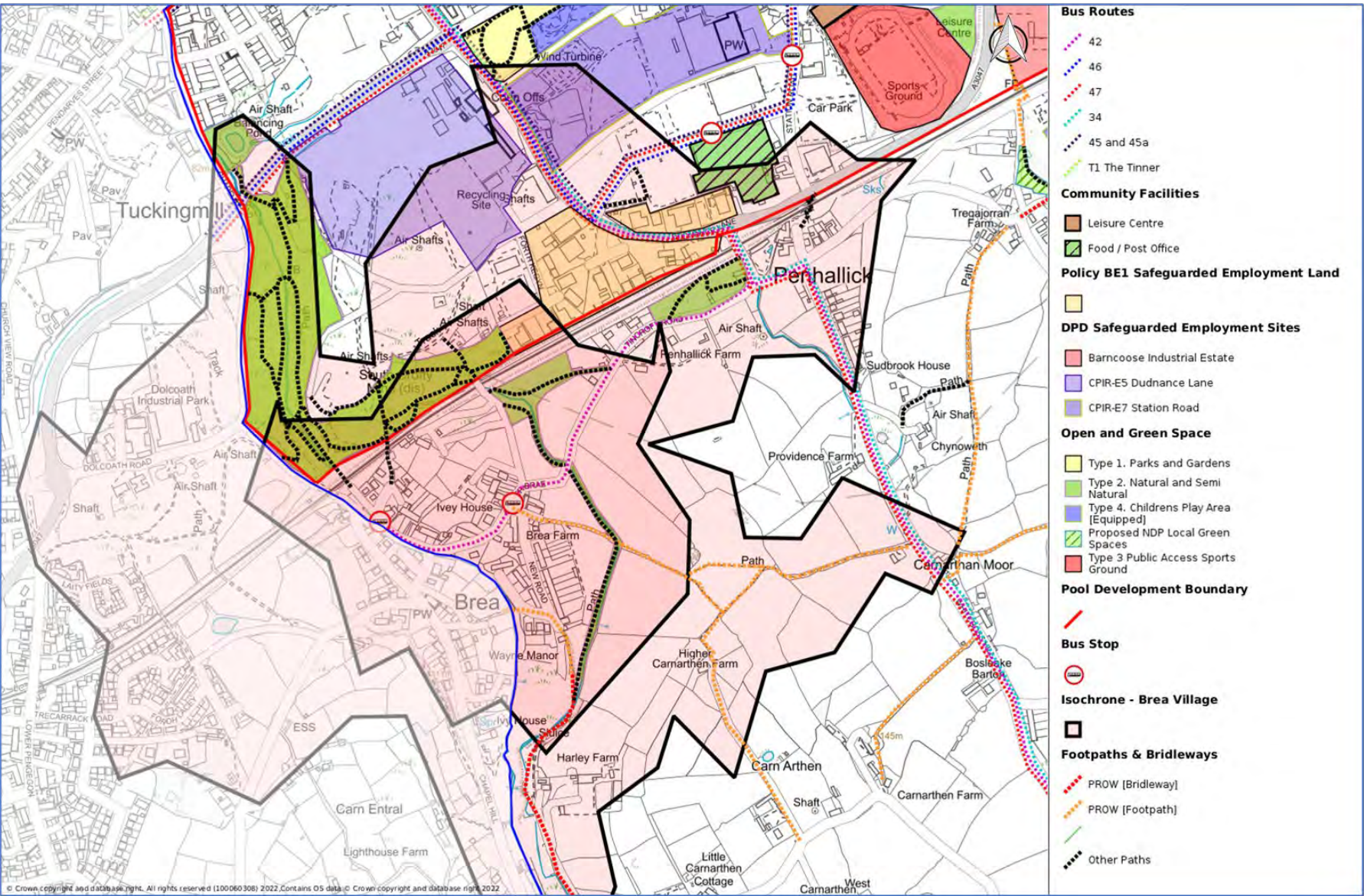
**Development Boundary**

**CONCLUSION:** This is a small isolated cluster of houses accessed via an unclassified road which is not a through route. It has no facilities and is not considered suitable for a development boundary and a presumption in favour of development.



Settlement Name: <b>BREA VILLAGE</b>	Services Present
Settlements Hierarchy Category:	<b>U</b>
1. General Shop/Post Office/Filling Station	✓ <b>[Marginal]</b>
2. Open space with play equipment	✓
3. Formal sports area/playing pitch	✓
4. Public House/Social Club	x
5. Village hall or other community gathering place	x
6. Local employment (eg workshops, factories, small offices).	✓
7. Good broadband connection	✓
8. Place of worship	x
9. Travel to work/school public transport within reasonable walking distance	✓ <b>[Marginal]</b>
10. Primary School	x
11. Doctors Surgery	x
12. Other services [eg Bank/building society].	x

13. Twenty Minute Neighbourhood Walking Isochrone

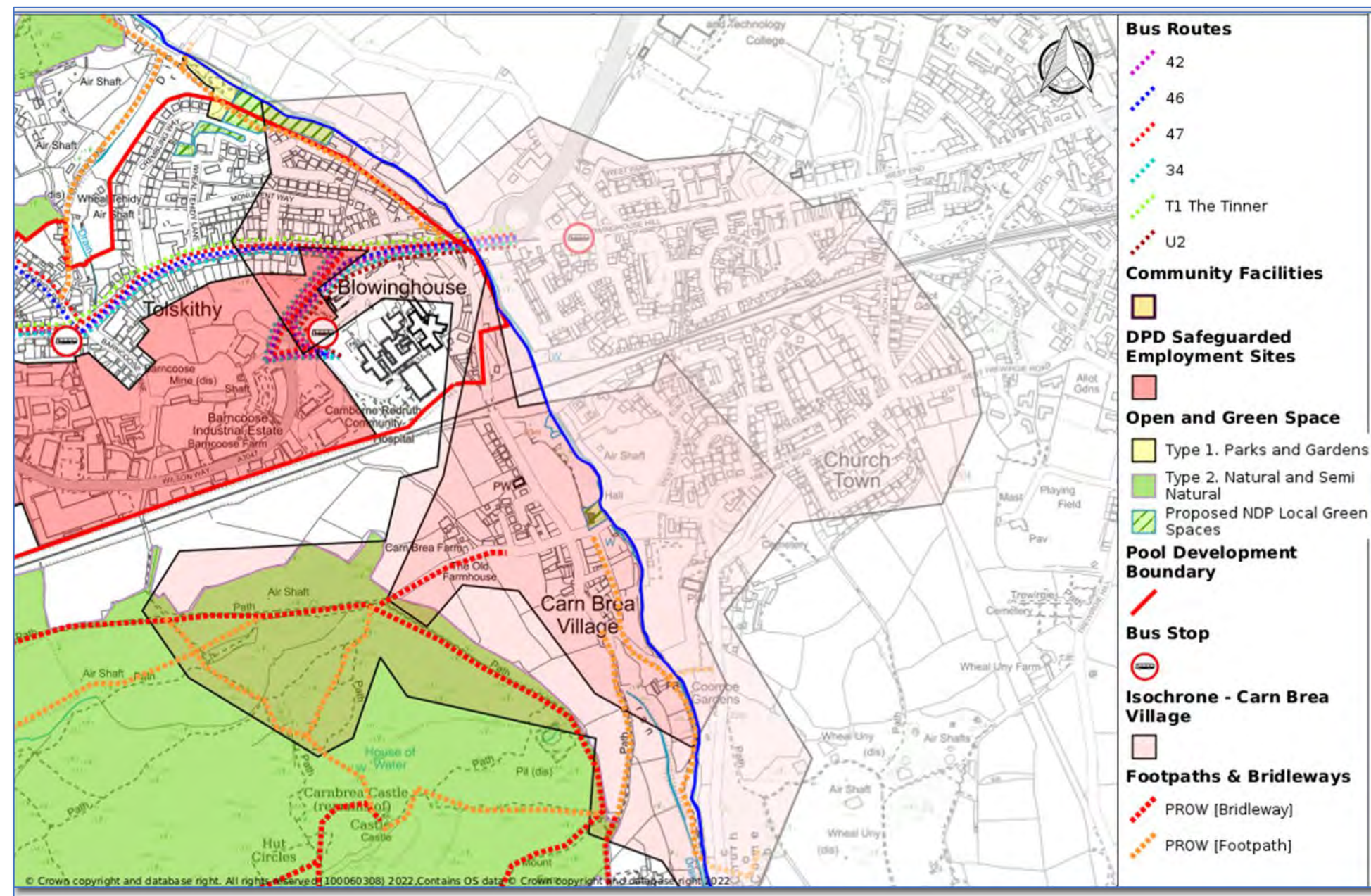


**CONCLUSION:** Brea Village straddles the boundary between Carn Brea Parish and Camborne Town Council, and the neighbourhood plan can only apply to that part of it which falls into Carn Brea Parish, although the facilities available across the boundary should be taken into account in this assessment. These include an equipped playspace and playing field. Employment and shopping facilities are available a short car journey to the north, but this is via the tightly constrained tunnel under the main line railway. The settlement nestles on the steep hillsides of the Red River, below which much of the land is in the flood zone [FZ3], precluding development. It is on the 42 bus route linking Falmouth and Camborne but this does not offer a journey to/from work service. More journeys are available at the edge of the reasonable walking distance, via a narrow road. Some small scale opportunities for infill and rounding off may be possible above this, but given the lack of facilities and difficulty in accessing the services in nearby Pool, it is not considered that the village is suitable for a development boundary and a presumption in favour of development.



Settlement Name: <b>CARN BREA VILLAGE</b>	Services Present
Settlements Hierarchy Category:	<b>U</b>
1. General Shop/Post Office/Filling Station	x
2. Open space with play equipment	x
3. Formal sports area/playing pitch	x
4. Public House/Social Club	x
5. Village hall or other community gathering place	✓
6. Local employment (eg workshops, factories, small offices).	x
7. Good broadband connection	
8. Place of worship	✓
9. Travel to work/school public transport within reasonable walking distance	x
10. Primary School	x
11. Doctors Surgery	x
12. Other services [eg Bank/building society].	x

13. Twenty Minute Neighbourhood Walking Isochrone

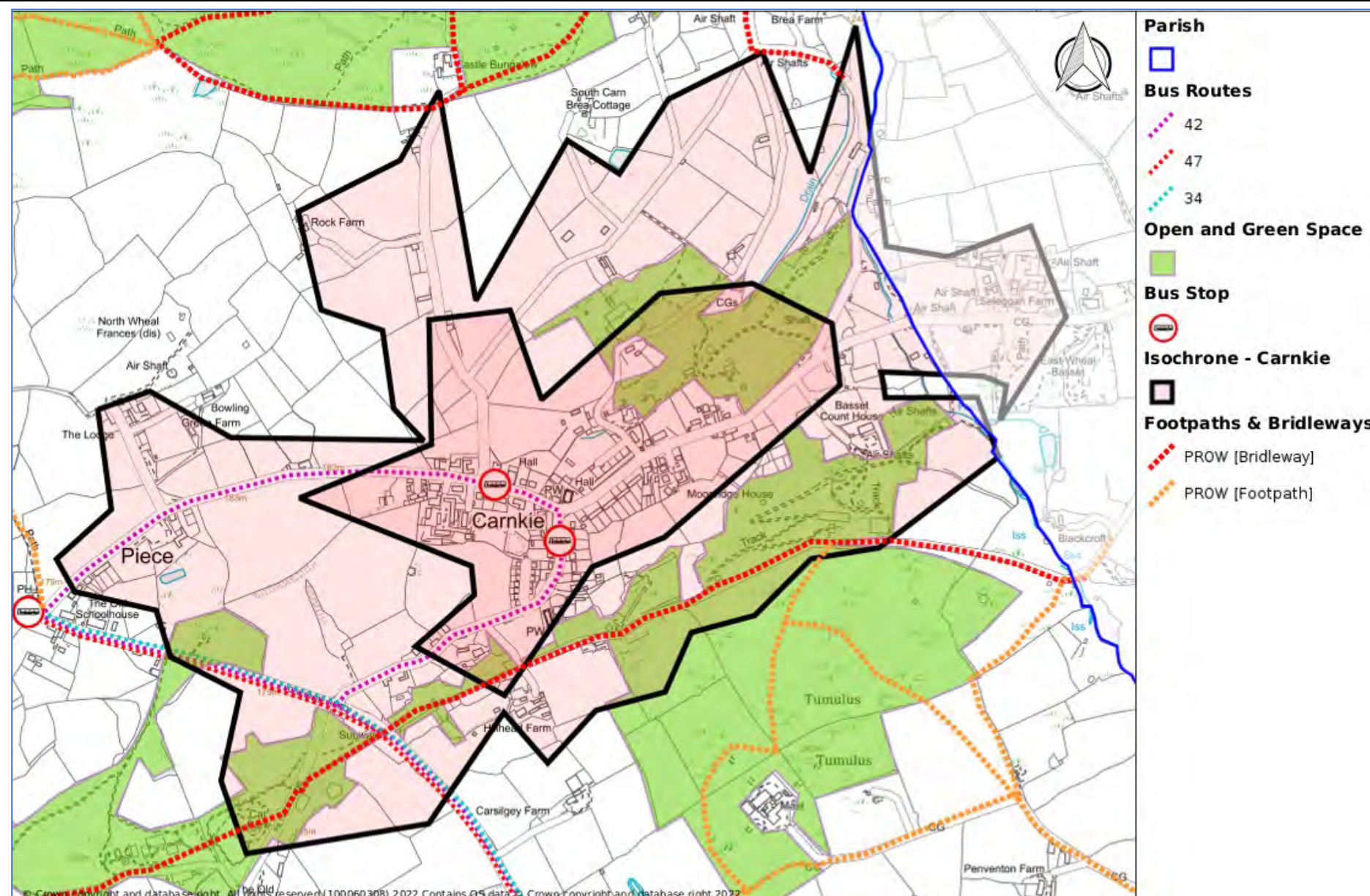


<b>CONCLUSION:</b>	Carn Brea Village is close to the employment centre of Redruth to the east, and is a short drive to Redruth Tesco, and in walking distance of several bus routes offering travel to work, school and services. It has a small village hall and is in a reasonable walk of St Euny Church. However it is a very small settlement with no other facilities, difficult access via very narrow lanes, and constrained by the flood zone [FZ3] immediately to the east of the village, so is not considered suitable for a development boundary and a presumption in favour of development.
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Settlement Name: <b>CARNKIE</b>	Services Present
Settlements Hierarchy Category:	<b>O</b>
1. General Shop/Post Office/Filling Station	x
2. Open space with play equipment	x
3. Formal sports area/playing pitch	x
4. Public House/Social Club	✓
5. Village hall or other community gathering place	✓
6. Local employment (eg workshops, factories, small offices).	x
7. Good broadband connection	✓
8. Place of worship	x
9. Travel to work/school public transport within reasonable walking distance	x
10. Primary School	x
11. Doctors Surgery	x
12. Other services [eg Bank/building society].	x

13. Twenty Minute Neighbourhood Walking Isochrone

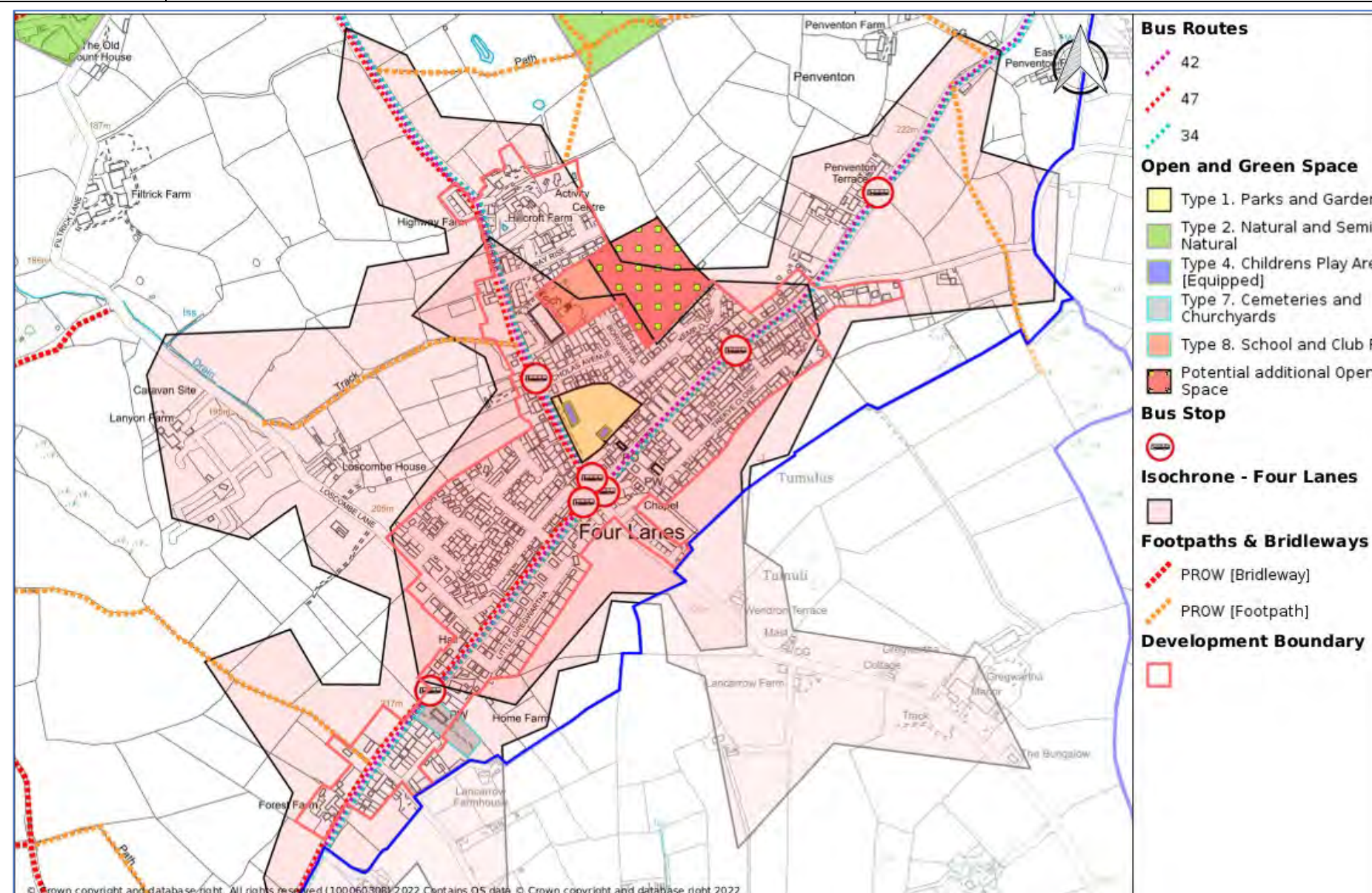


<b>CONCLUSION:</b>	Although it does have a social club [Carnkie Institute] and a village hall [located behind the old Chapel at the centre of the village], and a Methodist Church, Carnkie has no other facilities. It is on the 42 bus route linking Falmouth and Camborne but this does not offer a journey to/from work service. It is surrounded by heritage assets within the WHS, and much of the land in the vicinity is likely to be contaminated or contain shafts. The area north of the village, its centre, and the road west to Piece are in the 1:1000 surface water flood risk area. As only very limited infill development opportunities are likely to be possible, the village is not considered suitable for a development boundary and a presumption in favour of development.
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Settlement Name: <b>FOUR LANES</b>	Services Present
Settlements Hierarchy Category:	<b>D</b>
1. General Shop/Post Office/Filling Station	✓
2. Open space with play equipment	✓
3. Formal sports area/playing pitch	✓
4. Public House/Social Club	✓
5. Village hall or other community gathering place	✓
6. Local employment (eg workshops, factories, small offices).	✓
7. Good broadband connection	✓
8. Place of worship	✓
9. Travel to work/school public transport within reasonable walking distance	✓
10. Primary School	✓
11. Doctors Surgery	x
12. Other services [eg Bank/building society].	x

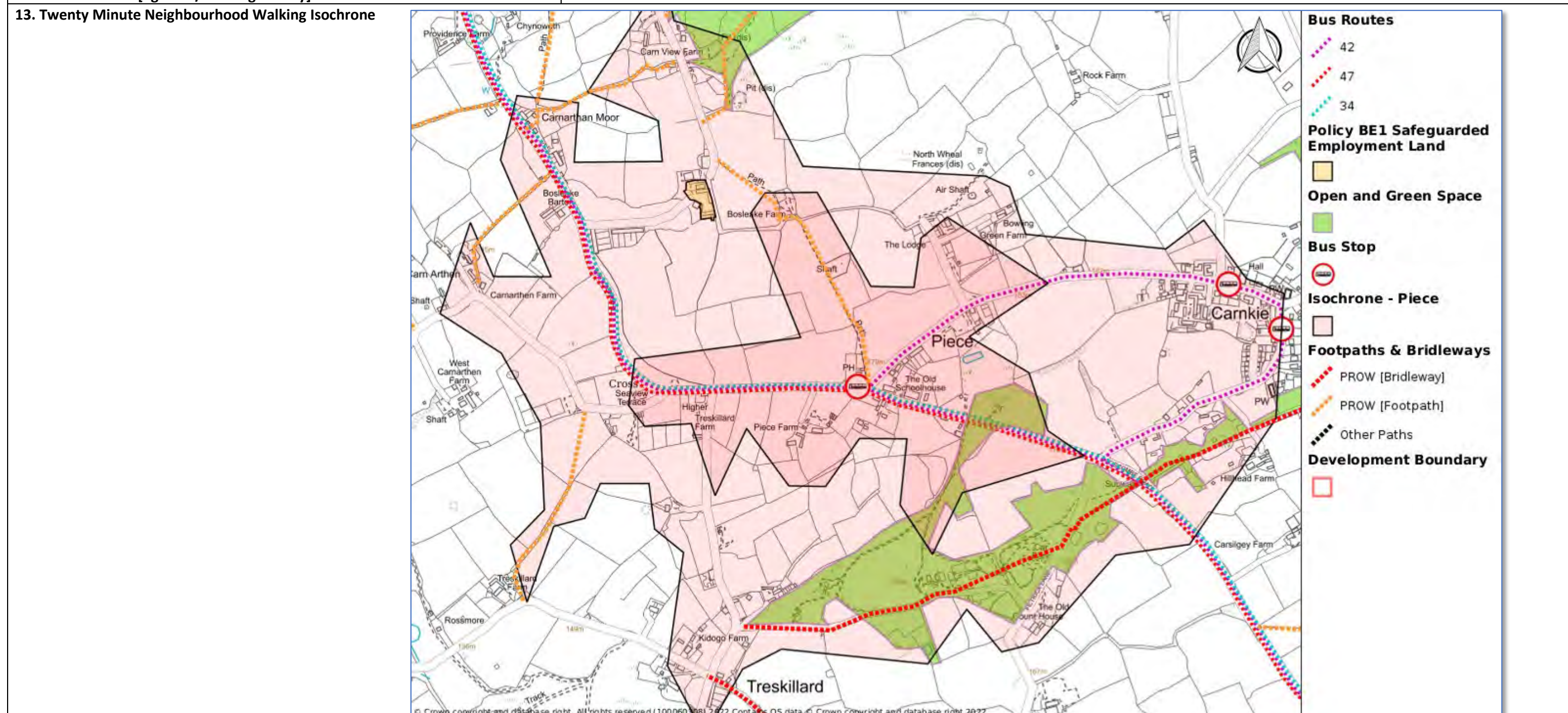
13. Twenty Minute Neighbourhood Walking Isochrone



**CONCLUSION:** The village of Four Lanes includes several facilities, including two pubs, equipped plays space and field, modern primary school, two churches, a hall and employment sites. It has public transport links offering school, work, shopping and services trips. It sits astride the Redruth to Helston road [B3297], and has been developed in depth to the north west along the 'C' class road to Camborne. This road is identified by CC as being 'traffic sensitive' at school times, but due to unavoidable on-street parking is also constrained at other times. The layout of the village is such that there appear to be some infill and rounding off opportunities worthy of examination. Given the level of facilities the settlement is considered to be a sustainable location suitable for a carefully drawn development boundary permitting for limited development to meet local needs.



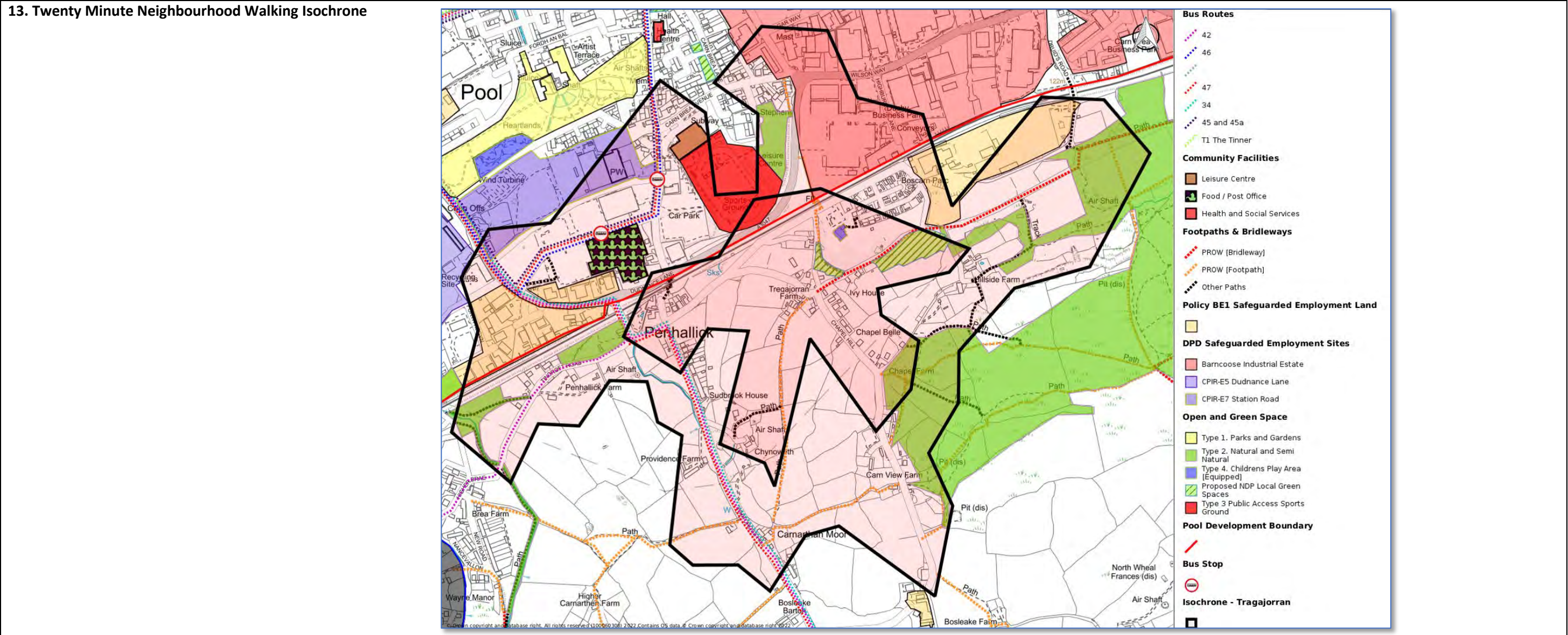
Settlement Name: <b>PIECE</b>	Services Present
Settlements Hierarchy Category:	<b>U</b>
1. General Shop/Post Office/Filling Station	x
2. Open space with play equipment	x
3. Formal sports area/playing pitch	x
4. Public House/Social Club	✓
5. Village hall or other community gathering place	x
6. Local employment (eg workshops, factories, small offices).	x
7. Good broadband connection	✓
8. Place of worship	x
9. Travel to work/school public transport within reasonable walking distance	x
10. Primary School	x
11. Doctors Surgery	x
12. Other services [eg Bank/building society].	x



<b>CONCLUSION:</b>	Piece is a very small hamlet to the east of Carnkie. It hosts 'The Countryman' Pub but otherwise has no facilities, the nearby school site having being closed and converted to residential some years ago. It is on the 42 bus route linking Falmouth and Camborne but this does not offer a journey to/from work service. It fronts a 'C' class road which has some difficult horizontal and vertical alignments and poor visibility. Therefore the hamlet is not considered suitable for a development boundary and a presumption in favour of development.
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Settlement Name: <b>TREGAJORRAN</b>	Services Present
Settlements Hierarchy Category:	<b>U</b>
1. General Shop/Post Office/Filling Station	P [Via road or across railway by footbridge]
2. Open space with play equipment	✓
3. Formal sports area/playing pitch	x
4. Public House/Social Club	x
5. Village hall or other community gathering place	x
6. Local employment (eg workshops, factories, small offices).	✓ [Via road or across railway by footbridge]
7. Good broadband connection	✓
8. Place of worship	x
9. Travel to work/school public transport within reasonable walking distance	✓ [Via road or across railway by footbridge]
10. Primary School	x
11. Doctors Surgery	x
12. Other services [eg Bank/building society].	x

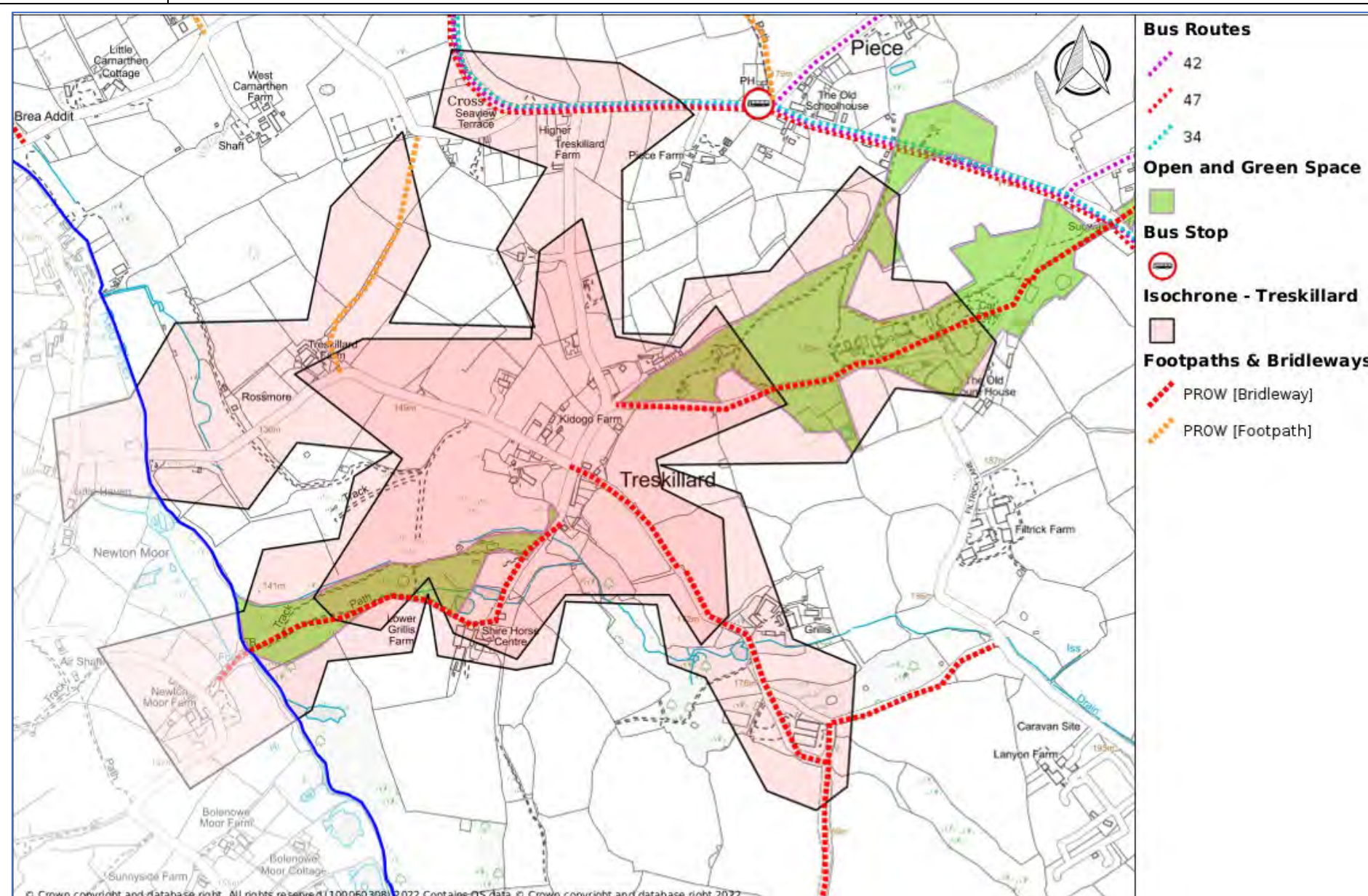


**CONCLUSION:** Tregajorran is a small hamlet detached from the nearby urban part of Pool by the main-line railway. Employment and shopping areas, and bus stops offering school, work, shopping and services journeys, are accessible on foot via the nearby foot bridge over the railway, whilst an equipped playspace and large areas of publicly accessible green space is nearby. However the settlement has no facilities of its own. It is clearly detached from the main urban area, which has a strong boundary formed by the mainline railway, and is constrained by surrounding heritage assets, which include Carn Brea conservation area and Scheduled ancient Monument, several prehistoric findspots, and the core of the World Heritage Site. It is also constrained by the County Wildlife Site formed around Carn Brea Hill, and is partially within the Area of Great Landscape Value. The settlement is of an appropriate small scale for this setting, and only very limited infill or rounding off opportunities are likely. It is therefore not considered as a suitable sustainable location for a development boundary and a presumption in favour of development.



Settlement Name: <b>TRESKILLARD</b>	Services Present
Settlements Hierarchy Category:	<b>U</b>
1. General Shop/Post Office/Filling Station	x
2. Open space with play equipment	x
3. Formal sports area/playing pitch	x
4. Public House/Social Club	x
5. Village hall or other community gathering place	x
6. Local employment (eg workshops, factories, small offices).	x
7. Good broadband connection	x
8. Place of worship	x
9. Travel to work/school public transport within reasonable walking distance	x
10. Primary School	x
11. Doctors Surgery	x
12. Other services [eg Bank/building society].	x

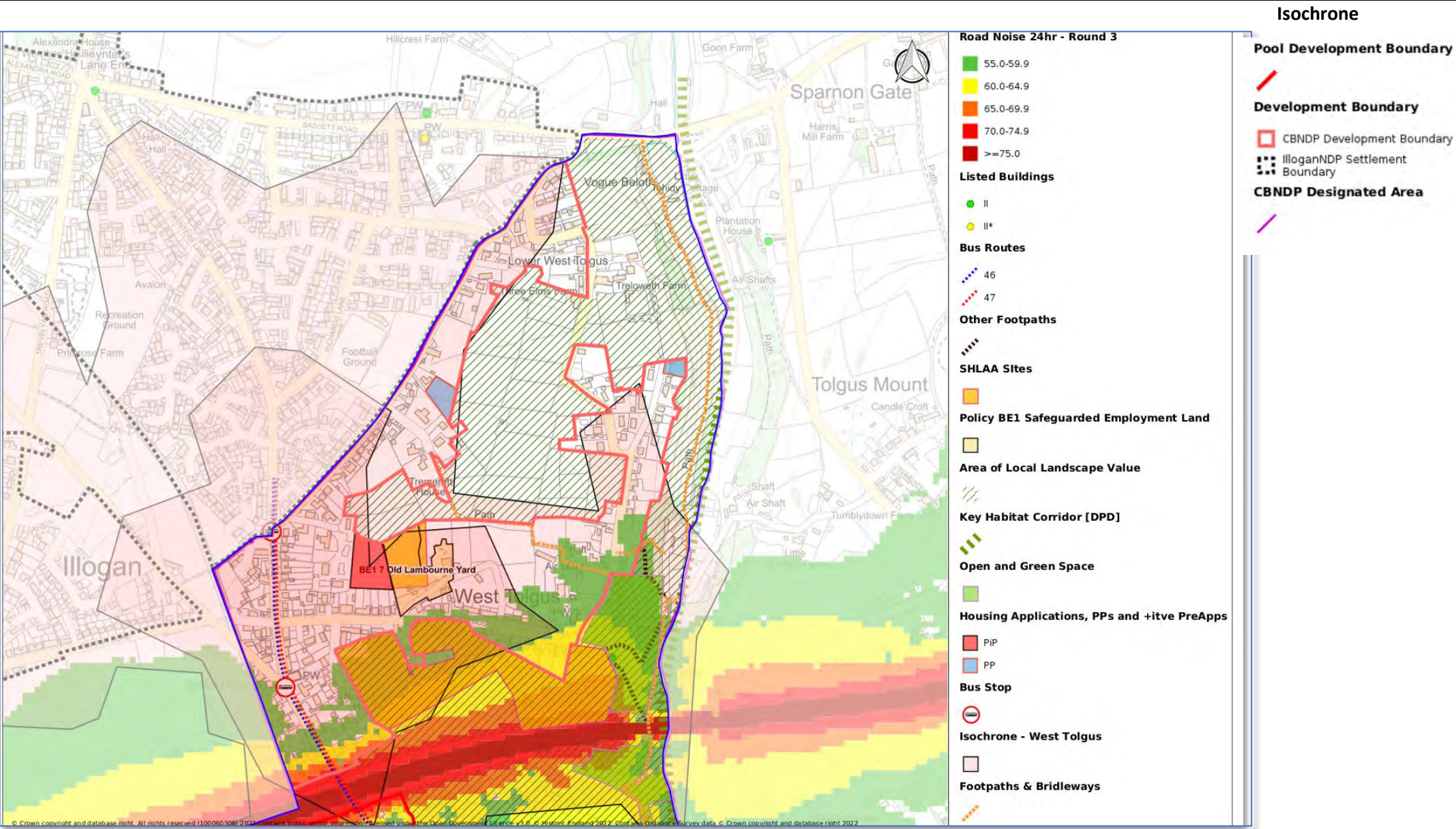
13. Twenty Minute Neighbourhood Walking Isochrone



**CONCLUSION:** This hamlet comprises a terrace of 8 houses and a scatter of other dwellings located around the junction of two unclassified lanes, not within reasonable walking distance of other facilities. Much of the undeveloped land in the hamlet is in the 1:30 surface water flood risk zone. Therefore the hamlet is not considered suitable for a development boundary and a presumption in favour of development.



Settlement Name: <b>WEST TOLGUS</b>	Services Present
Settlements Hierarchy Category:	<b>A</b>
1. General Shop/Post Office/Filling Station	✓ [Marginal]
2. Open space with play equipment	✗ [But see Conclusion below]
3. Formal sports area/playing pitch	✗ [But see Conclusion below]
4. Public House/Social Club	✗ [But see Conclusion below]
5. Village hall or other community gathering place	✗ [But see Conclusion below]
6. Local employment (eg workshops, factories, small offices).	✓
7. Good broadband connection	✓
8. Place of worship	O[But see Conclusion below]
9. Travel to work/school public transport within reasonable walking distance	✓
10. Primary School	✗ [But see Conclusion below]
11. Doctors Surgery	✗ [But see Conclusion below]
12. Other services [eg Bank/building society].	✗ [But see Conclusion below]
13. Twenty Minute Neighbourhood Walking	



**CONCLUSION:** West Tolgus is located flush up to and is contiguous with Illogan, a settlement covered by the Illogan NDP which has an extensive ‘Settlement Boundary’ [which in practical terms is a Development Boundary], and benefits from many of the services located there. Illogan is considered to be part of the category A settlement area of Camborne/Pool/Illogan/Redruth or ‘CPIR’, where by Policy 3 of the CLP a significant proportion of the adopted housing growth target can be allocated as it is an area that contains the highest level of facilities, the majority of employment opportunities. As a result West Tolgus receives considerable development interest which is having a cumulative impact. In these circumstances it is appropriate that West Tolgus is recognised as a sustainable location for growth and should have a Development Boundary that extends from the Illogan NDP ‘Settlement Boundary’.

Settlement Name: <b>POOL</b>		Services Present
		O P
Settlements Hierarchy Category:		<b>A</b>
1. General Shop/Post Office/Filling Station		✓
2. Open space with play equipment		✓
3. Formal sports area/playing pitch		✓
4. Public House/Social Club		✓
5. Village hall or other community gathering place		✓
6. Local employment (eg workshops, factories, small offices).		✓
7. Good broadband connection		
8. Place of worship		✓
9. Travel to work/school public transport within reasonable walking distance		✓
10. Primary School		✓
11. Doctors Surgery		✓
12. Other services [eg Bank/building society].		✓
CONCLUSION:	Pool is considered to be part of the category A settlement area of Camborne/Pool/Illogan/Redruth or ‘CPIR’, where by Policy 3 of the CLP a significant proportion of the adopted housing growth target can be allocated as it is an area that contains the highest level of facilities, the majority of employment opportunities and is a good location for sustainable growth. In addition, the ‘Pool Vision’ Masterplan aims ‘to establish Pool as a Town with its own community identity....’ Linking the sporadic and piecemeal growth of the past into one coherent and identifiable community. The establishment of a Development Boundary for Pool in the Carn Brea NDP could help to contribute to that. For both these purposes, a Development Boundary is therefore proposed for Pool.	

#### CONCLUSION:

From this initial step Development Boundaries are proposed for:

- West Tolgus
- Four Lanes
- Pool

#### STEP 2: COMMUNITY CONSULTATION

A consultation with West Tolgus and Four Lanes residents has been carried out, providing information about what Development Boundaries are and whether they were in favour of creating one for their village.

- West Tolgus - 30 responses were received. Of these, 28 responses were in favour of a development boundary and 2 against.
- Four Lanes - 103 responses were received from Four Lanes. Of these, 96 were in favour of a development boundary and 7 against.

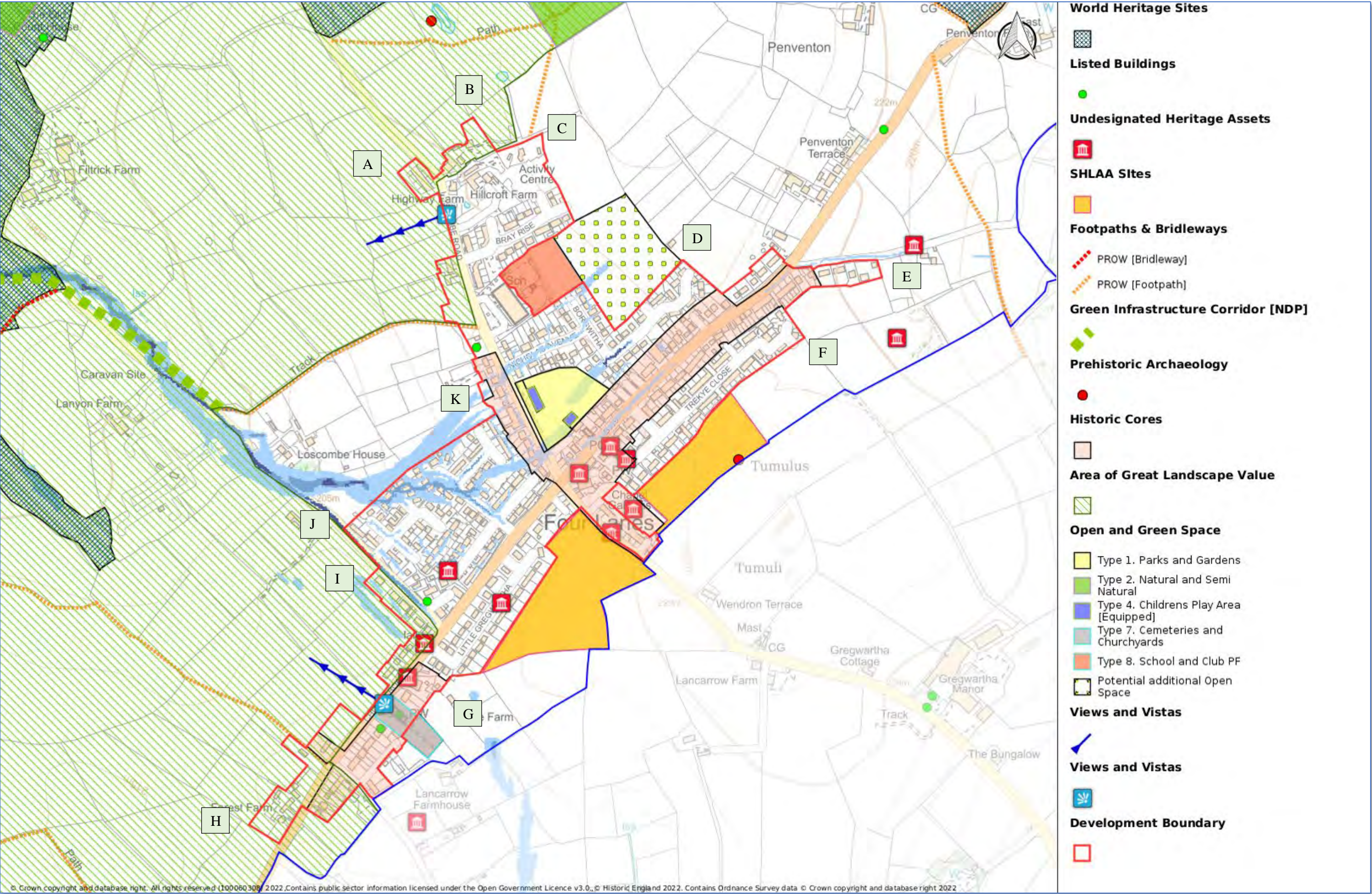
Community consultation on the concept of a distinct town identity for Pool was carried out by Cornwall Council as part of the ‘Pool Vision’ Consultation

Draft Development Boundaries for the two villages were then drawn up in basic format, and further consultation carried out in 2021. The results of this consultation may be found at Page 6 of the ‘Carn Brea Parish Issues Consultation Full Report’ by GoCollaborate August 2021.

#### STEP 3: ASSESSMENT OF SETTLEMENT BOUNDARIES OF SELECTED SETTLEMENTS TO DEFINE A DEVELOPMENT BOUNDARY

The next step is to study the proposed Development Boundaries in detail, taking into account community views, guidance on development boundaries by Cornwall Council, and case law appertaining to Previously Developed Land. Details of this guidance are given in Appendix A below.

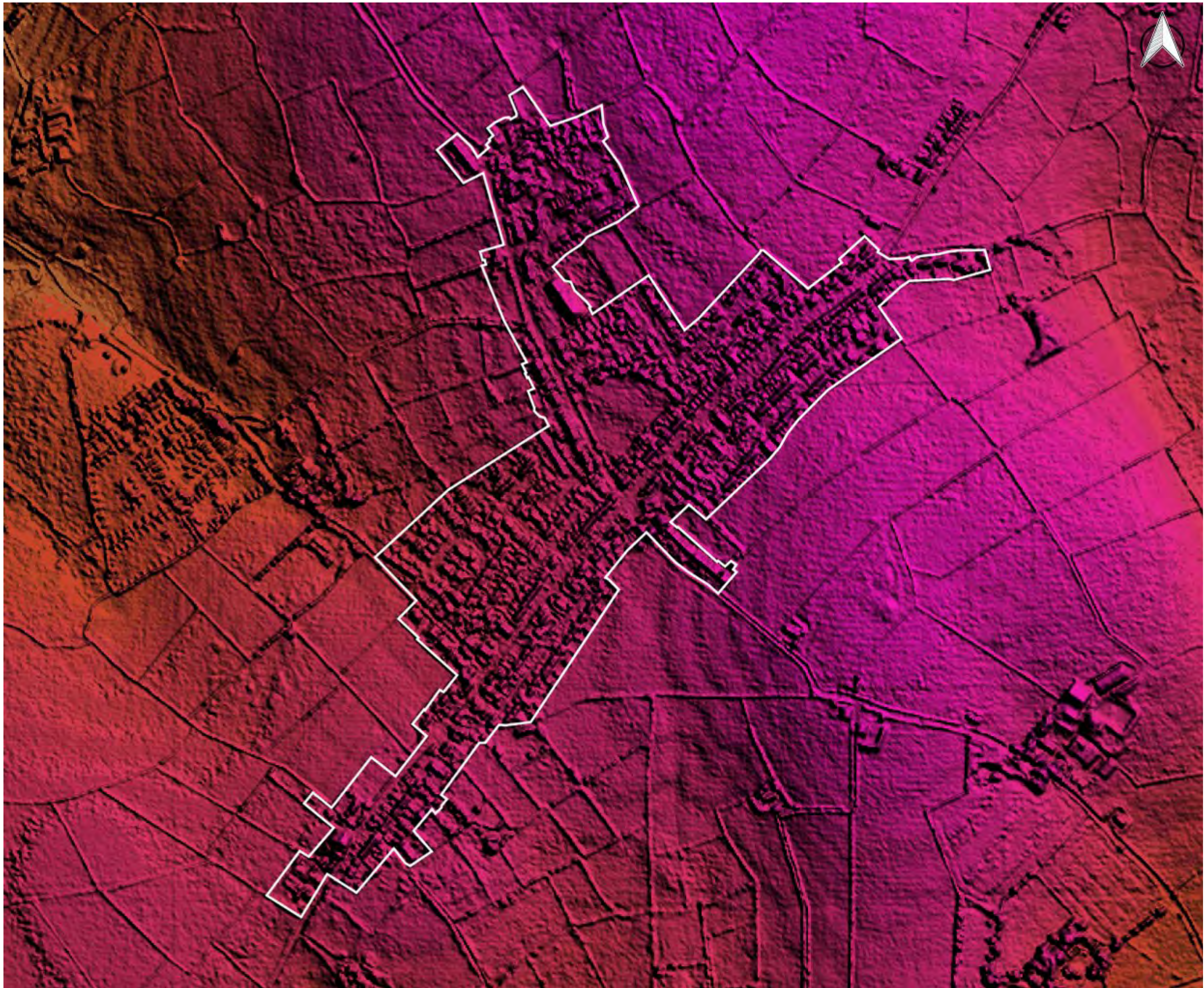














<b>SETTLEMENT NAME:</b>	<b>FOUR LANES</b>
<b>BOUNDARY SECTION.</b>	<b>CONSIDERATIONS</b>
A - B	This section of the settlement edge finishes with the buildings of the Highway Farm Activity Centre, beyond which is a small field that potentially in future could become a target for a small housing development if the development boundary were wrapped around it. As this would extend the village outwards along the Piece Rd into the open countryside, and could not be considered to be rounding-off it is proposed that the development boundary be drawn around the existing Activity Centre buildings only.
B - C	Now turning southwards, the settlement edge is clearly marked by the hedgerow interface between the activity centre buildings / archery centre, and the open fields beyond. Therefore the recommended development boundary is to include the latter. Beyond this the hedgerow boundary of the east end of Bray Rise is clearly marked. It is noted that the road stub continues up to the field boundary, indicating that there may be an intention to seek further planning permissions to develop the next field along. However, development of this is a field would not constitute rounding-off, and it is of some 1.2 ha which could accommodate 35 or more dwellings as a market development, which would cumulatively, with the realistic infill and rounding-off opportunities available in this study, be excessive in terms of the scale of Four Lanes. However a small affordable led Rural Exception housing scheme would be appropriate. Such schemes, as rural exceptions, cannot be identified as an allocation or included within a village development boundary.
C - D	Section C – D is marked by clear rear garden and school playing field hedgerow boundaries. In accordance with the methodology, the school PF, as being contiguous with the countryside, should be excluded from the development boundary. The field beyond this boundary is accessible from Borgwitha, and is partially enclosed by the settlement edge. However, as with the previous section, this would be a generous interpretation of rounding -off, and as a site of 2 ha that could accommodate up to 70 dwellings, would be cumulatively, with realistic infill and rounding-off opportunities, excessive in terms of the scale of Four Lanes. Furthermore the development of further housing off Borgwitha is considered to be beyond the capacity of Nicholas Avenue, which is narrow and often constrained by parking, and would lead to a cul-de-sac development of excessive length. However a small affordable led Rural Exception housing scheme might be appropriate. Such schemes, as rural exceptions, cannot be identified as an allocation or included within a village development boundary. Alternatively, or in combination with this, the field would be a good location for additional public open space or a school playing field extension.
D - E	The existing settlement edge along this stretch is reasonably clear from rear garden/field boundaries, so far as the modern agricultural buildings at the northern extremity, and no reasonable alternatives that would support infill or rounding-off are present. However, beyond the modern agricultural buildings adjacent to Charlynne, is a small field followed by a group of 15 dwellings in a single depth terrace [Penventon Terrace], fronting the B3297. It may be argued that this field, of some 0.2 ha, could be included in the proposed development boundary. This could accommodate up to 8 dwellings as an extension of Penventon Terrace. However, if it were included, then the single depth of development along the B3297, along with the similar single depth of development between Tara's Keep and Cobwebb Cottage would extend the ribbon development and create a clear rounding-off-like opportunity comprising the field between them, in the jaws of the junction, of 1.3ha, sufficient for an estate of 35 dwellings. Thus the filling of the gap between the settlement edge and Penventon Terrace would lead to an unwarranted extension of the village into the countryside. The development Boundary is therefore proposed not to include this land.
E - F	The settlement edge from E to F is clearly marked by rear garden/field boundaries with hedges and bushes. No reasonable boundaries exist beyond them that could accommodate an appropriate scaled and accessible site.
F - G	The eastwards facing settlement edge is formed by clear and distinct garden boundaries, beyond which are large linear fields. Two of these have been identified in the SHLAA as having housing potential by their owners. Together these total 3.94 ha, enough to accommodate in excess of 130 dwellings, and cannot be described as rounding-off. These sites are considered to be vastly beyond the carrying capacity of the village, and would not be a sustainable development. The development boundary is therefore purposed to follow the existing settlement edge.
G - H	Along the settlement edge G – H the situation is more complex. The land behind 15A Little Gregwartha was the subject of a planning application for ten dwellings [PA19/03953], which was refused as it was not be considered to be rounding off and would encroach on the countryside. A subsequent appeal was dismissed. The development boundary is therefore proposed to follow the existing settlement edge and exclude this site and follow the existing strong boundaries that are available. A small semi-enclosed area between Opie's Row and the Church graveyard looks to have some potential but a 2020 pre-app opinion was that a single dwelling here would not be infill nor rounding off and 'would result in a physical extension of the built form into the countryside which surrounded Pencoy's'.



H – I	The settlement edge H - I follows plot boundaries, most of which are reasonably strong. Beyond them the open countryside is part of the Carnmenellis Area of Great Landscape Value. Between Forest Farm [which is now residential] and Chy Pencoys an infill opportunity is possible. Between Rew Menna and Thimbles, the development boundary is proposed to follow the rear gardens of the infill site recently under construction, and then return to the road frontage. The gap between this development and Thimbles might be considered to be a rounding off opportunity that could accommodate 5 or 6 dwellings. However, it lies opposite three listed buildings, namely Pencoys Villa, the Church of St Andrew and its lychgate, all of which are Grade II listed. An appeal on the site was dismissed in 2014 because it was considered that development of the site would harm the significance of the listed buildings [APP/D0840/A/14/2227732], These circumstances have not changed. There is also an attractive view from the Church which is part of the heritage setting but has value in itself. Therefore the development boundary is proposed to follow the road frontage and exclude the potential rounding-off site.
I - J	This boundary follows the rear gardens of properties fronting Loscombe Lane, and the Lane itself, and is very distinct. Beyond them the open countryside is part of the Carnmenellis Area of Great Landscape Value.
J - K	The settlement edge formed by the rear gardens of the properties on Boskenna road, Pencardn Parc and Trevarren Avenue are clear and distinct, beyond which there are no rounding-off opportunities. Most of the land along this boundary is within a surface water flooding risk area. The east half of the area is the setting of a Grade II listed building [Loscombe House]. The fields here are generally flat and not within the AGLV, and the south-west corner, which is outside the flood risk area, could be a possible location for a small scale rural exception affordable housing scheme. with access by Loscombe Lane which has footways.
K - A	Returning northwards, the settlement edge follows the rear gardens boundaries of the properties fronting the road to Piece, and then includes a new dwelling at Curtis Meadow, and then there is a gap of two linear fields which run East West. An appeal on the site of the Four Lanes AFC was refused in 2017. This gap offers views over the rolling countryside for a very considerable distance and the Inspector considered that the site could not be considered to be rounding off or infill [APP/D0840/W/17/3171703]. Therefore the development boundary should be drawn tight to the road in this area.
<b>Biodiversity Considerations</b>	Some semi-natural habitat is identified on ERCCIS in the vicinity of Forest Farm and Pencoys, but there are no NE designations within or close to the village. The Red River arises [in part] near to the northwest corner of the settlement at Loscombe Farm. Two Cornwall Wildlife Sites are located nearby. These are Newton Moor about 450M to the north and west, and Penventon Moor about 100m to the north. These contain BAP Priority Habitats. Although not directly impacted by any development which may occur at Four Lanes, any new proposals for dwellings or employment uses should demonstrate that they do not indirectly harm the two CWS sites.
<b>Landscape Considerations</b>	The village is located on the Carnmenellis intrusion, in a shallow valley on the south-western slopes of Penventon Moor, amongst the ‘Higher Level Ground’ landscape character area [See CBN DP Local Landscape Character Assessment]. It sits amongst open fields of arable/grazing land with minimal tree cover, crossed by Cornish hedges dotted with granite buildings. Many locations in the area enjoy spectacular views, some of which are important to the village character. Countryside immediately around the settlement is post-medieval, but shortly beyond that to the west is an extensive area of medieval farmland. The general atmosphere is one of tranquillity. Barring the Church, all development is one or two storey, and frequent use is made of local materials. New development around the settlement must be of a small scale with layouts that complement the existing village form and do not project harmfully into the open countryside, whilst keeping to the consistent low profile and using local materials/colours.
<b>Historic Environment Considerations</b>	Four Lanes has 5 listed buildings, including the interesting group at St Andrews Church, Pencoys, and the post-medieval Hull at Loscombe Farm. There are 12 recognised undesignated historic assets shown on the Cornwall HER, all post-medieval, mainly 19th century, including 5 further Hulls, 2 Sunday School buildings, mining and stream working sites, and a ‘Wrestling Field’. These are mainly clustered in two areas, which it is proposed to designate in the NDP as Historic Cores’. Two Iron Age sites are recorded outside but nearby the village. The proposed Development Boundary avoids infill and rounding-off development opportunities where they could have an impact on designated historic environment assets, whilst in the Historic Cores new development should pay particular attention to the historic context under NDP Policy D3. Outside that area any small scale development will need to demonstrate that the historic context is understood and that NDP Policy D2 is complied with*.
<b>Comment &amp; Conclusions</b>	<b>The village of Four Lanes includes several facilities, sits astride the Redruth to Helston road [B3297] and has public transport links offering school, work, shopping and services trips, so has for long been an attractive location for residential development. The layout of the village is such that there whilst there are some infill opportunities, rounding-off is constrained by heritage, landscape and countryside policy considerations, although some of these may be suitable for ‘rural exceptions’ to such policies in order to release affordable housing. Larger developments beyond rounding-off would not be sustainable. Recognising the level of facilities available the settlement is considered to be a sustainable location suitable for a carefully drawn development boundary permitting for limited infill development, that may also help to release rural exception sites for affordable housing.</b>

\* Proposed NDP Policy D2

New development proposals will be supported, as appropriate to their nature and location, where:

- a) it is demonstrated that their format, scale, massing, density, articulation and use of materials and other external finishes, and orientation and location within the site, is drawn from and influenced by the distinctive historic architectural, design and cultural traditions established in the surrounding character area.
- b) if it involves or would have an impact Designated or Non-Designated heritage assets\*, it complies with Cornwall Local Plan Policy 24 and national policy and guidance and seeks to preserve the building or its setting or any features of special architectural or historic interest which it possesses. [Such proposals must be accompanied by a heritage impact assessment which demonstrates that any harmful impact of the development on the significance of the asset and its contribution to the historic character of its setting is adequately mitigated or that an enhancement results].
- c) In view of potential for prehistoric and mediaeval sub-surface evidence of sites in the Parish, a proportionate archaeological and heritage assessment is accepted and any subsequent archaeological investigation and heritage impact mitigations are agreed. For mitigation consideration should be given to the provision of material/resources to Kresen Kernow (County Records Office).















<b>SETTLEMENT NAME:</b>	<b><i>WEST TOLGUS</i></b>
<b>BOUNDARY SECTION.</b>	<b><i>CONSIDERATIONS</i></b>
A - B	The boundary from point A to B comprises a strong edge formed by the rear gardens of Beacon View Park and their interface with the agricultural land to the east. Thereafter it follows the lane bounding Lower West Tolgus. The land to the east of this drops down into the river valley of the Tolskithy Stream, linking into the linear green area separating Pool and Illogan from Redruth, forming a key habitat corridor.
B - C	From B to C the proposed DB also follows rear garden boundaries with the quiet and pleasant fields projecting into the built up area, but skirting the area of recent small housing PPs at the rear of 'Comino' and the houses fronting Merritts Hill. Part of the garden of Tremerrit is excluded as it projects into the green area and if included would trap a pocket of land. This might be viewed as being a 'rounding-off' opportunity, subject to satisfactory access being available. However, there have been several developments in the area recently that are gradually eroding the green, quiet character of the small fields of West Tolgus, and further such development risks changing the character radically, extending urban sprawl in depth towards the Tolskithy Valley. Also the majority of this area is beyond a convenient ten minute walk of the local facilities. For this reason the pocket of land which forms a 'bight' between the development in the Merritt's Hill area and that on West Tolgus Lane is excluded from the Development Boundary and is proposed as an Area of Local Landscape Value, where new development will be minimised.
C - D	From C to D the proposed Development Boundary follows the northern boundary of the Old Lambourne Yard industrial land behind West Tolgus Lane [which is safeguarded in the NDP], including an area between this and the new Kel Skiber estate to the west, which has had a positive Planning in Principle notice and a Technical Details Consent application is currently in progress [PA22/02441]. By following this line the boundary includes some land, of less value than the fields to the north, that may be suitable for rounding off and infill. Then returning north, the proposed Development Boundary follows rear garden boundaries, excluding the 'bight' of land referred to above.
D - E	Along this part of the settlement edge the proposed Development Boundary runs south parallel to the Tolskithy Valley, again following clear residential garden boundaries, below which is the river. After Valley View the Boundary follows the Lane to point E.
E - F - G	<p>Now moving west, the settlement edge is formed by a row of modern dwellings, the Development Boundary utilising their rear garden boundaries. To the south of this is an area which has in the past been identified in the Housing Evidence Report for the CPIR as site 5 or CPIRSO4 [East Tolgus], in which the area was not considered suitable for residential development on the basis that, compared to other sites, it had the joint lowest score regarding accessibility, was further away from the public transport network, particularly the rail Network, and would be more problematic to link in to the existing highway network than the other site options and had issues regarding deliverability.</p> <p>PA11/05442 for the erection of 40 dwellings on land at the east of this area, in the section E to F, was refused and dismissed on Appeal in 2012 as the site was considered to be detached from the main built up area, not sustainable in terms of access to services, and out of scale and character compared to the adjacent patterns of development, and would harm the rural character and visual amenities of the area.</p> <p>Application PA18/10078 for 43 dwellings in the section F to G was withdrawn in 2019, after considerable local residents' concern. There is a note about pre-app opinions on this site [PA17/00852/PREAPP - Preapplication advice for residential Development of between 60 to 70 dwellings (Includes Highway Consultation) of 02/05/2017; and PA15/01985/PREAPP - Residential Development of 06/08/2015] but neither appears on the Planning Register.</p> <p>The land also forms a useful buffer between the existing dwellings and the A30, which is a significant noise source. The fields are on the edge of a Noise Action Plan area as under the Environmental Noise Directive. The land is within a 24hr Strategic Noise Mapping Zones for 16hr, 24 hr and Night-time noise levels of more than 60 to 75dba, which shows that new residents could be exposed to environmental noise [nb Noise above 70 dB over a prolonged period of time may damage human hearing]. To supplement the modelled DEFRA noise map, local measurements on the LAeq16hr basis were made recently which indicate an average of 64.2 dB at a property fronting Higher West Tolgus lane in prevailing south-westerly wind conditions. This may reflect increased levels of traffic since the DEFRA model data was prepared in 2017. Local observations indicate that noise levels as experienced are noticeably higher when the wind is in a southerly or easterly direction.</p> <p>Furthermore, this land contributes to the broad area of rural land separating Pool/Illogan/West Tolgus and Redruth, which is reducing over time through the cumulative effect of new development, such as the Tolgus Urban Extension in Redruth. It also links with the Tolskithy valley, which has recognised strategic open space and landscape value and forms an important habitat corridor.</p> <p>For these reasons, despite the strong boundary that could be provided by the A30, this area is considered to be unsuitable for a rounding-off development. Given the need also to ensure that development in this area does not lead to coalescence between Pool/Illogan/West Tolgus and the Tolgus Urban Extension in Redruth, and to protect and enhance the landscape value and habitat corridor formed by the Tolskithy Valley, it is proposed that all this land be included in the Area of Local Landscape Value, linking up with other areas of open land identified in the CLP Site Allocations DPD as having strategic value.</p>



G - H	Here a strong boundary is offered by the A30 dual carriageway.
H - A	From H to A the development boundary follows the Parish Boundary which is also the rear garden boundaries of properties fronting Broad Lane.
<b>Biodiversity Considerations</b>	The Tolskithy valley contains an expensive linear area of semi-natural habitat as identified on ERCCIS. The valley is much altered by post-industrial mineral streaming but nevertheless retains areas of broadleaved woodland, dry heathland bracken and scrub which serve as a habitat corridor linking with adjoining land via hedgerows and fields. Consequently in recognition of the wildlife resource it offers, the NDP proposes to designate the valley as a Key Habitat Corridor Although not directly impacted by any development which may occur at West Tolgus, any new proposals for dwellings or employment uses should demonstrate that they do not indirectly harm the corridor and its valuable habitat..
<b>Landscape Considerations</b>	<p>West Tolgus is located in two NDP LLCA landscape character areas. These are, above the valley, the rolling ground, and the valley itself.</p> <p>The rolling ground includes some woodland, mostly concentrated on the eastern edge of this area, on the western extreme of Tolskithy valley. The trees are native to the area but is all recent. Hedges are in their original positions with no apparent increases in sizes of the post mediaval fields, they remain medium to small in size. The hedges are traditional Cornish (stone), mainly granite, and are mature and full of plant life, not managed apart from the occasional cut-back. Most hedges have, typically, trees growing in them, some very mature. They are sculpted by exposure. The edge between the open land and the urban development is very distinct on the west, but is more gradual on the east. The general atmosphere to the north is one of tranquillity, disturbed in some conditions by noise from the A30, whereas to the south the A30 is a distinct noise source. The ‘3 stacks’ offer a wonderful panoramic view of the area, including Tolskithy valley and south all the way to Carn Brea itself. A magnificent view south can also be experienced from Grenifer Road.</p> <p>The valley itself has steep slopes formed by mining waste heaps, and a valley bottom much affected by streaming for minerals. It is now mostly overgrown and forms a natural landscape which has historical remains, now mostly overgrown with trees and fauna. The valley is a green corridor of semi-natural habitat that forms an oasis for recreational use, brining tranquillity, biodiversity, with the sound of running water and bird song.</p> <p>Barring the old industrial chimneys, all development is one or two storey, and frequent use is made of local materials. New development around the settlement must be of a small scale with layouts that complement the existing village form and do not project harmfully into the open countryside, whilst keeping to the consistent low profile and using local materials/colours.</p>
<b>Historic Environment Considerations</b>	West Tolgus has 1 listed group, the ‘3 chimneys’ referred to above. However there are 15 recognised undesignated historic assets shown on the Cornwall HER, all post-medieval, mainly 19th century, including a Chapel and Sunday School buildings, mining and stream working sites. These are mainly clustered along the Tolskithy valley. The proposed Development Boundary avoids infill and rounding-off development opportunities where they could have an impact on designated historic environment assets and any small scale development will need to demonstrate that the historic context is understood and that NDP Policy D2 is complied with*.
<b>Comment &amp; Conclusions</b>	<i><b>The western side of West Tolgus has convenient access to some facilities shared with Illogan and Pool, but the eastern side is more remote. This latter area has a quiet rural feel and charm. Although ribbon development along West Tolgus Lane has enclosed a large area of small post-medieval fields, they are the reason for the rural character, and they make a significant contribution to the separation of the Illogan/Pool urban area and Redruth to the east. They also host a variety of habitat and species which link with the key habitat corridor formed by the Tolskithy Valley. Their loss to development, perhaps perceived as ‘rounding-off’, would replace the current character with a spread of urbanisation that would destroy its charm, and seriously impact on the landscape and wildlife value of the area, encouraging more coalescence with Redruth. There are also concerns for the potential noise issues for residents should the southern fields be developed. Therefore the Development boundary of West Tolgus is drawn to allow for some limited rounding-off and infill, whilst the majority of the area is excluded and proposed as an Area of Local Landscape Value, linking up with other areas of open land identified in the CLP Site Allocations DPD as having strategic value.</b></i>

\* See note above.

<b>SETTLEMENT NAME:</b>	<b><i>POOL</i></b>
<b>BOUNDARY SECTION.</b>	<b><i>CONSIDERATIONS</i></b>
<b>Comment &amp; Conclusions</b>	<b><i>Pool Development Boundary closely follows the extent of the existing settlement, taking into account the Cornwall Local Plan Site Allocations Development Plan Document provisions, and any commitments (PPs and sites U/C).</i></b>



APPENDIX A: SETTLEMENT DEVELOPMENT BOUNDARY ASSESSMENT GUIDELINES

Introduction

This report sets out the rationale guiding the review and drawing up of a development boundary within the Neighbourhood Development Plan

Definitions

The terms ‘development boundary’, ‘development limit’, ‘red line’ and ‘settlement boundary’ tend to be used loosely and cause confusion. Therefore, the phrase ‘*development boundary*’ has been adopted to describe the line which defines the separation of village and countryside and beyond which more restrictive countryside planning policies apply.

Background

National Planning Policy Framework 2021

The parts of the NPPF that have a general relevance to setting boundaries around different land uses within plans are as follows:

- Para 9:
- ‘Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area’.
- Para 13:
- ‘Neighbourhood plans should support the delivery of strategic policies contained in local plans or spatial development strategies; and should shape and direct development that is outside of these strategic policies’
- Para 16d:
- Plans should ‘contain policies that are clearly written and unambiguous, so it is evident how a decision maker should react to development proposals’
- Para 23:
- ‘Broad locations for development should be indicated on a key diagram, and land-use designations and allocations identified on a policies map’.
- Para 28:
- ‘Non-strategic policies should be used by.... communities to set out more detailed policies for specific areas, neighbourhoods or types of development. This can include allocating sites, the provision of infrastructure and community facilities at a local level, establishing design principles, conserving and enhancing the natural and historic environment and setting out other development management policies.
- Para 29:
- ‘...Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan....’
- Para 70:
- Neighbourhood planning groups should also give particular consideration to the opportunities for allocating small and medium-sized sites (of a size consistent with paragraph 69(a) suitable for housing in their area.
- Para 71
- Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area.
- Para 105:
- ‘The planning system should actively manage patterns of growth in support of these [sustainable transport] objectives’.

National Planning Practice Guidance

Plan-making Chapter, Para 002:

- Where sites are proposed for allocation, sufficient detail should be given to provide clarity to developers, local communities and other interested parties about the nature and scale of development. Where a local plan contains both strategic and non-strategic policies, the non-strategic policies should be clearly distinguished from the strategic policies.
- The policies map should illustrate geographically the policies in the plan and be reproduced from, or based on, an Ordnance Survey map.

In summary, national policy and guidance seeks to direct most development to settlements where it can achieve the best levels of sustainability, requires the differentiation of areas for different uses such as settlements and the open countryside, and requires that development allocations should be shown on a policies map. Logically therefore settlement development boundaries may be drawn to accommodate new development where it is proposed.

Cornwall Local Plan

Relevant parts of the CLP include:

‘The role and function of places’ Chapter:

Policy 3 says that the Cornwall Site Allocations DPD or Neighbourhood Plans will manage the delivery of housing, community, cultural, leisure, retail, utility and employment provision.

Para 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’.

Para 1.53 says that ‘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’. This includes the single use of the phrase ‘organic development’ in the document, and it is no further elucidated. We can assume that the



phrase encompasses an ‘adaptive planning’ approach, where Town Planning facilitates and shapes natural growth so that it is sustainable, rather than meaning the adoption of a completely unplanned approach, and that therefore the use of development boundaries remains legitimate within the CLP strategy.

Para 1.60 of the Local Plan says that the housing apportionments in Table 1 set out the level of growth expected in the Community Network Area or town noting that some of this housing will already have been built since 2010 and other sites will also have obtained planning permission but not yet have been built (commitments).

Para 1.61 and 1.62 say that in assessing how the remainder of the housing apportionment is to be met, the deliverability of those sites with planning permission during the Plan period and an allowance for windfall development that is likely to come forward during the Plan period: the residual is the level of growth that will need to be provided by allocations in either the Site Allocations Development Plan Document or Neighbourhood Plans.

Para 1.64 ...’ Development should be of a scale and nature appropriate to the character, role and needs of the local community’.

Para 1.65 ...’ ‘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 1.66 Large gaps in frontages, (i.e. bigger than one or two dwellings between buildings or groups of buildings) ‘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’.

Para 1.67 Large gaps between the urban edge of a settlement and other isolated dwellings beyond the edge of the settlement ‘are not appropriate locations for infill development’....

Para 1.68 is about smaller villages and hamlets, and has some useful definitions that may help in setting a development boundary....

- Rounding off: 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.
- Previously developed land: In principle, the use of previously developed land within or immediately adjoining the settlement will be permitted provided it is of a scale appropriate to the size and role of the settlement.
- Rural Exception sites: These are affordable housing led developments adjoining, or physically well related to, the built form of existing settlements, (they allow for a proportion of market housing where it is required to support delivery of the affordable element). The definition of these sites is set out in Policy 9 of the Local Plan.

Para 2.32 is also relevant. It says that the CLP seeks to address the needs of rural areas, looking in particular at shared solutions to the provision of services and facilities locally as well as options for improving access to larger centres. It is important that these rural areas can continue to thrive both economically and socially. The focus for rural settlements is to meet local need while reflecting and respecting the character of settlements. Neighbourhood Plans may, if they feel it appropriate, look to identify specific settlement boundaries consistent with this approach.

Para 2.33 says that open countryside is defined as the area outside of the physical boundaries of existing settlements (where they have a clear form and shape). The Plan seeks to ensure that development occurs in the most sustainable locations in order to protect the open countryside from inappropriate development

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.

In summary, the Cornwall Local Plan says that the Neighbourhood Plan must plan to meet the residual growth requirements of the apportionments set out in it, and that the use of Development Boundaries is permissible. It gives some definition to the terminology which must be reflected in the setting of settlement boundaries. If a development boundary is to be used as a planning tool, it must allow for the necessary residual development to meet growth needs, as required by the Cornwall Local Plan.

### **Benefits/Dis-Benefits of Development Boundaries**

#### ***Benefits***

- Gives positive direction, seen as a clear act of planning by community
- Provides clarity to all – is easily understood
- Defines area that to which divergent policies may apply
- Can explicitly include new growth
- Facilitates sequential approach to identification of most sustainable development sites
- Facilitates policies to encourage development of previously developed land in preference to green fields
- Can also help protects most sensitive landscape areas and prevent coalescence of settlements

#### ***Disbenefits***

- Reduced flexibility to respond to change
- Can create a divisive ‘rallying point’ for different interests
- Restricts ‘organic’ change
- Resource requirements to set up can be heavy
- Expectations that no housing will occur may be raised that might not be delivered (ie rural exceptions for affordable housing may be permitted)
- SEA may be required if large areas are included



In summary, on balance, the use of development boundaries is a useful planning tool that gives clarity and support for other planning policies. Inside the boundary is where the market-led housing policies apply, outside is where rural needs and affordable housing-led policies apply.

**Existing development boundaries**

Historically, some of the settlements in Cornwall had defined development boundaries in their District or Borough Local Plans (also referred to as settlement boundaries). These would now be out of date and none are retained for planning purposes by the Cornwall Local Plan (CLP) so there are no development boundaries in place in Cornwall, unless they are defined in a neighbourhood plan. Whilst these older boundaries may be informative, they should not be the basis for the future definition of the boundaries.

**Criteria for definition of the Development Boundary.**

Chief Planning Officers Advice Note on Infill/Rounding Off gives pointers as to good practice in drawing up development boundaries. See: <https://www.cornwall.gov.uk/media/fxebiwus/infill-or-rounding-off-chief-planning-officer-s-advice-note.pdf>

Taking into account the forgoing analysis and the Chief Planning Officers Advice Note on Infill/Rounding Off, the following local criteria are recommended to determine the boundaries of the settlements:

**1. General Rules**

Reflect and respect the landscape and historic character and built form of the settlement, taking into account biodiversity and protection of wildlife habitats, important heritage features, access to facilities, services and transport links and the presence of safe walking and cycling links.

**2. Defining the Boundary**

Follow clearly defined features such as field boundaries, roads, streams, walls, well-established fences, curtilage of properties (including residential gardens) physically linked to the built part of the settlement

**Include:**

- a) Gardens of properties unless particularly large and extend into the open countryside, or have significant environmental constraints (see (j) below).
- b) any existing development (residential, employment and other built uses) including Rural Exception Affordable Housing sites which have been completed or are under construction.
- c) any existing planning permissions: these could reasonably include both permissions and application sites where there has been a decision to grant PP subject to completion of a S106 and other agreements, but otherwise undecided applications should not be included at this stage.
- d) traditional rural buildings which have been converted to residential use, together with their residential curtilages providing they do not project substantially into the countryside.
- e) redundant traditional agricultural buildings with potential for conversion.
- f) redundant modern agricultural buildings but only if the buildings have had a lawful use and have been redundant for at least 10 years.
- g) small gaps in otherwise continuous built frontages that do not extend the settlement into the open countryside and could provide opportunities for infill by a small number of dwellings.
- h) rounding-off opportunities at the settlement edge formed by small areas of land with at least two sides substantially enclosed by development, and where the other boundaries are clearly defined by long standing physical features that can act as a barrier to further growth (such as a road, Cornish hedge, or substantial hedgerow) and would not visually extend development into the open countryside.

**Exclude:**

- i) sites with unimplemented planning permissions for Rural Exception Affordable Housing.
- j) particularly large gardens which are considered to extend into the open countryside.
- k) large gardens which have significant environmental (flooding, SSSI etc), historic environment, or infrastructure constraints which mean it not likely to accommodate sustainable development.
- l) separate curtilages to dwellings (e.g. many cottages in Cornwall have detached allotments) which are clearly detached from the main body of the settlement.
- m) isolated or sporadic development, free standing, individual or groups of dwellings, farm buildings or other structures which are of a different character to or clearly detached from the main built-up area.
- n) larger scale amenity land, such as parkland, kick-about areas, school and club playing fields.
- o) single depth development (ribbon development) along roads leading out of the town unless physically well related to it.
- p) working farms and nurseries with modern agricultural buildings situated alongside the existing boundary.

**3. Exceptions**

There will also be occasional situations where a different approach to the above is necessary because of particular local circumstances. These should be very rare exceptions to the methodology above and only for clear planning reasons which can logically justify the exception. Any such exceptions are carefully explained in the analysis section below.

**4. Hamlets**



The Carn Brea Parish landscape also includes a scatter of small hamlets. It is not necessary to define development limits for these. There may be scope for very small-scale infill in such hamlets and these will continue to be judged on a case-by-case basis against Policy 3 of the Cornwall Local Plan.

**5. Previously Developed Land [“PDL”]**

NPPF guidance encourages the use of previously developed land<sup>1</sup> over other land where it is sustainably located. The inclusion within a development boundary of PDL located adjacent to settlements is therefore appropriate unless other environmental, social and economic considerations outweigh this. *Care needs to be taken on this in Carn Brea Parish Parish, as sites that have been developed for minerals extraction and are subject to restoration requirements through planning conditions or legal agreements, or where the remains of the permanent structure or fixed surface structure have blended into the landscape, are not PDL and are therefore not subject to the presumption in favour of development.*

**6. Are Residential Gardens PDL?** Case law is that gardens within a built-up area (ie within a Development Boundary) are not to be considered as PDL so therefore there is no special NPPF encouragement to see them developed. However infill and rounding off policies will apply to them so in the interests of maintaining local character it is important that that there is also an NDP policy with criteria to ensure that development proposals are consistent with the context of their site and surroundings in terms of design, height, scale, massing, orientation, materials, established/traditional building line practice and the historic and landscape character etc.

**7. What about properties with large gardens on the edge of settlements?** Residential gardens outside of built-up areas in sustainable locations (ie on the outside edge of a Development Boundary) are considered to be PDL and the NPPF encouragement of development applies to them. This means they could be more likely to be developed. It is logical therefore that residential gardens, and properties with larger gardens, on the edge of the settlement should be included within Development Boundaries so that the special NPPF encouragement of development does not apply to them, and that NDP infill and rounding off policies will.

Properties with larger gardens that project into the surrounding countryside, or with significant environmental (flooding, SSSI etc), historic environment, or infrastructure constraints should be excluded as development on them will not be considered to be sustainable.

**8. Accommodating New Growth**

CLP requirements and NDP evidence may identify a need for additional dwellings or for example, new workshops and community facilities. Any requirements should be considered in carrying out the assessment under 2 above. If the assessment identifies infill and rounding-off opportunities the potential amount of development that could be accommodated should be estimated, and if this is insufficient to meet the CLP/NDP requirements a second round of assessment should be done, with the aim of identifying the most sustainable locations for additional development which have the potential to be allocated in the NDP.

When these are identified the viability and accessibility of the site, additional infrastructure or site remediation requirements, etc should then be examined

**9. What should be treated as ‘open countryside’**

The Chief Planning Officers Advice Note says that ‘Open countryside is beyond the physical boundaries of existing settlements where they have a clear form and shape and is part of an expansive area before the next settlement. The open countryside may include areas containing groups of dwellings which might not constitute a settlement, due to the lack of a clear form and shape.

<sup>1</sup>Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. **This excludes:** land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape. NPPF 2021 Glossary