



DEVELOPMENT BOUNDARY ASSESSMENT AND HOUSING LAND CAPACITY LOG ST IVE & PENSILVA NEIGHBOURHOOD DEVELOPMENT PLAN



St Ives & Pensilva NDP Steering Committee

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ST IVE & PENSILVA NDP DEVELOPMENT BOUNDARY ASSESSMENT LOG FEBRUARY 2026

1. HOUSING REQUIREMENTS FOR ST IVE & PENSILVA PARISH

1.1 The Cornwall Local Plan apportions a minimum of 520 dwellings to be delivered across the parishes within the rural area of the Caradon Community Network Area (CNA). Cornwall Council monitoring figures, summarised in Figure 1, indicate that by June 2024 housing delivery in the rural Caradon CNA had already exceeded this minimum by approximately 270 dwellings. On that basis, the St Ive and Pensilva Neighbourhood Development Plan (NDP) was not required to allocate additional housing land in order to be in general conformity with the adopted Cornwall Local Plan. However, the NDP still needed to address local affordable housing needs and remain responsive to local market conditions.

CALLINGTON	TOTAL	REST OF CNA (CARADON)	TOTAL
LOCAL PLAN TARGET	480	LOCAL PLAN TARGET	520
COMPLETIONS: Small sites <10	102	COMPLETIONS: Small sites <10	263
COMPLETIONS: Large Sites 10+	263	COMPLETIONS: Large Sites 10+	298
PERMISSIONS: Small sites with planning permission <10 units*	25	PERMISSIONS: Small sites with planning permission <10 units*	130
PERMISSIONS: Large sites with planning permission 10+ units	63	PERMISSIONS: Large sites with planning permission 10+ units	79
SUBJECT TO S106: Large sites (10+)	14	SUBJECT TO S106: Large sites (10+)	0
CLI SITES without permission	0	CLI SITES without permission	0
WINDFALL: Small sites <10	8	WINDFALL: Small sites <10	20
LOCAL PLAN SITE ALLOCATIONS	0	LOCAL PLAN SITE ALLOCATIONS	0
NEIGHBOURHOOD PLAN SITE ALLOCATIONS	0	NEIGHBOURHOOD PLAN SITE ALLOCATIONS	0
SHORTFALL	5	SURPLUS	270

Figure 1: Cornwall Local Plan Housing Requirement and Provision 2010 to 2030, Caradon CNA.

1.2 In December 2024, the National Planning Policy Framework (NPPF) was revised, including a new method for local planning authorities to calculate housing requirements. This revised approach substantially increased Cornwall’s housing requirement. On 9 January 2025, Cornwall Council confirmed that the adopted Local Plan (to 2030) would not be capable of meeting the revised national expectation. As a consequence, the housing supply elements of the Local Plan, including Policy 2a (Key Targets) and parts 1 and 2 of Policy 3 (Role and Function of Places), are treated as out of date for decision-making purposes.

1.3 The NDP must satisfy the Basic Conditions, including the requirement to be in general conformity with the strategic policies of the development plan, while also having regard to national policy and guidance, including the revised NPPF (2024). In these circumstances, the NDP cannot rely on superseded housing supply assumptions, but must continue to align with those parts of the adopted Local Plan that remain consistent with national policy. In practical terms, this means the NDP should make appropriate provision for additional housing, informed by current evidence and local circumstances, rather than relying solely on the earlier Local Plan apportionment. This approach is necessary to ensure that the Plan remains robust, up to date in policy terms, and capable of meeting the Basic Conditions.

1.4 In order to establish an appropriate local housing provision target, consistent with national policy expectations and local evidence, the following matters were taken into account:

- identified affordable housing need within the parish,
- evidence from the 2024 parish-wide questionnaire survey,
- the need for the NDP to remain responsive to local housing market conditions, including whether increased supply may assist in moderating affordability pressures,
- whether additional housing and population could help to sustain or enhance local services and facilities,
- the potential for development to support wider infrastructure investment through developer contributions,
- the expectation that neighbourhood planning should make a proportionate contribution to addressing the wider Cornwall housing crisis,
- whether there is a need for specific provision to meet the needs of older people,
- the effects of second homes and non-primary residence uses on local prices, availability, and service viability, and
- an indicative housing provision figure, setting out the minimum number of additional homes that may reasonably be expected in light of the changes introduced through the NPPF 2024.

1.5 **Affordable Housing Need.** Affordable housing need evidence for St Ive and Pensilva Parish was reviewed using the latest available parish-level housing needs data (January 2026), which identifies a total of 66 households in housing need across the categories recorded (A, B, C and General Housing Need) [see Figures 2 and 3]. This indicates a modest increase compared with the January 2025 HomeChoice snapshot (64 households) and continues to demonstrate a clear and ongoing need for affordable housing provision within the parish.

1.6 The January 2026 evidence shows that the greatest need remains for 1-bedroom accommodation, with 34 households (approximately 51.5% of all recorded need), followed by 2-bedroom homes (15 households, approximately 22.7%). Need is also recorded for larger homes, including 8 households requiring 3-bedroom homes (approximately 12.1%), 5 households requiring 4-bedroom homes (approximately 7.6%), 3 households requiring 5-bedroom homes (approximately 4.5%), and 1 household requiring an 8-bedroom home (approximately 1.5%).

1.7 The table also records that the largest single component of identified need falls within the General Housing Need category, accounting for 41 households. Within this category, the strongest requirement is again for smaller dwellings, particularly 1-bedroom (24 households) and 2-bedroom (13 households) accommodation, with more limited need for 3-bedroom (3 households) and 4-bedroom (1 household) homes.

Category	1 Bed	2 Bed	3 Bed	4 Bed	5 Bed	8 Bed	Total
A	4	0	0	0	0	0	4
B	1	1	1	1	2	1	7
C	5	1	4	3	1	0	14
General Housing Need	24	13	3	1	0	0	41
TOTAL	34	15	8	5	3	1	66

Bedrooms Needed	Households	% of total (66)
1 bed	34	51.5%
2 bed	15	22.7%
3 bed	8	12.1%
4 bed	5	7.6%
5 bed	3	4.5%
8 bed	1	1.5%
TOTAL	66	100.0%

1.8 The January 2026 housing needs evidence also indicates a clear housing requirement among older households. Of the 66 households identified in housing need, 19 households are aged 55 or over. The need within this cohort is primarily for smaller homes, comprising 17 households requiring 1-bedroom accommodation, 1 household requiring 2-bedroom accommodation, and 1 household requiring 4-bedroom accommodation. This reinforces the importance of ensuring that housing provision includes an appropriate range of smaller, accessible and manageable homes for older residents, while also recognising that some older households may require larger accommodation due to household composition, care arrangements, or other circumstances.

1.9 A significant proportion of identified need is recorded within the General Housing Need category. While applicants in this category may have a lower priority than households in Bands A to C for the purposes of allocating affordable rented homes, they are nevertheless qualifying households in housing need, and remain eligible to bid for affordable homes through HomeChoice. Their lower priority reflects relative urgency within the allocations framework, not an absence of need.

- 1.10 For the avoidance of doubt, General Housing Need applicants are households whose needs have been assessed and recognised within the HomeChoice system, but who have not been awarded the higher priority banding applicable to households with more acute or urgent housing circumstances. This distinction is important in interpreting the evidence and understanding the full scale and nature of local housing need.
- 1.11 The January 2026 evidence identifies 41 households in General Housing Need. In policy terms, this cohort may include households whose needs could potentially be met through intermediate housing products, including Low Cost Homeownership options such as Shared Ownership or Discount Market Sale, subject to eligibility, affordability and scheme availability. Appraising General Housing Need in this way provides a broader and more complete understanding of local housing pressures, including intermediate need, as part of the overall housing needs assessment for the parish.
- 1.12 Examples of households likely to fall within General Housing Need may include, but are not limited to:
- young adults, with or without children, living with parents, family members or friends, who are unable to secure private rented accommodation or purchase on the open market,
 - households in private rented accommodation who are unable to sustain rents over the longer term, including those facing affordability pressures and, in some cases, insecurity of tenure.
- 1.13 Such circumstances are not uncommon in Cornwall, where local incomes are often insufficient to access market housing or sustain private sector rents, particularly in areas experiencing strong house price and rental pressure.
- 1.14 **The distinction between bandings becomes particularly relevant where the number of locally qualifying households exceeds the supply of available affordable homes. In these circumstances, priority is given to those assessed as being in the greatest housing need. Accordingly, even where affordable homes are delivered, there may still be insufficient supply to meet all locally arising needs at any one time, and households in lower priority bands may wait longer despite being in genuine housing need. This underlines the importance of considering both affordable rented provision and intermediate housing products as part of a balanced response to local housing need.**
- 1.15 Set against this substantial level of identified affordable housing need, the parish has a relatively limited stock of social and affordable housing, comprising 89 dwellings in total (see Figure 4). This represents approximately 8% of the parish's total housing stock. The size profile of this stock is strongly weighted towards 2-bedroom and 3-bedroom properties, with 53 dwellings (59.6%) being 2-bedroom homes and 28 dwellings (31.5%) being 3-bedroom homes. By contrast, there are only 5 one-bedroom dwellings (5.6%) and 3 dwellings with 4 or more

bedrooms (3.4%). This stock profile indicates a marked imbalance between the available affordable stock and the pattern of need, particularly in relation to the high level of demand for smaller one-bedroom homes.

- 1.16 Turnover within the existing social and affordable stock is also very limited. The available evidence indicates that these dwellings were re-let to new residents at an average rate of approximately 2.4 re-lettings per year over the period 2018 to 2024. In practical terms, this significantly constrains the extent to which locally arising housing need can be met through re-lets alone, and reinforces the need for additional affordable housing provision, including a better balance of dwelling sizes aligned to evidenced local need..

Figure 4: Social and Affordable Housing Dwelling Stock				
Total households	Requiring 1 bedroom	Requiring 2 bedrooms	Requiring 3 bedrooms	Requiring 4 or more bedrooms
89	5	53	28	3
	5.6%	59.6%	31.5%	3.4%

- 1.17 **Feedback from Community Engagement.** Evidence from the summer 2024 parish-wide community survey indicates a clear locally expressed demand for additional housing provision. The survey identified 45 local people who stated that they would like to live independently within the Parish if suitable accommodation were available locally. In addition, when respondents who anticipated moving within the next few years were asked whether they would be likely to seek a move within the Parish, 38% (41 respondents) answered yes. This provides direct community evidence of latent and retained local housing demand, including demand from households seeking to remain within their existing community and support networks.
- 1.18 Survey responses on the type of homes needed also provide a consistent indication of local priorities. The three most frequently identified housing needs were, family homes, affordable homes (including social rented and owner-occupied homes to meet local needs), and homes suitable for older people or those with accessibility needs, including bungalows, flats and “lifetime homes”. Taken together, these responses support a mixed housing strategy that addresses both affordability pressures and changing household needs over time.
- 1.19 **Local Housing Market.** The NDP should also remain responsive to local housing market conditions, having regard to national policy expectations. A review of local estate agent listings indicates an active housing market across the Parish, with evidence of regular turnover and

sustained demand. The Parish lies within the functional catchment of Callington and Liskeard, and is also within commuting distance of Plymouth, which contributes to its attractiveness to a wide range of households.

- 1.20 Wider demographic trends indicate that the area continues to attract in-migration, including households moving to Cornwall in or approaching retirement, while local evidence also points to a cohort of younger households and families who wish to remain in the Parish where suitable and affordable homes are available. The interaction of these factors creates ongoing market pressure for housing in the Parish. In this context, and as evidenced elsewhere in this report, median house prices remain significantly above levels that are affordable to many local households, reinforcing the need for the NDP to support an increased supply of housing, including affordable and intermediate products, alongside an appropriate range of market homes.
- 1.21 There is a well-established theoretical basis for the proposition that increasing housing supply can, in principle, place downward pressure on prices and improve affordability. In St Ives and Pensilva Parish, the current **median house price to residence-based median income ratio** is approximately **7.2:1**. By comparison, a commonly used affordability benchmark is around **4.5 times median income**. On that basis, and assuming income levels remain constant, achieving a 4.5:1 ratio through price adjustment alone would require a substantial reduction in median house prices. In simple terms, this would equate to a price reduction of approximately **37.5%** from current median levels.
- 1.22 In practice, however, reduced prices are only likely to arise where housing supply increases sufficiently to exceed underlying demand growth by a meaningful margin, and where the relationship between supply and price is sufficiently responsive. This is influenced by the elasticity of local supply and demand conditions. Although median house prices in the Parish are not as high as in some parts of Cornwall, the area remains an attractive high-amenity location, influenced by its proximity to Bodmin Moor, the National Landscape, AGLV, and World Heritage Site areas. In locations of this type, price responsiveness is often weaker because demand is sustained by environmental quality, landscape setting, and lifestyle appeal. In addition, new housing provision can itself generate further demand, for example from retirement in-migration or second-home purchasers, which may partially offset any downward pressure on prices.
- 1.23 Evidence from UK-based empirical studies generally indicates that housing market responses to increased supply are often limited in constrained or high-amenity areas. While reported elasticity estimates vary between studies and should be treated with caution, a commonly cited range for constrained locations is relatively low, sometimes in the order of 0.1 to 0.3. On this basis, a 10% increase in supply might be associated, in broad terms, with only around a 1% to 3% reduction in prices, all else being equal. Applying this principle illustratively, a very substantial increase in housing supply would be required to generate a large reduction in median prices in a location such as St Ives and Pensilva Parish. Under a simplified linear interpretation, a price reduction of the scale required to move from 7.2:1 to 4.5:1 would imply an increase in supply on a scale that would be neither realistic nor sustainable within the Parish context.

- 1.24 Taking these wider market dynamics into account, it is reasonable to conclude that, while additional housing provision may make an important contribution to meeting local needs and may assist affordability at the margin, it is unlikely on its own to produce a meaningful reduction in median house prices in the Parish unless delivered at a scale that would be inappropriate and unsustainable. This reinforces the importance of a balanced housing strategy, including affordable housing, intermediate tenures, and a locally appropriate mix of homes, rather than relying on market supply alone to resolve affordability pressures.
- 1.25 Cornwall Council's Monitoring Report says that 20 'windfall' permissions [i.e. unexpected planning permissions on small sites of up to 10 dwellings] are forecast across the rural part of the CNA. As St Ives & Pensilva Parish includes about 18% of the dwellings in the rural CNA area, it is reasonable to say that 4 of these windfall dwellings might occur in the Parish.
- 1.26 **Help to Sustain Local Services and Facilities.** Additional housing occupied by new residents is likely to provide some support to existing local services and facilities by increasing day-to-day custom within their local catchment, particularly for services that rely on regular "walk-in" use. Even relatively modest levels of growth can therefore make a positive contribution to the resilience of existing facilities.
- 1.27 However, the introduction of new local services or facilities typically requires a much greater level of population growth to achieve a viable customer base. Evidence from UK rural planning and retail studies indicates that, while there is no universal threshold, the viability of a standalone village shop in a competitive rural market may require development on a scale of several hundred additional homes, and in some circumstances 700 to 1,000 or more dwellings, depending on local conditions. In practice, viability is influenced by factors such as proximity to competing centres, travel patterns, tourism footfall, and whether community ownership or volunteer-supported models are in place. A scale of growth of this order would not be proportionate to the size and character of the settlements in St Ives and Pensilva Parish, and would be likely to give rise to significant environmental, landscape and infrastructure impacts.
- 1.28 **Infrastructure Investment Arising from Housing Development.** New housing development should provide or fund the infrastructure necessary to make that development acceptable in planning terms. This includes infrastructure and mitigation measures that arise directly from the impacts and needs generated by the development itself. However, seeking to justify development primarily on the basis of infrastructure funding or wider "planning gain" benefits, where those benefits are not directly related to the development's impacts, may create risks. In particular, development can result in adverse effects such as changes to character, increased traffic, and pressure on local infrastructure and services. Where such impacts remain significant after mitigation, they should carry decisive weight in planning judgement, and should not be outweighed simply by perceived ancillary benefits.
- 1.29 Notwithstanding the above, smaller-scale development may still provide opportunities for targeted local benefits. In some cases, a developer may be willing to support a specific community, social or leisure facility where the development would generate additional local demand. Equally, a development may contribute to resolving a small infrastructure constraint, either as a direct requirement to enable the scheme to

proceed, or as an additional planning gain. Such benefits can be material and valuable at the local level, but they do not in themselves justify growth at a scale that would be inconsistent with the Parish's character, infrastructure capacity, or environmental constraints.

- 1.30 **The Cornwall Housing Crisis.** Cornwall Council adopted Securing Homes for All: A Plan to Respond to Cornwall's Housing Crisis in 2022, recognising that Cornwall is experiencing a housing crisis and setting out a strategic framework of objectives and interventions in response. The Plan provides an important county-wide policy context for local housing discussions and is relevant to the preparation of neighbourhood plans, including the St Ives and Pensilva Parish NDP.
- 1.31 The Securing Homes for All Plan identifies four principal measures:
- to work towards ending homelessness and rough sleeping,
 - to improve the availability of, and access to, homes for local residents,
 - to achieve a step-change in the supply of affordable homes across Cornwall, and
 - to enable delivery of housing targets within the Cornwall Local Plan.
- 1.32 These measures are intended to be delivered through partnership working involving Cornwall Council, delivery organisations, local councils and communities. In this context, the St Ives and Pensilva Parish NDP, as a material consideration in planning decisions, can make a proportionate local contribution to the wider response to the housing crisis. This may include, for example, supporting a level of housing provision that responds to locally evidenced needs and market pressures, helping to facilitate rural exception housing by providing policy clarity on where development may be supported on an exceptional basis, supporting housing to meet the needs of older and disabled residents, and enabling community-led housing initiatives where appropriate.
- 1.33 The NDP can also assist by establishing locally derived policy criteria for the affordable housing component of new development, including expectations relating to tenure mix and, where relevant, the approach to discounted market products. This is particularly relevant to schemes coming forward on rural exception sites and previously developed land, where local policy clarity can help shape outcomes toward identified parish needs. In addition, the NDP may support, subject to appropriate criteria and safeguards, alternative forms of residential accommodation where these would contribute positively to local housing choice and need.
- 1.34 **Housing for Older People.** Demographic evidence indicates that the Parish population is ageing, and that this trend has strengthened over time. The Parish age structure data for 2001 to 2021 shows a marked shift in the balance of the population. The proportion of residents in the working age range (20 to 64) fell from 60.5% (1,284 people) in 2001 to 53.3% (1,221 people) in 2021. Over the same period, the proportion of residents of retirement age (65 to 90+) increased substantially from 18.9% (401 people) to 27.9% (640 people). By contrast, the proportion of young people (0 to 19) reduced from 20.6% (436 people) to 18.8% (431 people).

- 1.35 The likely causes include the existing resident population ageing in place, the out-migration of some working-age households in search of employment or more affordable housing, and in-migration by older households. This change in population structure has important implications for the Parish, including health and wellbeing needs, the future balance of local services, and the risk that the needs of younger people may be overshadowed by the increasing scale of need associated with an older population.
- 1.36 In housing terms, these trends support the case for provision that responds more directly to later-life needs. In particular, there is likely to be increasing demand for smaller, accessible and adaptable homes, including homes suitable for downsizing, so that older residents can remain within the Parish close to established family, social and community support networks. There is also a related need to support local facilities and services that contribute to independent living and wellbeing, including health, care and community meeting spaces.
- 1.37 No parish-specific life expectancy dataset has been identified within this evidence base. However, the 2020/21 PHE Fingertips data cited for Cornwall records life expectancy of 79.8 years for males and 83.7 years for females. Although below the national average, this is influenced by Cornwall's older age profile. Given the Parish's relative position among the less deprived areas of Cornwall, life expectancy in St Ives and Pensilva may reasonably be expected to be at least comparable and potentially higher. Taken together with the age structure evidence, this further supports the need for the NDP to make provision for specialist affordable housing for older people, alongside mainstream homes that can accommodate changing needs over time.
- 1.38 **Second Homes.** Across Cornwall, external housing market pressures, including demand from second-home ownership and non-primary residence use, can contribute to higher prices in both the owner-occupied and private rented sectors, with consequential effects on local affordability. In turn, this may reduce the ability of local households to remain within their communities and can weaken the year-round customer base that supports local shops, clubs and community organisations. These effects are often most pronounced in high-amenity areas where demand is sustained by landscape quality, coastal access, heritage interest, or wider lifestyle appeal.
- 1.39 St Ives and Pensilva Parish lies within the wider context of an attractive rural area and is therefore not insulated from these broader Cornwall housing market pressures. However, available evidence does not indicate that the Parish is currently subject to the same degree of second-home pressure seen in some of Cornwall's more acute hotspots.
- 1.40 Census-based comparison of total dwellings and households for the Parish records 1,115 dwellings and 1,030 households in 2021, leaving a difference of 85 dwellings. This equates to approximately 7.6% of the dwelling stock and is presented here as an indicative estimate of empty dwellings / implied second homes, based on the difference between Census dwelling and household counts. While this is a useful indicator of non-primary occupancy, it should be interpreted with caution, as the difference may also include dwellings that were vacant for other reasons at the time of the Census. Nonetheless, the evidence suggests that second-home and other non-primary occupancy is present in the Parish

and remains a relevant consideration in understanding local housing availability and affordability, even if it is not currently the dominant housing pressure in the area.

- 1.41 **Indicative Housing Requirement.** An indicative housing requirement has been derived using the Government’s standard method approach, adapted to the parish scale. This approach starts with the number of existing homes in an area and applies a baseline annual growth rate, with an adjustment for local affordability, to generate an indicative housing requirement.
- 1.42 Under the standard method, the starting point is 0.8% of existing housing stock per year, with a multiplier applied to reflect relative affordability. In this case, the calculations are based on most recent data on housing stock and housing commitments. . The affordability adjustment has been informed by median house sale prices within the local area over the previous five years and workplace-based median Cornwall earnings, in order to derive a factor that better reflects local market conditions and affordability pressures.
- 1.43 The effect of this affordability adjustment is that areas with relatively higher house prices, compared with local incomes, are expected to accommodate a proportionately higher level of housing growth.
- 1.44 To avoid double counting, the indicative requirement is then adjusted by deducting homes that already benefit from planning permission and are expected to be completed by 2030. The resulting figure is therefore the minimum indicative number of additional homes that would be expected to come forward in the town or parish by 2030 under this approach.
- 1.45 The calculation is shown below in Figure 5. **The indicative target derived is 63 dwellings, from which the 74 existing commitments can be deducted, leaving a requirement of 0.**

Figure 5: Housing Need Calculator using 'Standard Method'.

((five year average affordability ratio-5)/5)x0.95 + 1	
[a] 5 year average Affordability Ratio =	7.2
[b] NPPF standard Adjustment Factor =	0.95
[c] NPPG Baseline projection requirement =	0.8%
[d] Baseline Housing Stock =	1,115
[e] Annual Housing Requirement = [d] x [c] =	8.9

[f] Adjustment Factor = $(([a] - [b])/5) \times [B] + 1$ =	1.418
[g] Adjusted Annual Housing Need = [e] x [f] =	12.6
[h] Adjusted housing need 2025 to 2030 = [g] x 5 =	63
[i] Commitments as 1 st January 2026 [estimated] [Note 1] =	74
[j] Housing need calculation = [h] - [i] =	-11
[k] Actual housing need 2025 to 2030=	0
[k] Homechoice 'Snapshot' Feb 2026 minus current AH commitment [Note 2]	43
[l] NDP Housing Needs Assessment =	0
[m] Housing Indicative Figure =	43

Note 1. Since the original calculations supplied by Cornwall Council, outline planning consent PA23/01485 for an affordable housing, rural exception scheme of up to 46 dwellings with all matters reserved, except for access, has been given.

Note 2. At least 50% of the total dwellings must be provided as affordable housing. The exact number will be the maximum that remains "Financially Neutral" for the developer, provided it does not fall below the 50% threshold.

- 1.46 **NDP Housing Requirement to 2030.** The indicative parish housing requirement derived through the methodology set out above is **63 dwellings** to 2030. Against this, there are **74 existing housing commitments** expected to be delivered within the same period. On this basis, the indicative requirement is already met, and the resulting residual requirement is **nil**.
- 1.47 However, the absence of a residual quantitative requirement does not remove the need for the NDP to respond positively to identified local housing issues. Having regard to the evidence set out above, it is concluded that the Neighbourhood Plan should actively support the delivery

of at least 43 local affordable needs dwellings and provide for an appropriate degree of market flexibility, to meet the needs of local people able to up or down-size locally.

- 1.48 Taking the housing needs, demographic and market evidence together, the NDP housing strategy should therefore seek to contribute to the delivery of homes for around 50 local households (as summarised in Figure 6), through an appropriate mix of sizes, dwelling types and tenures aligned to local needs. This figure should be treated as a **minimum plan-making target** for the purposes of strategy and policy direction, recognising that actual delivery may vary over time in response to changing circumstances, site opportunities, viability, and the dynamic nature of local housing need.

Figure 6: Proposed Housing Requirement for St Ive & Pensilva Parish		
Type	No.	Comment
Affordable Local Needs	45	Likely to be delivered through affordable housing rural exception schemes under CLP Policy 9.
Open Market	5	Likely to occur as infill, rounding off and development of 'brownfield' land.
TOTAL	50	

2. PROPOSED SPATIAL STRATEGY TO DELIVER THE HOUSING REQUIREMENT

- 2.1 **Policy Context Following NPPF 2024 Changes.** The December 2024 revisions to the National Planning Policy Framework (NPPF) have affected the weight that can be given to parts of the adopted Cornwall Local Plan in relation to housing delivery. In particular, Policy 2a (Key Targets) and parts 1 and 2 of Policy 3 (Role and Function of Places) can no longer be relied upon as the primary basis for neighbourhood plan housing policy where they depend on superseded housing supply assumptions. In this context, the presumption in favour of sustainable development applies, such that planning permission should be granted unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole (paragraph 11(d)).
- 2.2 Notwithstanding this change, a number of Cornwall Local Plan policies remain broadly consistent with national policy and continue to carry substantial weight in neighbourhood plan preparation and decision-making. In particular, the following policies remain relevant to the St Ive and Pensilva Parish NDP housing strategy:
- Policy 2 – Spatial Strategy, which supports a dispersed pattern of development reflecting the role and function of settlements,

- Policy 3 – Role and Function of Places (parts 3 and 4), which supports delivery through infill, rounding off and rural exception sites, while emphasising conservation and enhancement of protected landscapes,
- Policy 6 – Housing Mix,
- Policy 7 – Housing in the Countryside,
- Policy 8 – Affordable Housing, and
- Policy 9 – Rural Exception Sites.

2.3 In this policy context, and having regard to the updated NPPF, the St Ives and Pensilva NDP supports a pattern of development that is sustainable in social, economic and environmental terms. This includes development that:

- meets local housing and infrastructure needs,
- improves or maintains the quality of the natural and built environment,
- supports climate change mitigation and adaptation, and
- makes effective use of land, particularly within or adjoining existing built-up areas, where this is consistent with local character and other policy requirements.

2.4 The NPPF also places emphasis on directing growth to sustainable locations, including locations where development can support or make use of services, facilities and sustainable transport opportunities. In this respect, Cornwall Local Plan Policy 2 remains relevant, as it reflects the same broad principle of locating homes and jobs in settlements according to their role, function and accessibility.

2.5 The NPPF's rural housing provisions are particularly relevant to St Ives and Pensilva Parish. In summary, national policy supports an approach that:

- responds positively to local housing needs, including affordable housing needs,
- supports community-led housing and rural exception site delivery,
- directs development to locations that help sustain village vitality and local services, and
- avoids isolated homes in the countryside unless specific policy exceptions apply.

- 2.6 Although parts of Cornwall Local Plan Policy 3 are now out of date for housing target purposes, parts 3 and 4 continue to provide a robust and relevant framework for sustainable rural development. These provisions support infill, rounding off and rural exception schemes, and remain closely aligned with national policy on rural housing delivery and landscape protection.
- 2.7 **Interim Policy Position Statement.** Cornwall Council has issued an Interim Policy Position Statement to support the continued delivery of housing during the period in which the presumption in favour of sustainable development applies in Cornwall. The purpose of the statement is to provide a clear and consistent basis for assessing development proposals while the Council responds to the implications of the updated NPPF. Its stated intention is to help manage higher levels of housing growth in a way that balances the need for additional homes with protection of local character, infrastructure, services and the natural environment.
- 2.8 The Interim Position Statement recognises the need for a step change in housing delivery across Cornwall, including the contribution of a wider range of sites, particularly those capable of being delivered promptly, including by small and medium-sized builders. At the same time, it reinforces the principle of securing the right development in the right place, with proposals expected to respect settlement scale, character and function. In broad terms, the Statement supports the following principles:
- More sustainable settlements, with a wider range of settlements accommodating growth based on local services, facilities, accessibility and functional relationships with nearby places, rather than settlement size alone,
 - Strengthening local services and connectivity, including support for public transport, schools, shops, and improved pedestrian and cycle links, where modest growth can help build local critical mass,
 - Meeting housing needs through a broad mix, including affordable, supported, specialist and market housing, with affordable provision and dwelling mix informed by policy and local evidence,
 - Making effective use of land, including reuse of previously developed land, appropriate densities, and avoidance of artificial site subdivision intended to avoid policy requirements,
 - Infrastructure and accessibility, ensuring new development is supported by necessary infrastructure and is located to reduce car dependence and improve walkability and inclusivity,
 - Design quality and local distinctiveness, including sustainable construction, carbon reduction, biodiversity net gain, and positive response to local heritage and design guidance,
 - Deliverability and engagement, with an emphasis on early delivery, realistic implementation, and meaningful engagement with local councils, communities and stakeholders,

- Continued importance of rural exception sites in smaller communities, particularly where such sites remain the most appropriate mechanism for delivering genuinely affordable homes for local people, and
- Restrictive approach to isolated homes, consistent with national policy, except where clearly justified under relevant local and national policy tests.

2.9 The Interim Position Statement is not a substitute for the development plan, but it is a material consideration in understanding the Council's current approach to housing delivery and decision-making in the period following the NPPF 2024 changes. It therefore provides useful contextual guidance for framing a neighbourhood plan strategy that is realistic, policy-responsive and capable of supporting deliverable outcomes.

2.10 **Housing Strategy Approach.** Taking into account the NPPF 2024 provisions, the continuing relevance of Cornwall Local Plan Policy 2 and Policy 3 (parts 3 and 4), the Council's Interim Policy Position Statement, and the evidence and considerations set out earlier in this chapter, the principal means of delivering the Parish's housing strategy will be through the following approach:

- focusing on sensitive and sustainable growth that supports the local community while conserving the Parish's character,
- encouraging housing at a scale appropriate to the villages, which helps sustain and enhance local services and social infrastructure,
- identifying and supporting potential directions of growth for rural affordable housing, including any associated market housing necessary to support scheme viability where policy-compliant,
- maintaining the distinct identity and landscape setting of settlements by requiring development to respond positively to local heritage, Cornish distinctiveness and landscape character,
- securing a diverse mix of dwelling types and tenures to meet evidenced community needs,
- prioritising pedestrian and cycle connectivity so that new residents can access services and integrate into the life of the Parish, and
- supporting appropriate forms of development including infill, rounding off, redevelopment of previously developed land, conversion of existing buildings, and rural exception sites for affordable housing.

2.11 This strategy is intended to direct development to the most suitable and sustainable locations to meet local needs, while ensuring that growth remains proportionate to the capacity of local services, infrastructure and the environment. It also supports enhancement of the natural environment, alignment with local built character in terms of scale and design, and protection of the Parish's distinctive identity. In this way, the strategy can also make a positive contribution to climate change mitigation and adaptation.

- 2.12 **Self-build and Custom Build.** It is also recognised that various forms of self-build and custom build development can contribute to the delivery of both market and affordable homes. The NDP therefore supports such development in appropriate circumstances, including on infill sites and, where policy requirements are met, as part of rural exception site proposals.
- 2.13 **Community Views.** During the summer 2024 community engagement, respondents were asked what ways should the necessary new homes should be delivered? The top three responses were:
1. Development on brownfield sites (previously developed land)
 2. Infill (1 or 2 homes between existing dwellings) within existing settlement boundaries
 3. Small scale rounding-off on the edge of our existing settlements

3. WHICH SETTLEMENTS ARE APPROPRIATE FOR DEVELOPMENT BOUNDARIES?

- 3.1 **Cornwall Local Plan Guidance.** To the extent that it remains relevant, 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.
- 3.2 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.
- 3.3 Using the Cornwall Council Local Plan background paper on ‘Settlements: Hierarchy and Settlement Categories 2014’ the following checklist in Step 1 have been devised.
- 3.4 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.

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

3.6 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.

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

3.8 **The Twenty Minute Neighbourhood.** 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

3.9 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 15 minute isochrone for the settlements examined as this is considered to be more appropriate to a rural area.

- 3.10 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.
- 3.11 **Public Transport.** 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].
- 3.12 As part of the Development Boundary analysis, the bus routes available to Parish residents as at April 2024 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 7: Local Bus Routes and Service Offer

	Bus route numbers						
Trip Types	74#	179*~	271*^				
School	✓	✓	✓				
Travel to Work	✓	✓	✓				
Shopping/Services	✓	x	x				

Links to Liskeard and Callington

* 1 per day in each direction, from St Ive

~ Callywith College Bus

^ Truro College Bus

- 3.13 **Manual for Streets and Manual for Streets 2 - Wider Application of the Principles 2010.** MfS sets out the key objectives of the design of new residential neighbourhoods:

- Encouragement of low vehicle speeds;
- Creation of an environment in which pedestrians can walk, or stop to chat, without feeling intimidated by motor traffic;
- Make it easier for people to move around;
- Promote social interaction.

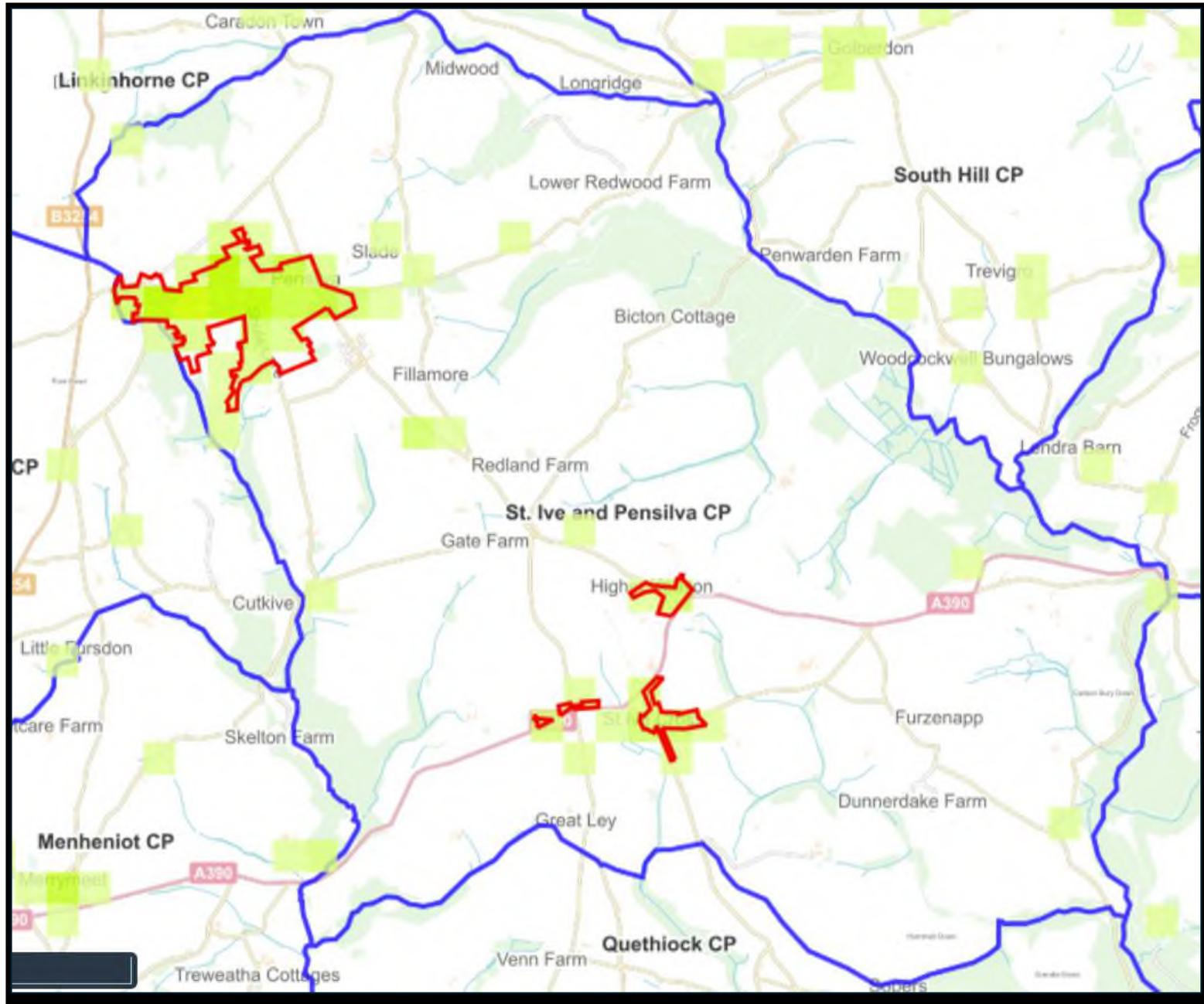
- 3.14 MfS2 is a companion guide to MfS building on the philosophies set out in MfS and demonstrates through guidance and case studies how they can be extended beyond residential streets to encompass both urban and rural situations.

- 3.15 Sites identified in this log must take into account the requirements of MfS.
- 3.16 **Cornwall Climate Emergency Development Plan Document.** The CEDPD aims to reduce the need to travel by car, encourage a hierarchy of modes (walking, cycling, public transport) but also recognises that due to rurality some form of private and/ or shared vehicles are likely to still be necessary. To achieve this behaviour change in travel choices must be encouraged.
- 3.17 New developments provide an opportunity to influence behaviour change and achieve necessary modal shift. To successfully achieve this modal shift, new development should:
- Be located in areas that are connected by public transport, walking and cycling links as far as possible,
 - Offer a mix of uses to support a reduction in car journeys i.e. live, work, services,
 - Provide appropriate densities that reduce distances and promote walking and cycling trips,
 - Reflect the hierarchy of uses through the site layout and streetscape as established in national guidance and the Cornwall design guide,
 - Be permeable for pedestrians, cyclists and buses,
 - Provide off-site sustainable links to the surrounding network,
 - Limit parking spaces whilst allowing space for car club cars,
 - Provide electric charging points for cars and bicycles, cycle parking and storage,
- 3.18 Sites identified in this log must take into account the requirements of CEDPD

4. SETTLEMENT SELECTION

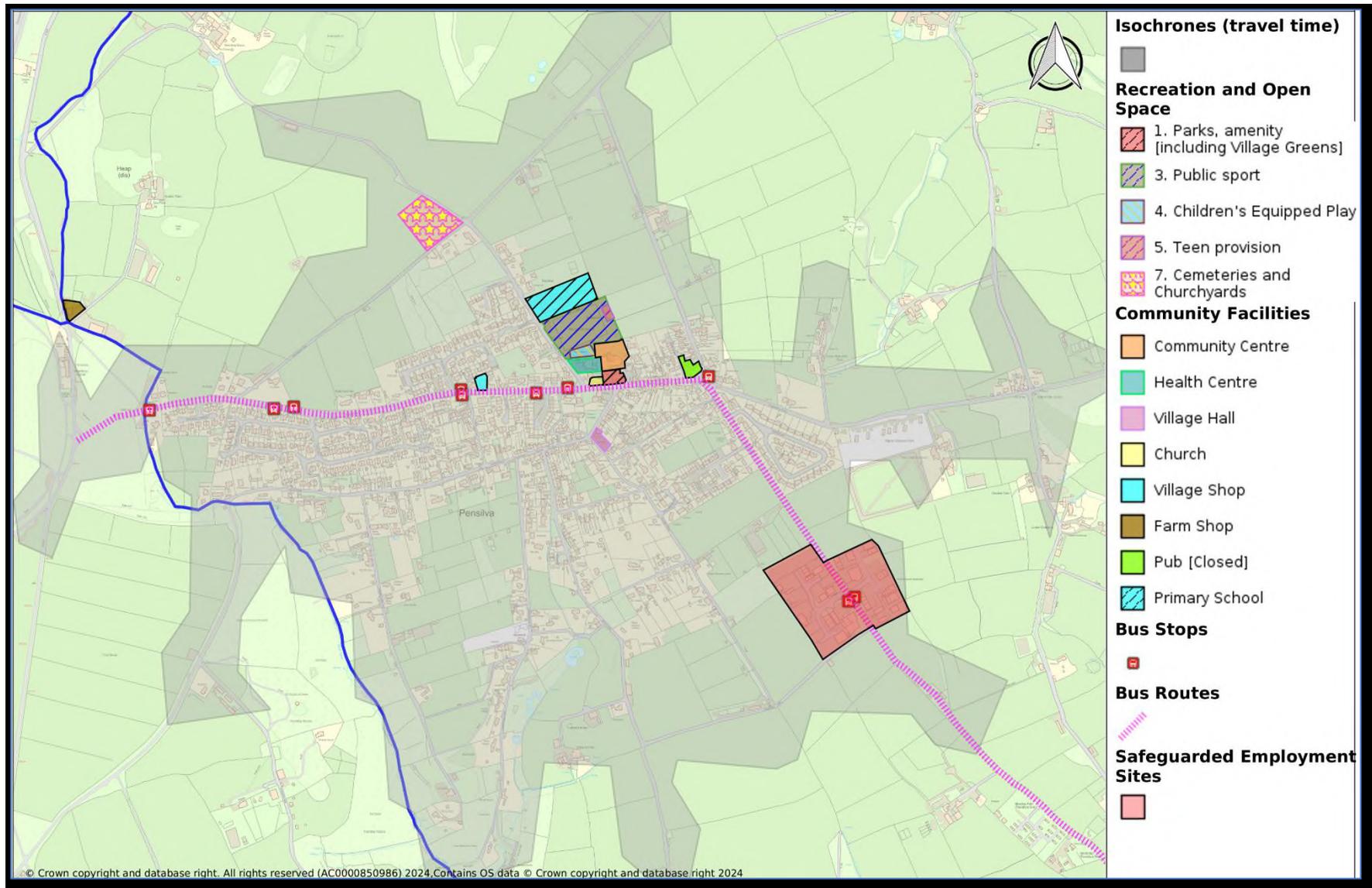
Property Density

Residential property density maps shows the density of housing per 200m grid



Settlement Name: PENSILVA	Services Present
Settlements Hierarchy Category:	D
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].	x
13. Fifteen Minute Neighbourhood Walking Isochrone	

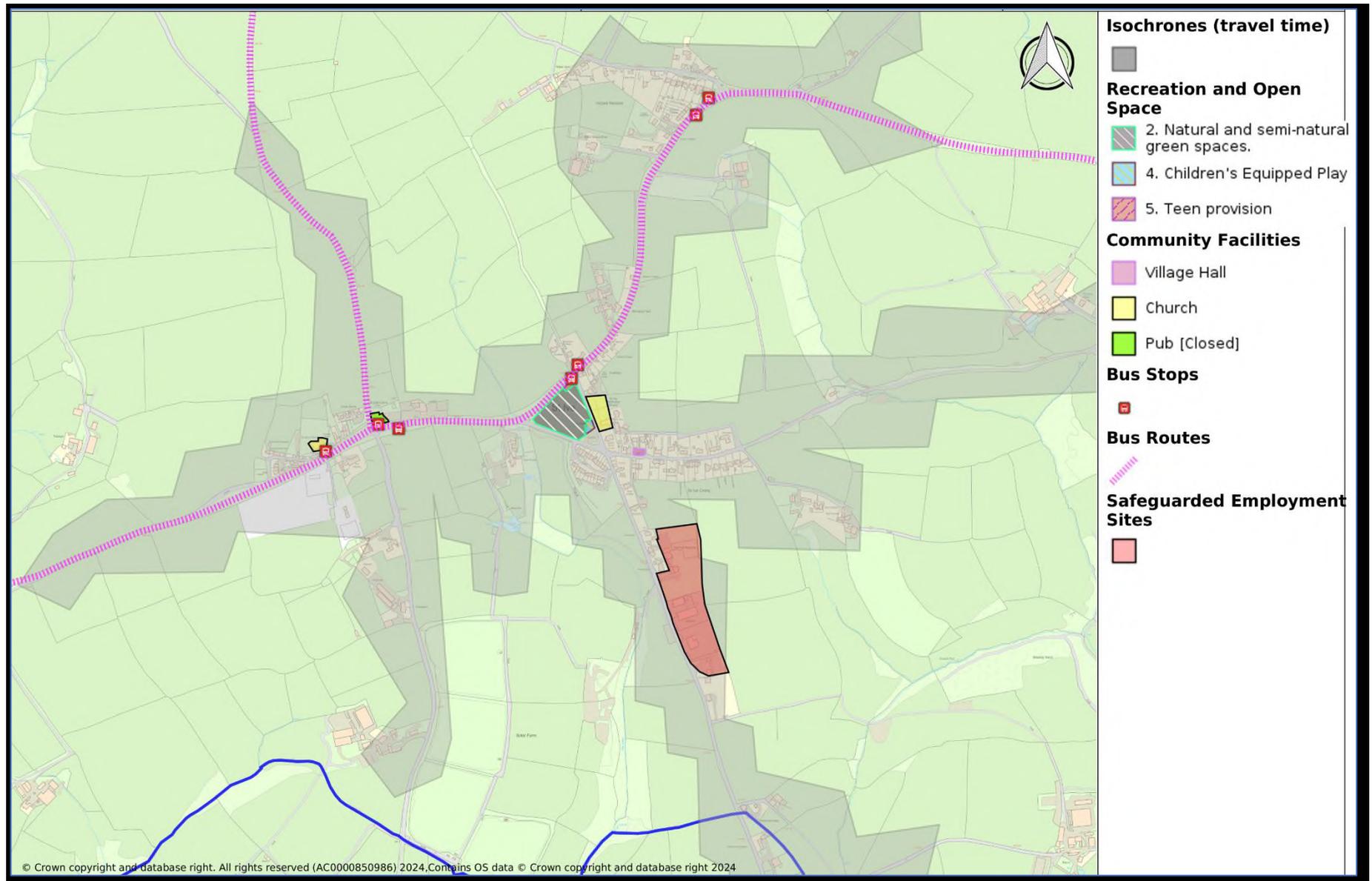
Figure 5: Fifteen Minute Walk Isochron and Community Facilities, Pensilva



CONCLUSION: The village of Pensilva includes several facilities, and is on a main road linking established higher level settlements, it has public transport links offering school, work, shopping and services trips, so has for long been an attractive location for residential development. Recognising the level of facilities available the settlement is considered to be a sustainable location suitable for a carefully drawn development boundary that may also help to release rural exception sites for affordable housing.

Settlement Name: ST IVE & HIGHER KEASON	Services Present
Settlements Hierarchy Category:	F
1. General Shop/Post Office/Filling Station	x
2. Open space with play equipment	✓
3. Formal sports area/playing pitch	x
4. Public House/Social Club	x Currently closed and future uncertain
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	x
11. Doctors Surgery	x
12. Other services [eg Bank/building society].	x
13. Twenty Minute Neighbourhood Walking Isochrone	

Figure 6: Fifteen Minute Walk Isochron and Community Facilities, St Ive and Higher Keason



CONCLUSION: St Ive and Higher Keason has two places of worship, a village hall, and a good quality play area, open space and teen provision. However it has no other facilities. It is on three bus routes but only one is relatively frequent and offers journeys to/from school, work and services. It includes some important heritage assets. There has been recent small-scale development [Ford

	Close]. Larger developments 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 and PDL development, that may also help to release rural exception sites for affordable housing.
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4.1 **Other Locations.** Addresspoint and property density data indicates further small concentrations of settlement at 5 locations, as follows:

- Meadow Park/Hatchintan
- Hayeford
- Gang
- Bicton
- Redwood

4.2 However these are areas where the property density is below 1.5 dwellings per hectare, few are on bus routes, and non have services or are in easy/safe walking distance of services, so are not regarded as sustainable locations for anything other than very small scale infill, so are not proposed for a development boundary.

4.3 **Conclusion.** From this initial step Development Boundaries are proposed only for:

- Pensilva
- St Ive & Higher Keason

5. ASSESSMENT OF SETTLEMENT BOUNDARIES OF SELECTED SETTLEMENTS TO DEFINE A DEVELOPMENT BOUNDARY

5.1 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.

6. PENSILVA ASSESSMENT



Figure 7: Pensilva Draft Development Boundary – Aerial Photo.

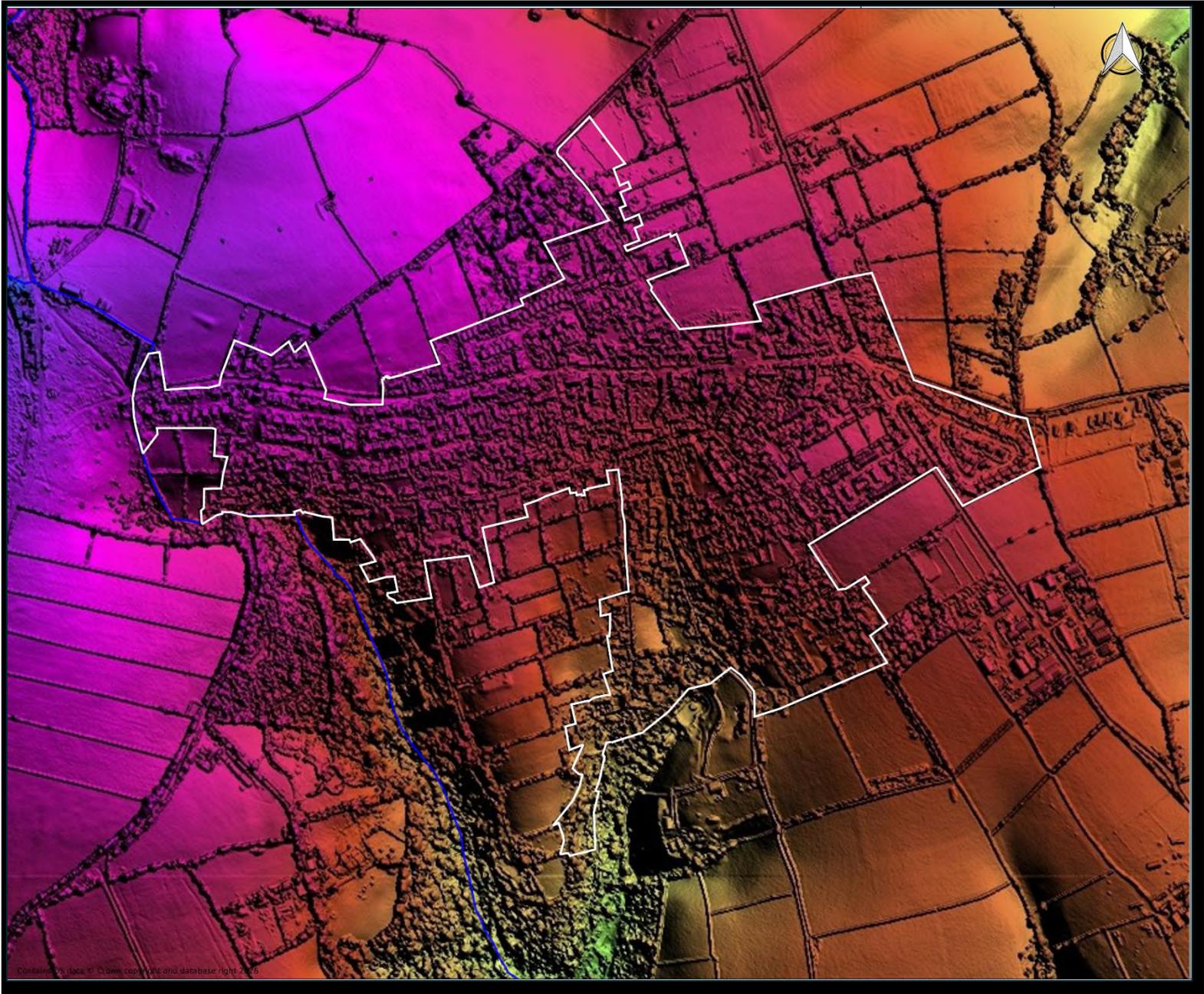


Figure 8: Pensilva Draft Development Boundary – Surface Height Model.

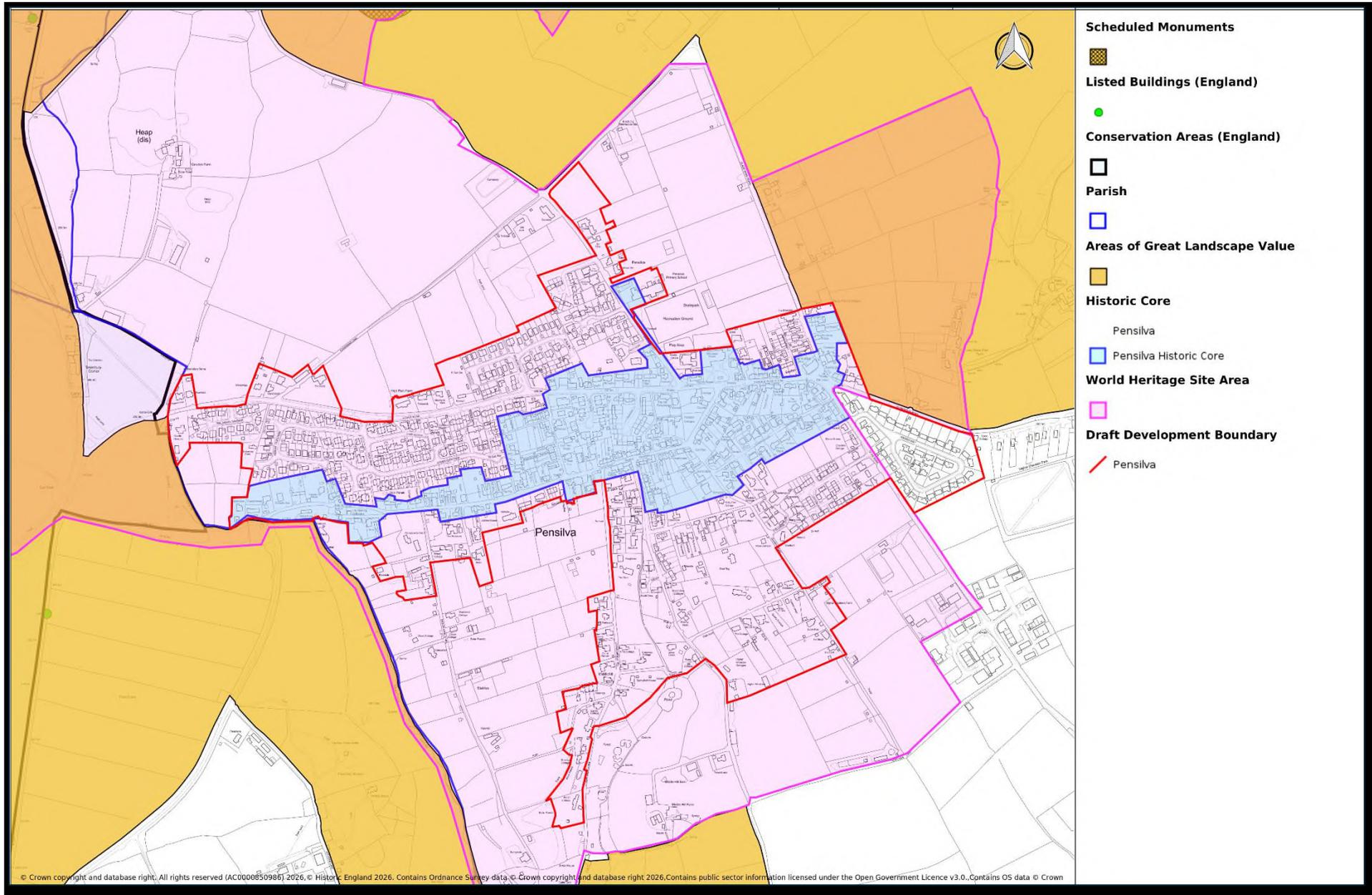


Figure 9: Pensilva Landscape and Heritage Designations.

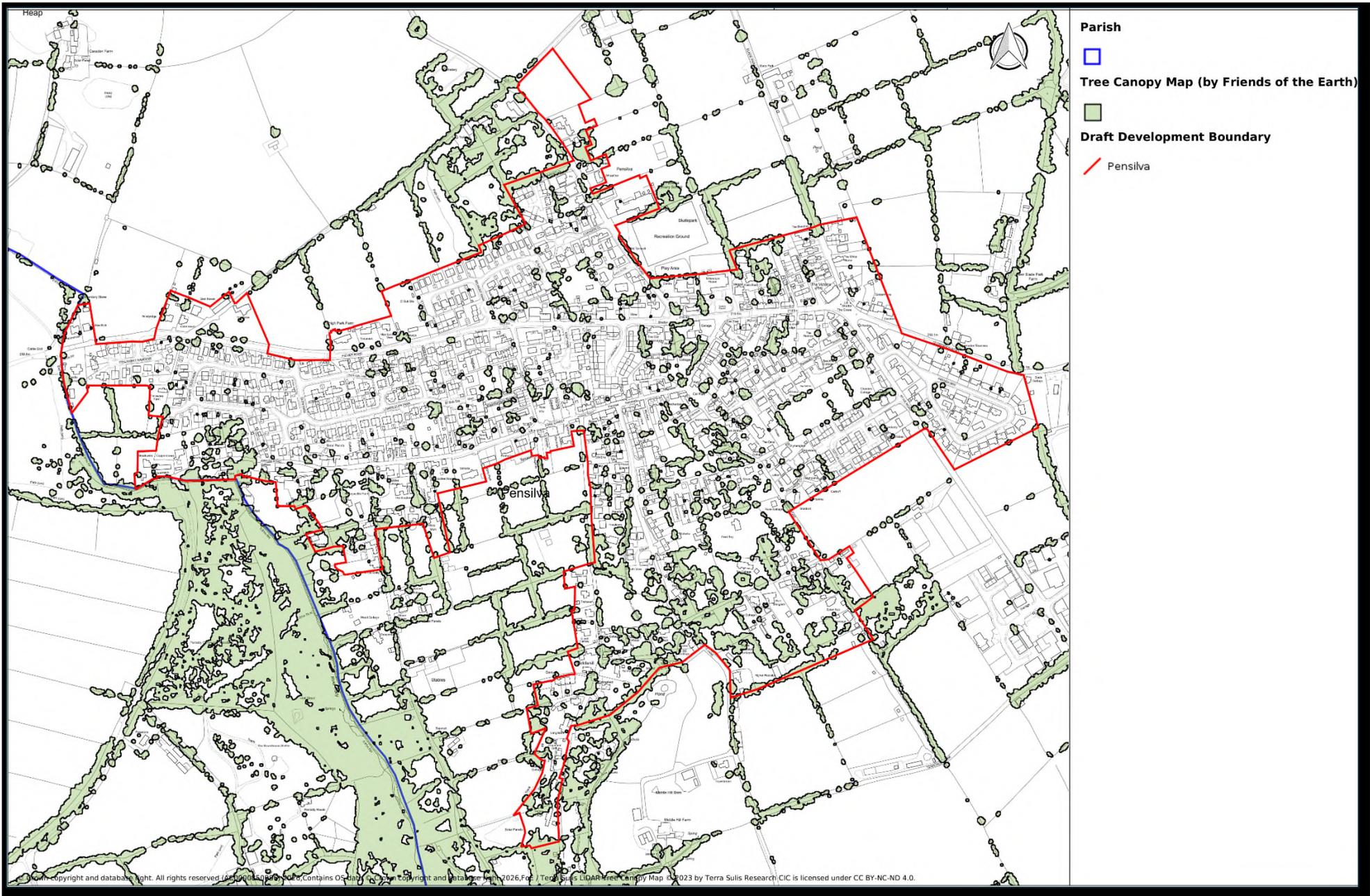


Figure 10: Pensilva Tree Canopy

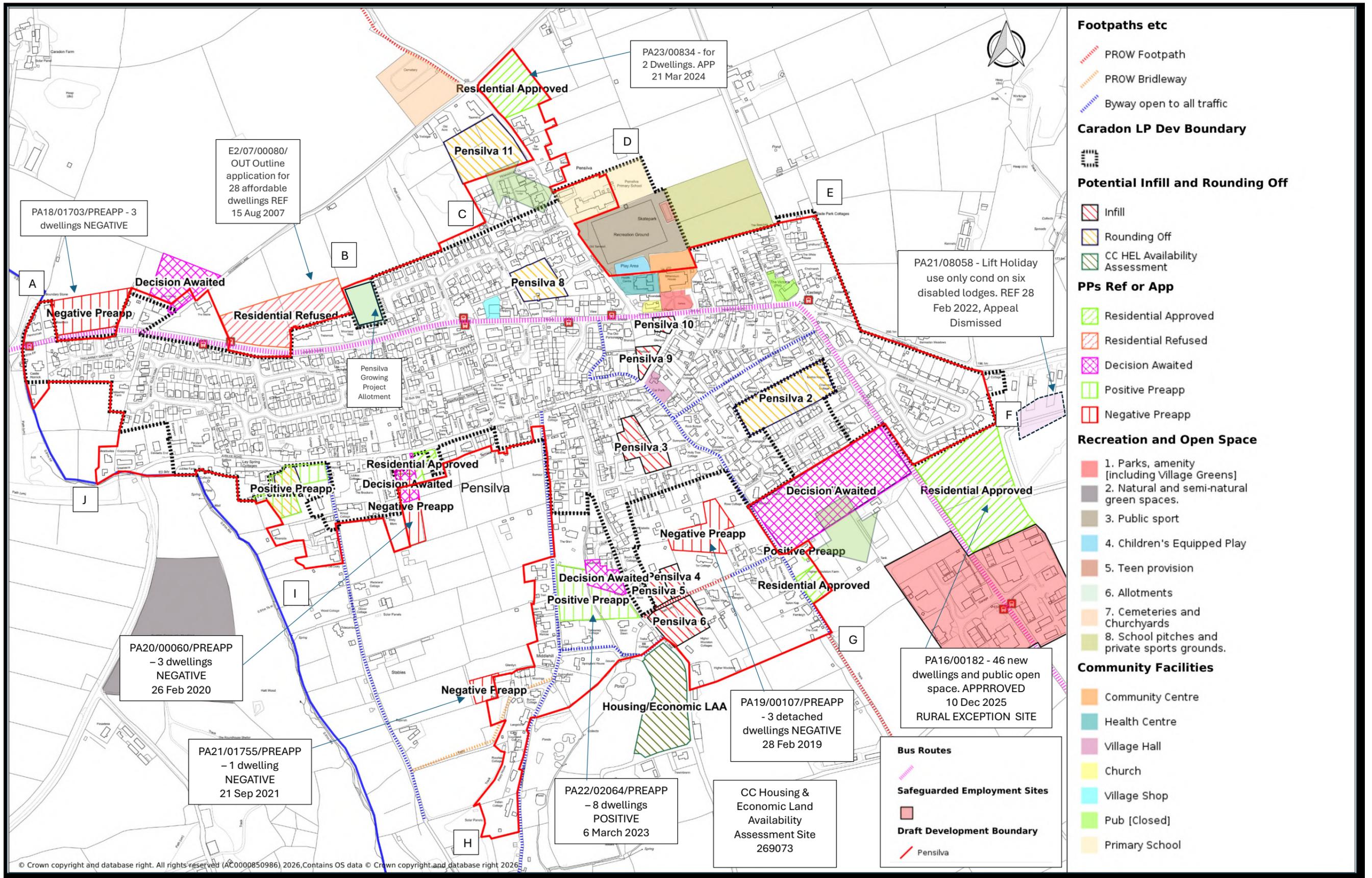


Figure 11: Pensilva Overview Analysis and Draft Development Boundary

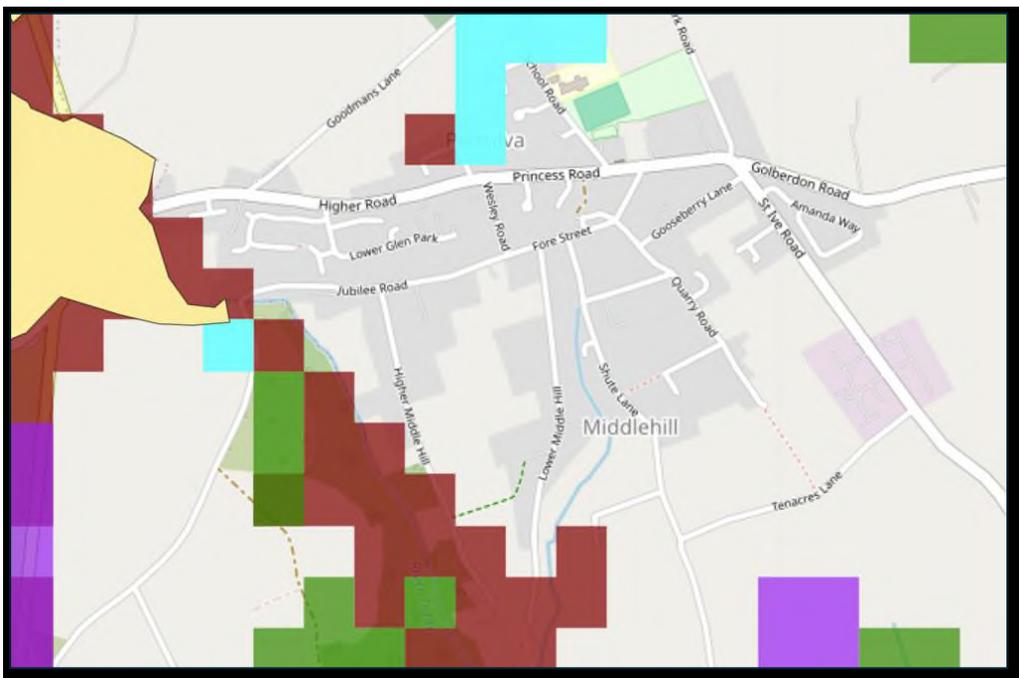
SETTLEMENT NAME: **PENSILVA**

Biodiversity Considerations

Fields surrounding the settlement fall mostly into Agricultural Grade 3, which subject to survey may be 3a best and most versatile land, given over predominantly for use as grassland. The fields are mostly small, reflecting the post medieval enclosures into miners' small holdings, with native species-rich Cornish hedges and hedgerows with trees, with some areas of extensive canopy [see Figure 10]. Plant species may include bluebells, foxgloves, and vetches, as well as ferns like hart's-tongue and broad buckler. Some species in Cornish hedges are original to the Bronze Age, such as gorse and heather. Common birds include blackbirds, blackcaps, various finches, robins, song thrushes, whitethroats, wrens, and yellowhammers. Small mammals include hedgehogs, bank voles, and harvest mice. Bats may use hedgerows as routes for foraging and roosting. Thus, the Cornish hedges and hedgerows provide an important biodiversity resource and linkage with the wider biodiversity network. The River Tiddy arises immediately on the west of the settlement, and begins its way down to join the Lynher and St Germans River.

The settlement abuts an extensive area of Priority Habitat Inventory upland and lowland heathland to its west, which is also identified as the Caradon Moor County Wildlife Site [CN7/S16], whilst the deciduous Hatt and Pentiddy Woodlands covering the slope of the Tiddy valley to the south west of the settlement are also Priority Habitat Inventory sites. This area is part of the biodiversity network running north west from the

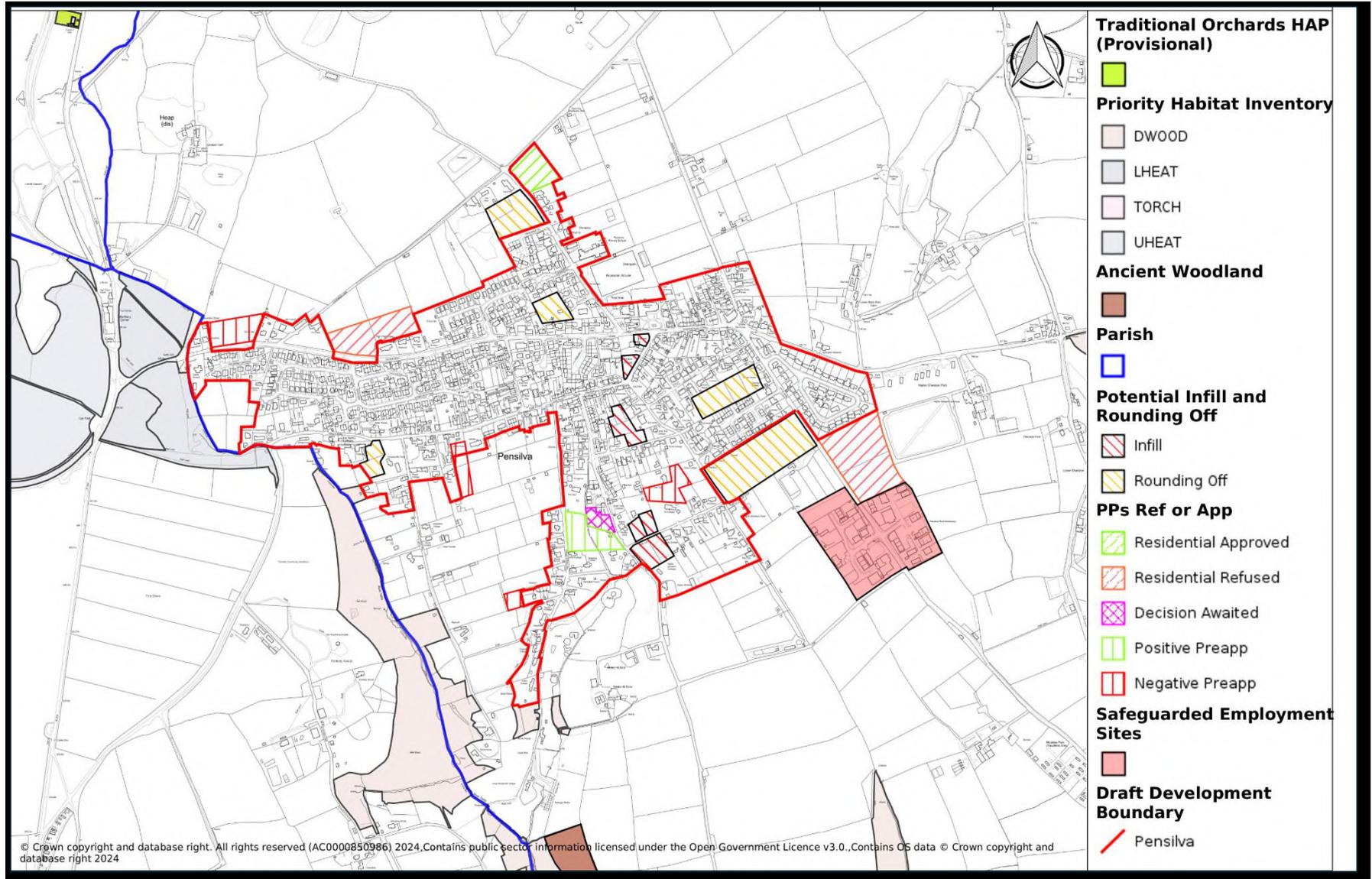
Tamar by the Lyhner and Tiddy valleys into the broader Bodmin Moor area. This is part of the Nature Recovery Network Zone 2 identified through the Nature Recovery Strategy for Cornwall. See map 12 below.



At Penharget Close there is on the northern boundary a TPO covering 17 semi-mature Common Ash, being a re-grown

coppice origin with a multi-stemmed form. On the western boundary are two TPO common ash trees. At the Old Butchers Shop Church Hill, and Leyspring Jubilee Road there are large mature sycamores covered by TPO.

Map 12: Nature Recovery Network 2024 [Source: LAGAS]



Map 12A: Biodiversity designations Pensilva

Pensilva is within the impact risk zone [50 dwelling consultation requirement] for the Crows Nest SSSI located some 1.1km to the west. The village is also within the 'zone of influence' for the Plymouth Sound and Estuaries SAC, but the scale of development possible here is unlikely to

have direct impacts on these biodiversity assets, and any development would need to make mitigating contributions in accordance with Cornwall Local Plan Policy 22,

These factors must inform the choice of development boundaries, to ensure that any development which may result from them does not cause unacceptable harm existing biodiversity and may provide opportunities to make biodiversity net gain.

Landscape Considerations

Pensilva is located on the south eastern downslope of Bodmin Moor, and is conspicuous in the panoramic landscape from the higher ground of the AGLV, WHS and Open Access Land to the west and north. Caradon Hill is prominent to the west, whilst the Tiddy / Lynher valley, with steep wooded sides and side valleys, dissects the landscape running from north to south-east to the south. These features contribute to a distinct landform pattern with a number of distinct elements. This results in a variation of visual amenity from wide open long distance views on higher ground, to intimate, enclosed visual amenity in valley locations.



Figure 13: Pensilva from the south [Source: Google Earth]

The small-scale surrounding fields to its south, formed around historic miners smallholdings, are locally distinct features which if lost would radically alter the character and setting of the village and visual receptors in Bodmin Moor and the south. Any new development should respect

and enhance these local landscape features and therefore development boundaries need to be carefully selected to achieve this aim by minimising development between Shute Lane and the Tiddy Valley.

On the north side of the settlement the existing boundary is open to long views and development here would be very obvious and dominating to visual receptors in the WHS, further disrupting the traditional pattern of the village in the same way as the 1960s and 70's development south of Higher Road has. Although not in the AGLV there would be some impact on its appreciation as the area is enveloped by the special designation. However to the east there is flatter ground and more tree canopy, such that a small development may be possible without harm to the landscape setting of the village, AGLV and WHS.

East of Shute Road the landscape is flatter and gradually draws down in the direction of Kit Hill. The large buildings in the industrial estate adjacent to the village are readily apparent whilst away from the village the occasional farmsteads and settlements are seen as part of the landscape fabric. Development on the edge of the settlement in this area would have much lesser impact on the sensitive landscape to the north, west and south. It therefore has greater capacity to accept development.



Figure 14: Pensilva from the north [Source: Google Earth]

	<p>Barring the Millenium Centre, 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>
<p>Historic Environment Considerations</p>	<p>Pensilva is not an ancient settlement, emerging principally as a result of the 1850s expansion mines at South Caradon. The historic environment importance of the link between mining and Pensilva is immense. At its peak the mine employed 600 men leading, within a few years, to the erection of over 250 cottages and smallholdings at Pensilva. These were shortly followed by shops and small businesses, chapels and schools. In 1874, Lake’s Parochial History describes Pensilva as a new village mainly inhabited by miners and with a population of about 2000 – this was as large as many of the well-established towns of Cornwall.</p> <p>Being a direct result of the growing mining industry, the settlement has an especially high level of heritage value. By the late 19th century, the buildings in Pensilva were concentrated along the two main roads (Higher Road/ Princess Road to the north, and Fore Street/ Jubilee Road to the south) which forms the ‘Historic Core’ of the modern village. Residential buildings have individual plots or short terraces, closely spaced at the centre of the village and more sparsely populated on the outer edges, where a pattern of miners small holdings is visible. The central and northern section of the village has been infilled with modern residential developments from the mid-late 20th century. The village has also developed outwards in all directions from the late 20th century. These have affected the authenticity and legibility of the historic setting, but it is not lost, and with good design that respects and responds to the historic context of the village, in terms of location, scale, form and materials, will help to maintain and enhance the character.</p> <p>These factors must inform the choice of development boundaries, to ensure that any development which may result from them do not cause unacceptable harm to the setting and significance of the historic environment assets present.</p>
<p>BOUNDARY SECTION.</p>	<p>CONSIDERATIONS</p>
<p>A - B</p>	<p>This section is the north-west quadrant of the village. Here the existing boundary formed by Higher Road is strong, beyond which the landscape is open, sloping from the higher ground of Bodmin Moor to the north and west, and currently affords expansive and attractive views out into the countryside and the AGLV buffer to the National Landscape beyond. Development here has consistently been restricted. PA18/01703/PREAPP rejected 3 dwellings as the site was ‘considered an important part of the character and appearance of this rural moorland village’ and the development ‘would introduce development into a large undeveloped field which is part of the positive character and appearance of the village’. E2/07/00080/OUT for a larger development of 28 dwellings was considered to be in an area ‘of rural character that is open and undeveloped. The siting of the development lies on rising ground and would be on the skyline that would be clearly visible from within the locality even with the introduction of a robust landscaping scheme’ and was consequently refused. These considerations still apply and it is considered that extending the development boundary northwards would cause unacceptable harm to the landscape and setting of the village,</p>

	<p>and detract from the Outstanding Universal Value of the World Heritage Site status. The fields are also Grade 3 agricultural land, and subject to detailed surveying, are currently considered as Best & Most Versatile land which should be avoided for development.</p> <p>However, in accordance with the current methodology for establishing development boundaries, it should be adjusted from the old Caradon LP [CaDCLP] boundary to wrap around the full garden areas of 'The Stable' and nearby dwellings.</p>
B - C	<p>Moving eastwards, the boundary runs behind the dwellings and small estates fronting Higher Road. Similar considerations to section A – B apply, although to the east more tree canopy is present. Again, following the current methodology for establishing development boundaries, it should wrap around the full garden area of 24-36 Belmont Park. The Pensilva Growing Project CiC site allotment garden, to the rear of 'Kenwyn' is also included to ensure that there is no presumption in favour of development as 'previously developed land'.</p>
C - D	<p>From C to D the boundary is also adjusted from the old CaDCLP boundary to take in the Penharget Close affordable housing development completed in 2006 after the CaDCLP boundary was established. To the north of 'Vidare' on School Road a residential development of 2 dwellings was approved in 2024. The new development boundary should therefore extend the length of School Lane, wrapping around the new dwellings and returning southward. This permission has further consolidated development along the road such that the field to the west of 'Vidare' is now enclosed by development on two sides along with the loose row of properties on Goodmans Lane forming a third. The remaining western boundary has good enclosing canopy, and forms the start of a 'corridor opportunity' in the Loal Nature Recovery Network. The field is not prominent in the landscape on the north of the settlement. Release of the field is not needed to meet Local Plan housing requirements, but it is a potentially ideal rural exception site of 0.8ha with a capacity for about 20 to 25 dwellings in close proximity to the Primary School, the village play and sports facilities, health centre and Millennium House, and a 500m walk to the village shop. Access could be shared with Penharget Close, through a gap in the TPO protected trees, and although no footpath is available until the school is reached, the lane would continue to have relatively low levels of traffic and could easily be further calmed [for example by build-outs, an extended 20 mph speed limit etc]. The site would be preferable to many other potential rural exception sites, and it may be appropriate to indicate the NDP's preference for this site by showing it as a 'direction of growth' for affordable housing.</p>
D - E	<p>The proposed development boundary then runs eastwards, enclosing only the built-up part of the school site, in accordance with the methodology which excludes playing fields etc which are adjacent to countryside. Similarly, the village play area, playing field, skate park and parking area for Millenium House are excluded. Beyond the village playing field to the east and north of Albert Cottages, The Beeches and Slade Park Cottages, the land is relatively flat and comprises the playing field and other land associated with the school. Slade Park Road is the western edge of the AGLV which wraps around the village. None of this area is capable of being described as 'rounding-off'.</p>
E - F	<p>The boundary then turns southwards along the backs of properties fronting Slade Park Road and Amanda Way [onto Golberdon Road]. This is a strong and clear boundary beyond which the land slopes eastwards, affording long views across the AGLV to Kit Hill and Dartmoor in the distance. Although the field in the 'elbow' formed by the boundary at 'Davaton' might seen as a possible rural exception site, any development here would be very obvious in the landscape and World Heritage Site setting of the village. Also the site would be close to the Fernlodge</p>

	<p>Boarding Kennels, a noise source, which on the ‘agent of change’ principle embodied in the NPPF regarding noise, might rule out residential development here. The only change proposed from the CaDCLP boundary is at Slade Cottage, in accordance with the revised methodology.</p>
<p>F - G</p>	<p>From F to G the boundary then turns westward, straddling St Ive Road. To the south-east of Amanda Way the land is relatively flat, and although the boundary lacks canopy it is clear cut. Some 160m beyond, across two fields sloping to the south, is the Pensilva Industrial Estate. The fields are bounded to the east by a canopied boundary but are otherwise exposed. An argument might be made that development of these fields would constitute rounding off. However, CC advice is that ‘Rounding off provides a symmetry or completion to a settlement boundary, it is not intended to facilitate continued incremental growth.... Rounding off development should not visually extend development into the open countryside and should be predominantly enclosed by edging features.’ The development of these fields would form a very obvious finger of new expansion that by linking with the existing industrial estate would encourage incremental growth into the fields opposite. The industrial estate may also be a noise source, which on the ‘agent of change’ principle embodied in the NPPF regarding noise, might rule out residential development on parts of this site. Furthermore, as there is a zero requirement for new dwellings between 2024 and 2030, there is no need to identify a site which could accommodate up to 50 dwellings. Therefore the development boundary should not therefore be extended to include the fields.</p> <p>Conversely, the site is suitable as a ‘rural exception’ housing proposal to help meet the significant housing need recorded, subject to acceptable access arrangements, and safeguards relating to noise from the industrial estate. As a consequence, outline planning consent PA23/01485 for an affordable housing, rural exception scheme of up to 46 dwellings with all matters reserved, except for access, was given in December 2025. The permission is subject to a S106 agreement requiring that least 50% of the total dwellings must be provided as affordable housing. The exact number will be the maximum that remains "Financially Neutral" for the developer, provided it does not fall below the 50% threshold. As the permission is an affordable led rural exception site, the development boundary should not be drawn around it until after the development is completed, in accordance with the methodology.</p> <p>Across St Ive Road from Amanda Way is a rectangular field enclosed by St Ive Road to it’s east, the recently completed Roseveare and Cotton Closes, and lower density dwellings along Quarry Road. The field is relatively flat, sloping gently to the southeast, and has a canopied southern boundary. It is clearly a rounding-off opportunity, but as noted above as there is a zero requirement for new dwellings between 2024 and 2030, there is no need to identify a site which could accommodate up to 55 dwellings. It is consequently a potentially ideal rural exception site of 2ha with a capacity for about 50 dwellings. Pedestrian access to the site is less problematic than that effecting the site opposite [see above], as it can be accessed via both Cotton and Rosveare Closes, and via the Public Right of Way along Quarry Road, linking within a 400 to 600m walk to the Primary School, the village play and sports facilities, health centre and Millennium House, and the village shop. Thus ‘behavioural change’ as encouraged by the Cornwall Climate Emergency Development Plan Document is more likely to be encouraged, and the objectives of the Manual for Streets [1 & 2] achieved. The site is also less likely to suffer noise impacts from the nearby industrial development. Therefore, it may be appropriate to indicate the NDP’s preference for this site by showing it as a ‘direction of growth’ for affordable housing.</p>

	[NOTE: Within the settlement there is a site of approx 0.8 ha entirely surrounded by development, north of and accessible from Rosveare Close. As such it could be considered as a rounding off development which if at the same densities as the Closes could produce up to 24 dwellings].								
G - H	<p>From G to H the proposed boundary is wrapped around the extended gardens of this lower density area, in accordance with the current methodology. The boundary so formed is well canopied and follows historic field boundaries, helping to preserve the traditional layout of miner’s smallholdings. Whilst some infilling within existing plots may be possible any larger sale development in this area would exacerbate highway problems in an area acknowledged as having an inadequate road network, and harm the special character of this part of the settlement.</p> <p>However, CC Housing & Economic Land Availability Assessment Site 269073 is located here. This is indicated as having a ‘green’ draft residential location score [i.e. , an ‘amber’ draft residential suitability score and draft residential achievability (viability) score, and a ‘green’ draft availability score, with a possible start period of 5 to 10 years, and a capacity for 7 dwellings. These ‘Red-Amber-Green’ ratings as explained in the box below. In effect they suggest that the site will come forward some time in the next 5 to 10 years.</p> <table border="1"> <thead> <tr> <th>Colour score</th> <th>Comment</th> </tr> </thead> <tbody> <tr> <td>Green location</td> <td>Overlap with 100m buffer of a settlement (including within settlement). Assumes either access to settlement or potential to create one</td> </tr> <tr> <td>Amber suitability</td> <td>More suitability constraints raised / more of site affected</td> </tr> <tr> <td>Amber achievability</td> <td>In residential Value Zone 4/5 and/or brownfield and/or issue raised (contaminated land/pollution, infrastructure hurdle, ground condition/land stability issue)</td> </tr> </tbody> </table>	Colour score	Comment	Green location	Overlap with 100m buffer of a settlement (including within settlement). Assumes either access to settlement or potential to create one	Amber suitability	More suitability constraints raised / more of site affected	Amber achievability	In residential Value Zone 4/5 and/or brownfield and/or issue raised (contaminated land/pollution, infrastructure hurdle, ground condition/land stability issue)
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Amber achievability	In residential Value Zone 4/5 and/or brownfield and/or issue raised (contaminated land/pollution, infrastructure hurdle, ground condition/land stability issue)								
H - I	From H to I the proposed boundary is wrapped tightly around the gardens of the dwellings lining Shute Lane, Lower Middle Hill, and Fore Street, so helping to preserve the traditional layout of miner’s smallholdings between Lower and Higher Middle Hill lanes and taking advantage of the strong tree canopy to the west. Some amendments are made to include bigger gardens where necessary to comply with the current methodology. Whilst some infilling within existing plots may be possible any larger sale development in this area would exacerbate highway problems in an area acknowledged as having an inadequate road network and harm the special character of this part of the settlement.								
I - J	In this area the boundary is adjusted to take in the lower density properties between ‘Emmets End’ and ‘Meadow Lea’ on Jubilee Road. To the south the land is outside the Parish, or is AGLV along the wooded sides of the arising River Tiddy.								
J - A	This section is the western boundary of the settlement, facing into the AGLV and the sharply rising and open common land to the west. The boundary selected excludes four small fields which are inaccessible.								

Infill and Rounding Off Opportunities	<p>Examination of the settlement has identified several infill/rounding opportunities that could contribute to housing needs. These take into account the definition of infill given in CC advice, and also the further CC advice that ‘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. Development in this respect would accord with Policy 21 c) which encourages proposals to 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.’</p> <p>These would produce approximately 20 dwellings in all.</p> <table border="1" data-bbox="344 435 1032 919"> <thead> <tr> <th>Site</th> <th>Est. Units</th> <th>Area</th> <th>Density</th> </tr> </thead> <tbody> <tr> <td>Pensilva 2</td> <td>18*</td> <td>0.8</td> <td>30</td> </tr> <tr> <td>Pensilva 3</td> <td>3</td> <td>0.35</td> <td>8.6</td> </tr> <tr> <td>Pensilva 4</td> <td>1</td> <td>0.13</td> <td>7.7</td> </tr> <tr> <td>Pensilva 5</td> <td>1</td> <td>0.12</td> <td>8.3</td> </tr> <tr> <td>Pensilva 6</td> <td>2</td> <td>0.42</td> <td>4.8</td> </tr> <tr> <td>Pensilva 7</td> <td>4</td> <td>0.3</td> <td>13.3</td> </tr> <tr> <td>Pensilva 8</td> <td>5</td> <td>0.4</td> <td>12.5</td> </tr> <tr> <td>Pensilva 9</td> <td>2</td> <td>0.11</td> <td>18.2</td> </tr> <tr> <td>Pensilva 10</td> <td>2</td> <td>0.07</td> <td>28.6</td> </tr> <tr> <td>HELAA Site</td> <td>7</td> <td>0.9</td> <td>7.8</td> </tr> <tr> <td>Total</td> <td>45</td> <td>2.8</td> <td>16.1</td> </tr> </tbody> </table> <p>* In total the site north of Rosveare Close [site Pensilva 2] could produce up to 24 dwellings, of which 6 could be affordable homes under CLP Policy 8.</p>	Site	Est. Units	Area	Density	Pensilva 2	18*	0.8	30	Pensilva 3	3	0.35	8.6	Pensilva 4	1	0.13	7.7	Pensilva 5	1	0.12	8.3	Pensilva 6	2	0.42	4.8	Pensilva 7	4	0.3	13.3	Pensilva 8	5	0.4	12.5	Pensilva 9	2	0.11	18.2	Pensilva 10	2	0.07	28.6	HELAA Site	7	0.9	7.8	Total	45	2.8	16.1
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Rural Exception Opportunities	<p>Examination of the settlement has identified several rural exception opportunities that could contribute to housing needs. These take into account CC advice. Two sites in particular are preferred and may be shown as a ‘direction of growth’ in the NDP.</p> <p>[a] Pensilva Site 1 : 50 dwellings.</p> <p>[b] Pensilva Site 2 : 6 dwellings.</p> <p>[c] Pensilva Site 11 : 20 dwellings.</p> <p>TOTAL 76 DWELLINGS.</p>																																																
Comment & Conclusions	<p><i>Pensilva has a complex settlement core and edge which contains important landscape and heritage considerations that should be respected. The analysis shows that whilst achieving this and other planning objectives within the context of Cornwall Local Plan 2010 –</i></p>																																																

2030 policies, a sensible development boundary can be established that allows for infill, rounding off and rural exception developments that could contribute, depending on density, up to about 45 market homes and 76 affordable homes to meet local needs [121 in total]. This should not be treated as a 'target' up to 2030, but simply as a capacity that might be achieved over several years, including beyond 2030 depending on Cornwall Local Plan policies adopted post 2030.

The assessment also finds that the west and south of the village, with greater heritage, landscape and ecological quality, is more sensitive to development than is the east of the village. For rural exception housing the assessment identifies two 'directions of growth' at boundary C – D and F – G, on the east of the village, where such development might be advantageously located in reasonable walking distance of the village's community facilities.

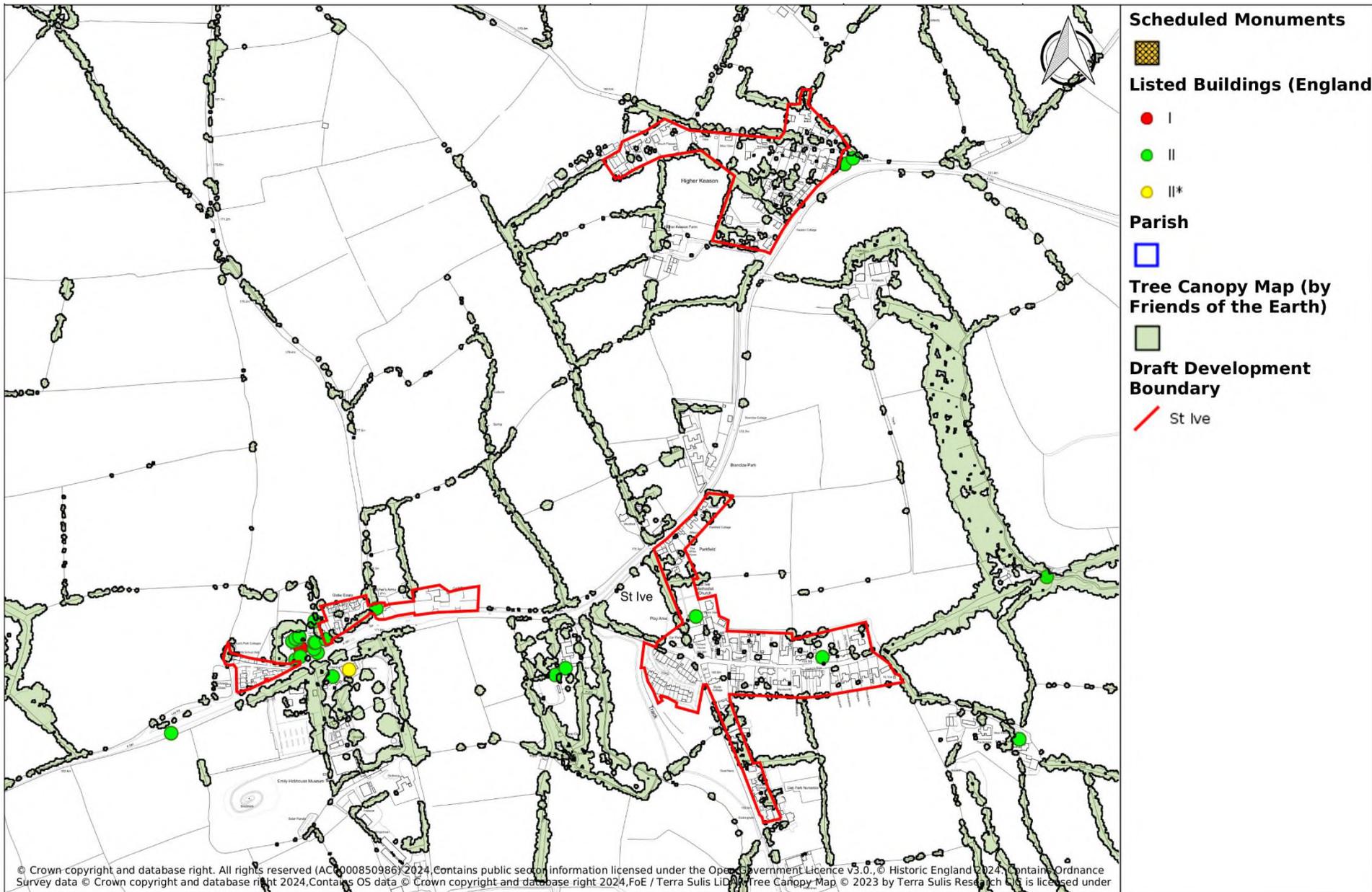
7. ST IVE AND HIGHER KEASON ASSESSMENT



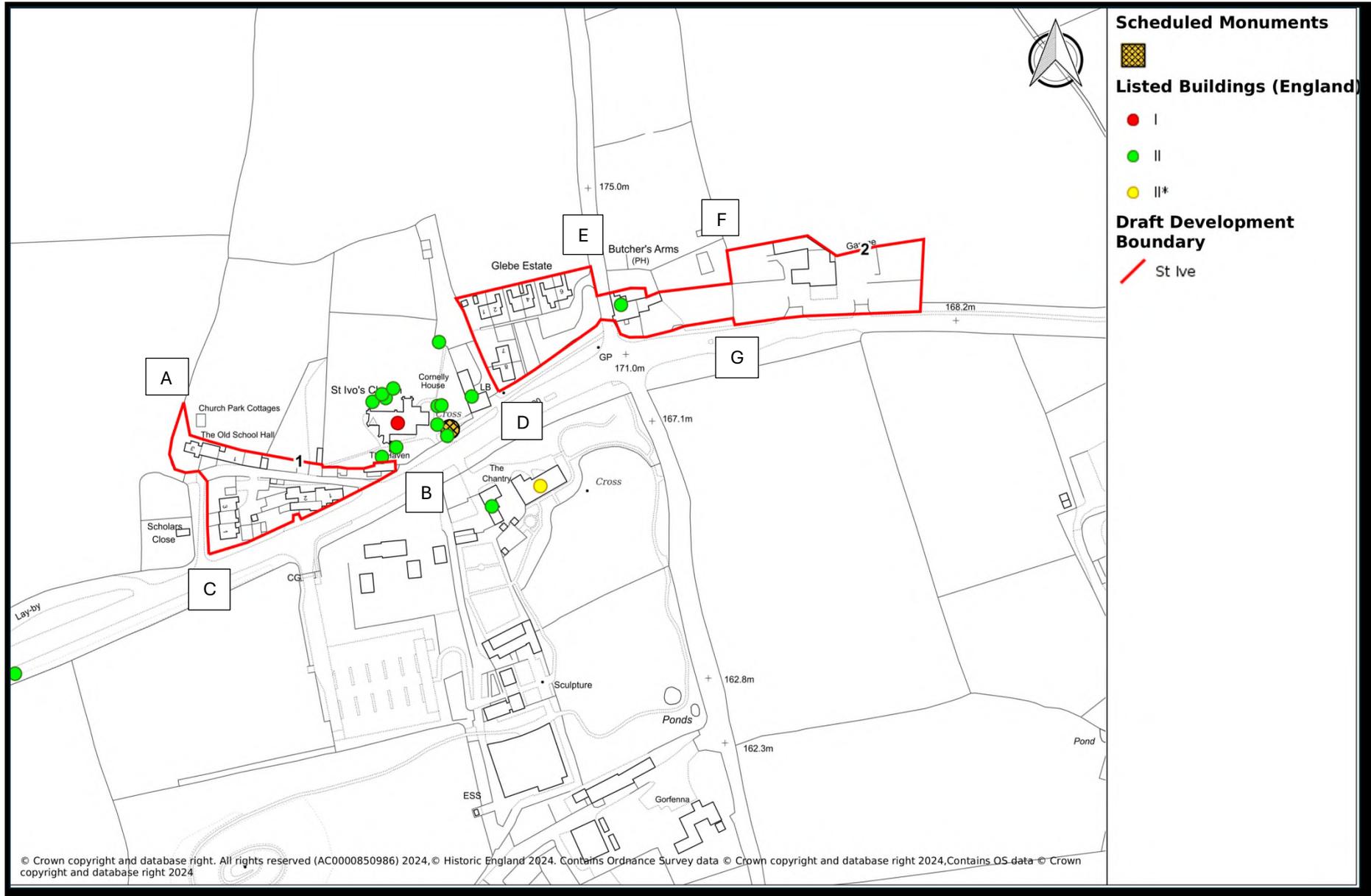
Map 15: St Ive & Higher Keason Draft Development Boundary – Aerial Photo.



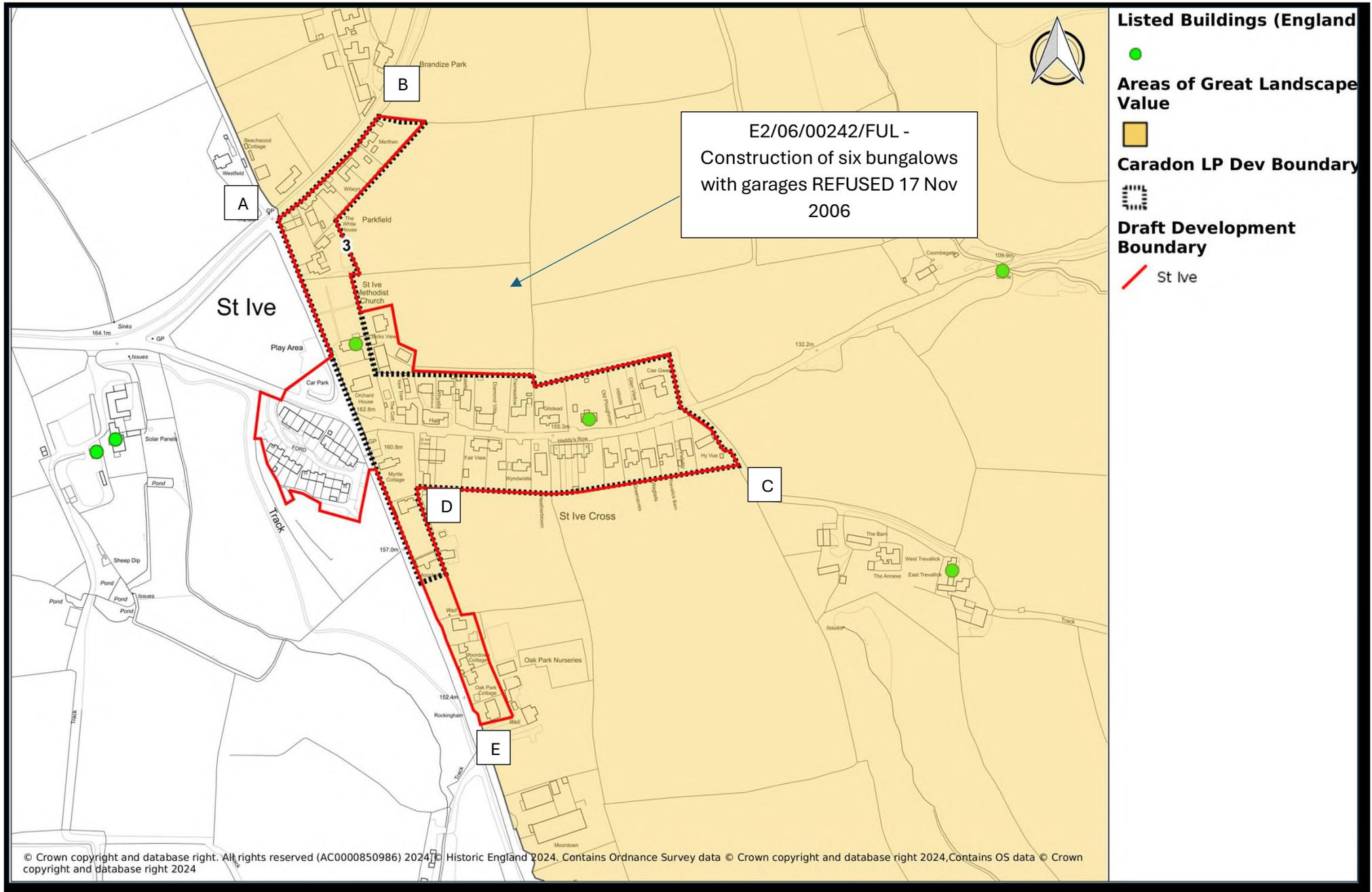
Map 16: St Ive & Higher Keason Draft Development Boundary – Surface Height Model.



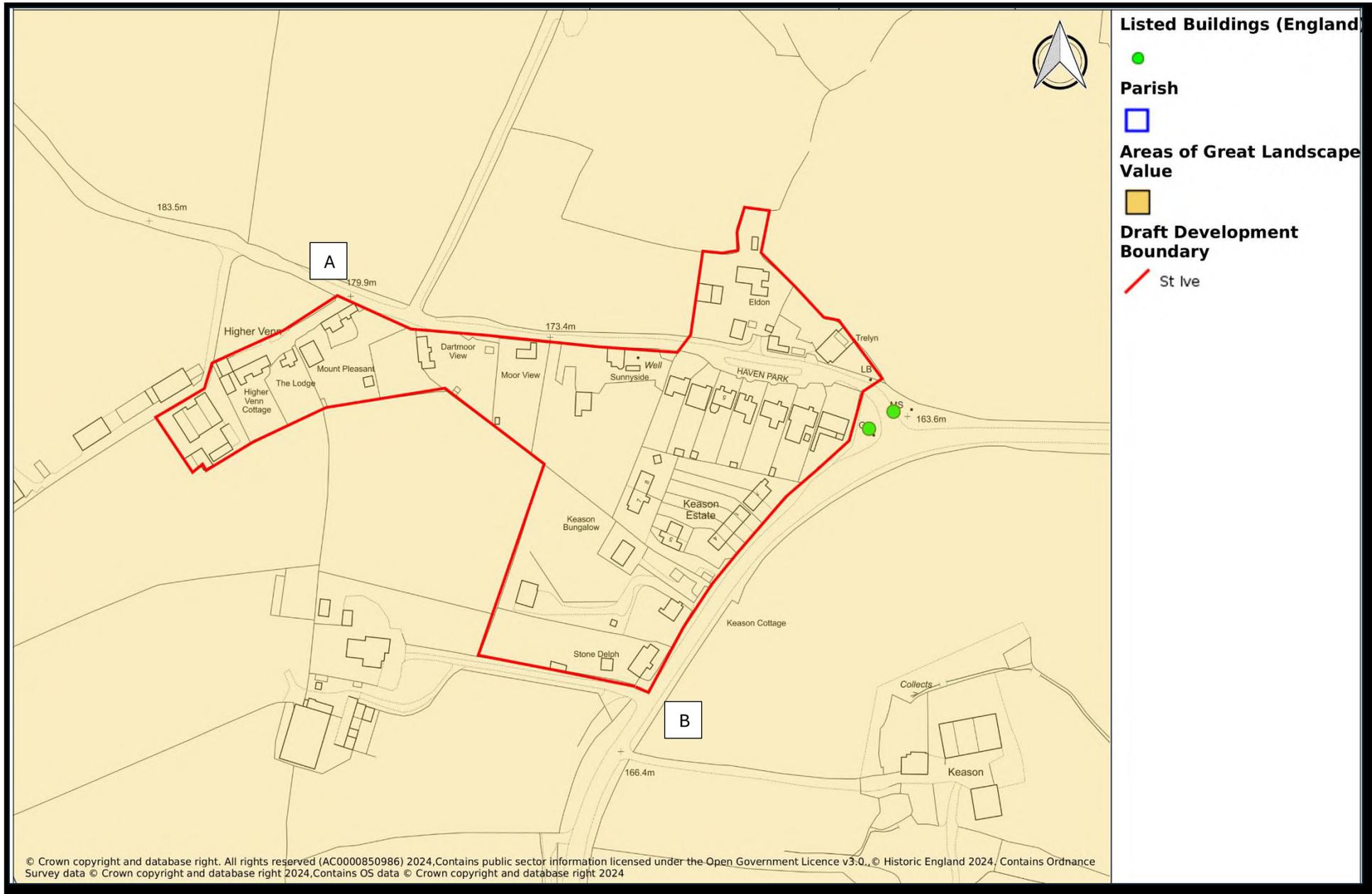
Map 17: St Ive & Higher Keason Tree Canopy



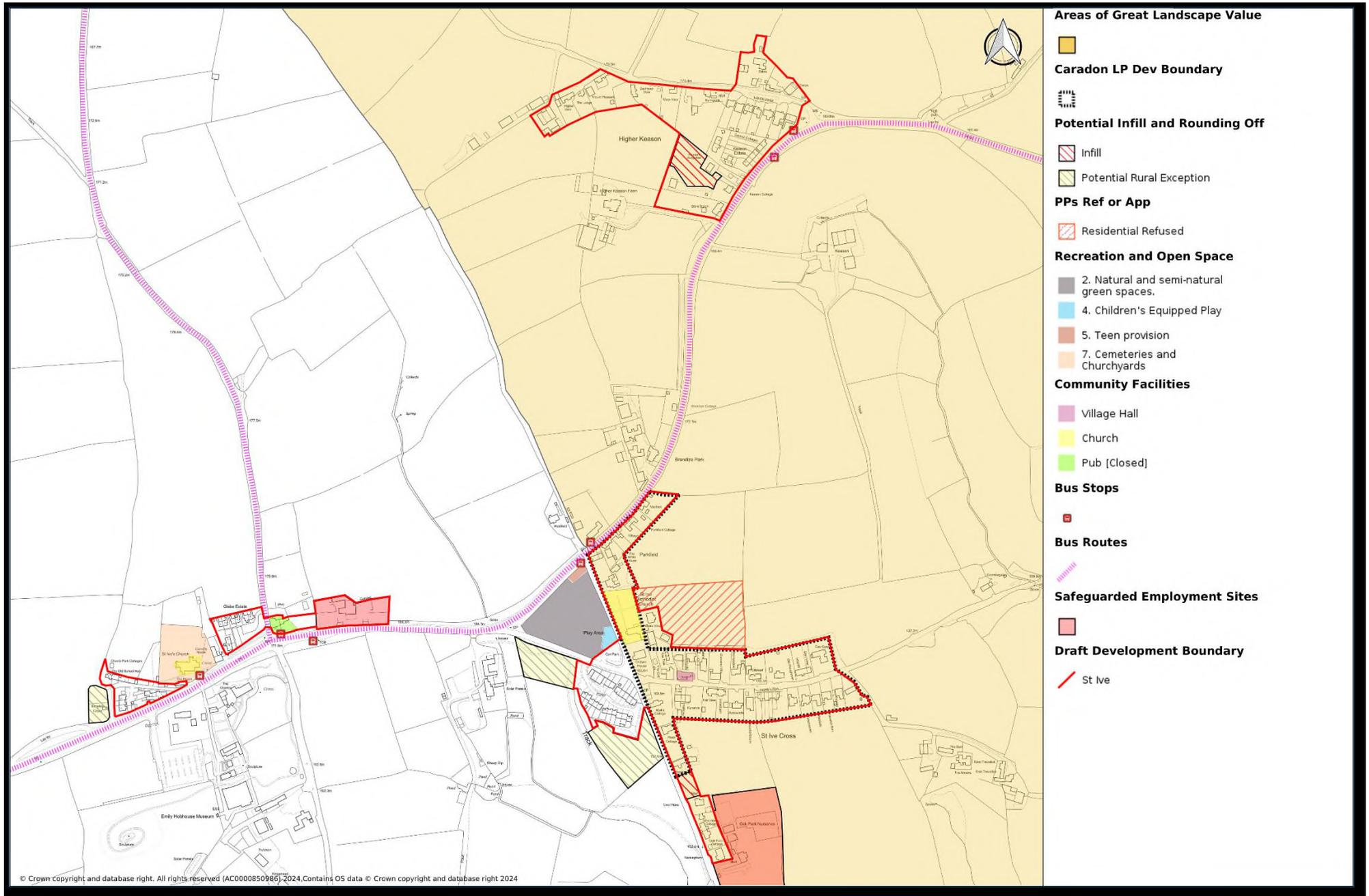
Map 18: St Ive Churchtown Landscape and Heritage Designations.



Map 19: St Ive Cross Landscape and Heritage Designations.



Map 20: St Ive Keason Landscape and Heritage Designations.

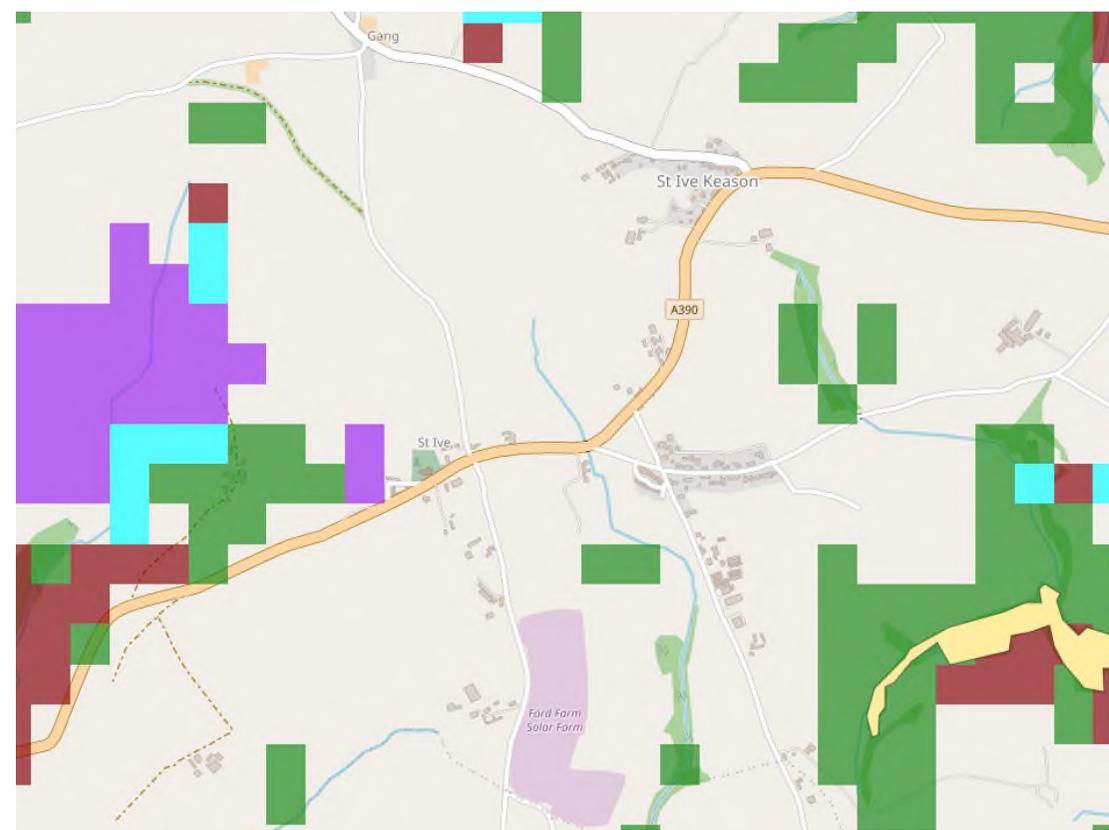


Map 21: St Ive & Higher Keason Draft Development Boundary.

SETTLEMENT NAME: *ST IVE CHURCHTOWN*

Biodiversity Considerations

Fields surrounding the settlement fall mostly into Agricultural Grade 3, which subject to survey may be 3a best and most versatile land, with most in use a grassland, but some arable to the north. Many of the hedgerows will be species rich [see Pensilva analysis above for details]. The small triangular field to the west of St Ive Church, and the small field beyond the Churchyard graveyard extension to its north are both shown as a Traditional Orchard Priority Habitat Inventory 2023, although from aerial photography none appears to exist. The valley woodland at Trebeigh Farm is Priority Habitat Inventory Deciduous Woodland. These areas are part of the biodiversity network running north west from the Tamar by the Lyhner and Tiddy valleys into the broader Bodmin Moor area. This is part of the Nature Recovery Network identified through the Nature Recovery Strategy for Cornwall. See map 22 below.

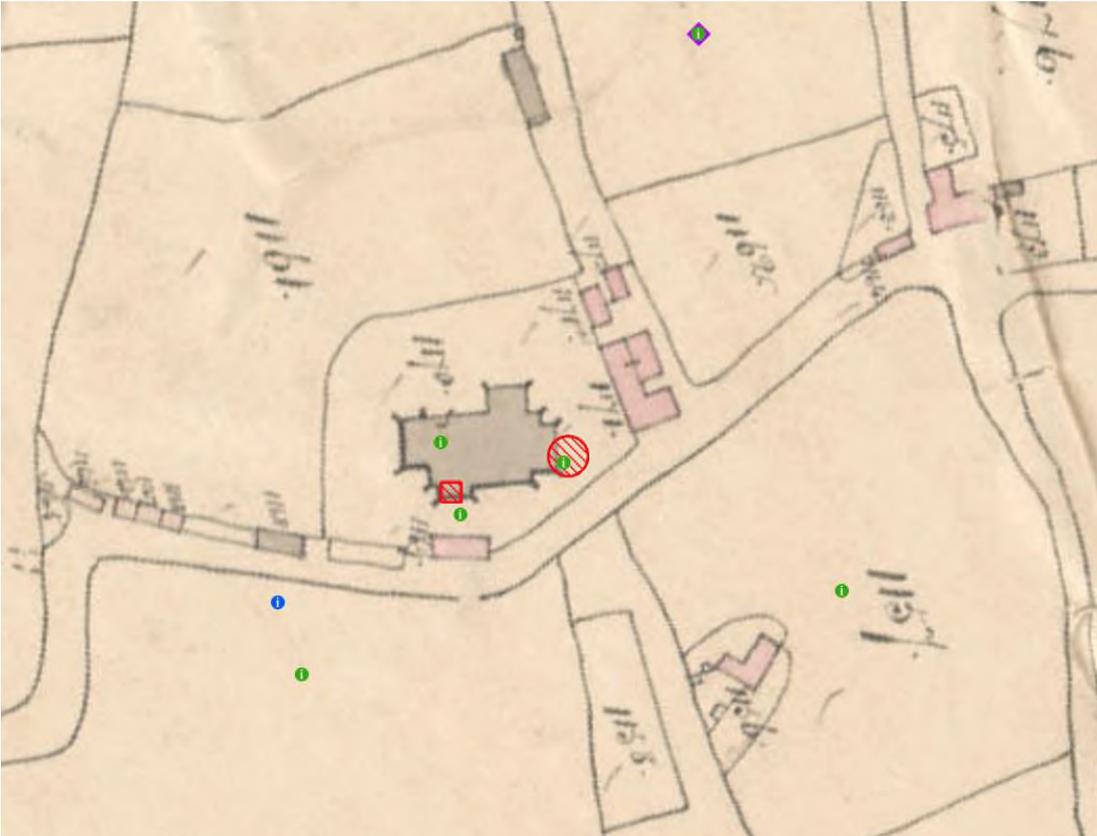


Map 22: Nature Recovery Network 2024 [Source: LAGAS]

St Ive Churchtown is within the impact risk zone [50 dwelling consultation requirement] for the Crows Nest SSSI located some 4 km to the west.

The village is also within the 'zone of influence' for the Plymouth Sound and Estuaries SAC, but the scale of development possible here is unlikely to have direct impacts on these biodiversity assets, and any

development would need to make mitigating contributions in accordance with Cornwall Local Plan Policy 22. These factors must inform the choice of development boundaries, to ensure that any development

	<p>which may result from them does not cause unacceptable harm existing biodiversity and may provide opportunities to make biodiversity net gain.</p>
<p>Landscape Considerations</p>	<p>Other than the narrow rectangular field running north from the settlement, where the land rises to Higher Keason, it is entirely surrounded by medieval farmland with a morphology of less regular field boundaries formed by low Cornish hedges and hedgerows. The settlement lies on something of a mildly undulating plateau. To the west the landscape drops sharply into the Tiddy Valley [AGLV], whilst to the east it gradually drops towards the initially shallow valley of the Trecorme Stream, and then St Ive Cross.</p> <p>In drawing up a development boundary, it is important to ensure that it does not encourage development that would breach historic field boundaries or be unacceptably prominent from the AGLV or the Churchtown streetscape.</p>
<p>Historic Environment Considerations</p>	<p>Human settlement at St Ive Churchtown dates from prehistoric times, there being evidence of Iron Age to Romano British hillforts and enclosures scattered close around the settlement. The A390 itself is an ancient routeway, and by medieval times the area may have become a stopping-off or gathering place. The Church of St Ivo itself was consecrated in 1338, thought possibly to have been associated with Knights Templars and Hospitallers who had a preceptory nearby at Trebeigh. A document of 1601 or 1613 records "A greene called Gang" on the north of the Church's glebe, likely to have been a 'Plain An Gwarry' or Cornish medieval amphitheatre used for the performance of mystery plays and sports. There is also a medieval wayside Cross, relocated to the Churchyard from a probable site nearby. Later the routeway became an 18th century turnpike road linking Liskeard and Callington, and by 1841 cottages and an Inn had been established [See Map 23]</p>  <p>← Map 23: St Ive Churchtown 1841 Tithe Map.</p> <p>Later a school and Rectory followed. Today the Churchtown includes many of the elements typical of such a location, including the wayside Cross, a cluster of 18th century</p>

	<p>tombchests, a 19th century ‘National School’, Cornelly House, from the 17th century, and across the A390 the Chantry, a fine 19th century Rectory and the former home of Emily Hobhouse, a humanitarian social activist of international reputation. Further along the road eastward is the ‘Butchers Arms’, a 17th century inn [currently closed].</p> <p>Although the widening of the A390 and the recent insertion of an access into the new Emily Hobhouse visitor centre has had some impact on the Churchtown, the works to the Chantry and the new museum buildings have contributed well to its appearance. However in drawing up the development boundary attention must be paid to ensuring that it would not support new development which might impact unacceptably on the surrounding landscape, or views from, towards, through, across and including the historic assets present, and intervisibility between them, or be visually dominate or prominent, or otherwise harm the setting and significance of the Churchtown.</p>
<p>BOUNDARY SECTION.</p>	<p>CONSIDERATIONS</p>
<p>A - B</p>	<p>The western portion of St Ive Churchtown comprises 10 dwellings in a small triangular cluster made up of an old National School, some post-medieval cottages, and a small modern development known as Scholars Close. Its northern settlement edge is formed by the rear gardens of 3 dwellings located along Church Park lane, including the latitudinal garden of 1 Church Park, and is relatively indistinct apart from the triangle of land above that garden that reaches an apex with the Churchyard boundary some 55m north. This land, which has PP for use as an occasional Church car park for weddings, funerals, and special events granted in 2009 [E2/09/01158/FUL], could be seen as a small settlement edge rounding-off plot. However, the loss of the occasional parking and the introduction of an additional access onto the narrow lane could exacerbate parking issues on the A390 and manoeuvring difficulties on the lane. The field is also close to the Grade 1 Listed Church of St Ivo and could cause harm to that building. It is therefore concluded that the development boundary should not enclose the field. [nb a strip of the field on its west is shown as a Traditional Orchard Priority Habitat Inventory 2023, although from aerial photography none appears to exist].</p>
<p>B - C</p>	<p>Here the settlement edge is formed by the strong line of the A390, to the south of which is The Rectory, Blackthorn Grange, and the Chantry Grade II* listed building, alongside which is ‘Kingsmead’ [Grade II], and a recently completed museum building, all of which comprise the ‘Story of Emily’, a newly created visitor centre focused on Emily Hobhouse, an historical figure and social activist. The A390 is a very strong boundary and resisting further infilling to the south of the road is considered essential to support the now enhanced setting of the important LBs in the vicinity. The development boundary is therefore drawn tight to the highway edge on the north side of the road.</p>
<p>C - D</p>	<p>Boundary C – D follows the short lane running behind the gardens of Scholars Close, beyond which over a low hedgerow are two small field plots, totalling about 1300 M² and being about 30m in width, and 75m in depth. Surrounding these is another low hedgerow, followed by a large field dropping sharply away north westerly to Trebeigh Farm at the head of a small tributary valley linking into the</p>

	steep sided Tiddy Valley below. These two small plots could be seen as a rounding off opportunity and have potential to accommodate up to 5 dwellings in similar density to Scholars Close. Being separated by Scholars Close and the A390 from the LBs at St Ivo Church and The Chantry/Kingsmead, it is not considered that harm would occur to their setting or significance.
D - E	The second portion of St Ivo Churchtown lies to the east of St Ivo Church. The Church, its Churchyard and the important elements of the Churchtown are excluded from the development boundary, which is formed by the well planted rear gardens of the Glebe Estate. This small post war Council development, of 3 Cornish Unit semi-detached blocks and one pair of bungalows, includes a small area of amenity green space which could have potential for designation as a Local Green Space in the NDP. The northern boundary is distinct and no opportunities for infill or rounding off appear.
E - F	Moving east across the road to Gang is the Butchers Arms, a Grade II LB, which includes a large car parking area behind which to the north are two small field plots surrounded by substantial hedgerows. These project some 150m beyond the Butchers Arms along the Gang road and are some 55m in width. They cannot be categorised as rounding off and should be excluded from the development boundary. Instead, the boundary is drawn tight behind the perceived extent of the pub and its car park. The latter could be viewed as Previously Developed Land, in which case it could accommodate 1 or 2 dwellings, but it is anticipated that the Pub will in due course be reopened and the car park once again required operationally.
F - G	<p>Again moving east is the site of Alan Gimblett Cars, a former filling station now used for used car sales, with an administrative block, workshop and former pump canopy, and a large elevated area given over to motor vehicle display. It is very exposed and significant contrast to the character of the Churchtown to the west. Although the northern boundary here is unplanted it is very distinct, a green open field on one side and a concrete/gravel open parking area on the other.</p> <p>The site is just under 0.4ha and as a site of local employment should be safeguarded in the NDP, subject to any new development being designed to offer landscape planting and careful building massing, height and materials aimed at enhancing the setting of the Churchtown and its historic assets. Should the business move away, and no replacement were found possible, the site would be PDL and could accommodate a small residential estate development, potentially up to 8 dwellings at a density similar to the Glebe Estate. Similar design provisions to that for a business redevelopment would be required.</p> <p>The boundary is therefore proposed to enclose the entire site.</p>
G - D	Here the boundary returns to the core of the Churchtown and is formed by the A390, a strong and defensible edge to the settlement.
Comment & Conclusions	<i>St Ivo Churchtown is an important cluster of historic assets spanning from the 13th to the 19th centuries, and reaching out to South Africa, and the development boundary should serve to protect them from unacceptable development. It is in walking distance of</i>

	<i>facilities at St Ive Cross. Within that context there are opportunities for rounding-off and Previously Developed Land development that could offer up to 13 new dwellings in time.</i>
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SETTLEMENT NAME:	ST IVE CROSS
Biodiversity Considerations	<p>Fields surrounding the settlement fall mostly into Agricultural Grade 3, which subject to survey may be 3a best and most versatile land, with most in use a grassland, but some arable to the north. Many of the hedgerows will be species rich [see Pensilva analysis above for details]. There are no priority habitat areas or TPOs present or immediately nearby. St Ive Cross is within the impact risk zone [50 dwelling consultation requirement] for the Park Wood SSSI located some 2.5 km to the west.</p> <p>The village is also within the 'zone of influence' for the Plymouth Sound and Estuaries SAC, but the scale of development possible here is unlikely to have direct impacts on these biodiversity assets, and any development would need to make mitigating contributions in accordance with Cornwall Local Plan Policy 22.</p>
Landscape Considerations	<p>The land to the west of the settlement leading to St Ive Churchtown is medieval farmland with a morphology of less regular field boundaries formed by low Cornish hedges and hedgerows. On its other boundaries the land is post medieval enclosed land, with more regular field shapes. The settlement faces mildly undulating plateau to the west across the Trecorme Stream, but to the east it tilts gently down leading eventually into two unnamed tributaries of the Lynher River, either side of East Trevallick. On the north the landscape rises towards Higher Keason. All of this landscape east of the Blunts/Tideford road is AGLV.</p> <p>In drawing up a development boundary, it is important to ensure that it does not encourage development that would breach historic field boundaries or be unacceptably prominent from the AGLV. Barring the Chapel, 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>
Historic Environment Considerations	<p>Despite the associations suggested by its name St Ive Cross is a relatively modern settlement compared to Churchtown. Although nearby East Trevallick was first recorded in the 12th century, St Ive Cross appears to be entirely post-medieval with just 7 dwellings showing on the 1841 Tithe map, clustered close to the crossing formed by the Liskeard to Callington and Blunts/Tideford roads. By late Victorian times this small settlement had grown to include new rows of cottages, a smithy, Wesleyan Methodist Chapel, and boasted a 'guide post'. By the 1950's it had acquired the 'St Ive Institute and Village Hall. The earlier terraces of cottages that characterised the small village of St. Ive Cross at the end of the 19th century have now largely been converted to single dwellings or demolished. Those few</p>

	<p>that remain in their original form are now surrounded by the detached dwellings of more recent decades. St. Ive Cross with St. Ive Parkfield now form an identifiable village, which still retains an essentially tranquil Cornish character.</p> <p>These factors must inform the choice of development boundaries, to ensure that any development which may result from them do not cause unacceptable harm to charm and character of the settlement that has emerged through its historic growth process.</p>
BOUNDARY SECTION.	CONSIDERATIONS
A - B	This strong boundary is formed by the A390, with the scatter of buildings to its north excluded.
B - C	<p>Turning to the east the settlement edge runs down the back of residential properties, forming a ‘bight’ of open land enclosing four fields totalling about 3 ha in all. It could accommodate up to 40 dwellings at a similar density to the housing along the Callington road. Although enclosed on three sides by development and potentially accessible from the A390, the land slopes away south east into the AGLV and can be viewed from considerable distances away, whilst a scheme of such proportions would radically alter the character of the settlement, and is not justified by the Cornwall Local Plan requirement for the area. It therefore cannot be considered to be a rounding-off opportunity, nor suitable for rural exception development. The development boundary should follow the existing settlement edge, adjusting from the old CDCLP to accommodate ‘Jacks View’ built since the original boundary was drawn up.</p> <p>A proposal for 6 dwellings on part of the area was refused in 2006 [E2/06/00242/FUL] for access and landscape impact reasons. [nb there is a ‘live’ application ref: PA24/05558 for an agricultural dwelling on part of the site at the time of writing].</p>
C - D	Here the development boundary follows the settlement edge closely, there being no identified opportunities for rounding off.
D - E	From D to E the proposed boundary extends further south than the CDCLP original to accommodate larger gardens in accordance with the current methodology. The business sites extending from this area identified as being suitable for safeguarding in the NDP. A small infill opportunity is possible at ‘Moordown’.
E - A	<p>Here the boundary returns up the Blunts/Tideford road which forms a strong edge to the settlement, at least until it reaches the recently completed development at Ford Close. Here the boundary diverts from the old CDCLP line to enclose the new estate, before returning through the cross roads past the playground and Methodist Church to the A390.</p> <p>There is potential to both the west and south of Ford Close for a rural exception development. Ideally this could be located to the west, and share the Ford Close access, as this location is closest to village facilities. However such a development would need to be carefully designed so as not to harm the setting and significance of the LBs located at Ford Farmhouse a short distance to the west, separated from the site by trees and hedgerows. A proportionately scaled development of 15 to 20 affordable dwellings might be acceptable.</p>

	The St Ive Playground site, which is an excellent facility that meets both junior and teen needs, is excluded from the development boundary. However, it is sufficiently large that it could accommodate additional community facilities, such as a replacement for the Institute and Village Hall, which is ageing and small. The development boundary does not have to be adjusted to meet this requirement if a policy is included in the NDP expressing support for such a facility in the location, subject to careful criteria management the development.
Comment & Conclusions	<i>St Ive Cross is a pleasant settlement with 69 dwellings and a mix of businesses and community facilities. Whilst infill opportunities are very limited, there is potential for a small rural exception site.</i>

SETTLEMENT NAME:	<i>ST IVE KEASON</i>
Biodiversity Considerations	<p>Fields surrounding the settlement fall mostly into Agricultural Grade 3, which subject to survey may be 3a best and most versatile land, with most in use a grassland, but some arable to the north. Many of the hedgerows will be species rich [see Pensilva analysis above for details]. There are no priority habitat areas nearby. There are no priority habitat areas or TPOs present or immediately nearby.</p> <p>St Ive Keason s within the impact risk zone [50 dwelling consultation requirement] for the Crows Nest SSSI located some 4.6 km to the west and the Park Wood SSSI located some 2.6 km to the west.</p> <p>The village is also within the 'zone of influence' for the Plymouth Sound and Estuaries SAC, but the scale of development possible here is unlikely to have direct impacts on these biodiversity assets, and any development would need to make mitigating contributions in accordance with Cornwall Local Plan Policy 22.</p>
Landscape Considerations	<p>The land to the west of the settlement is post-medieval medieval farmland with some irregular field boundaries formed by low Cornish hedges and hedgerows, with an incursion of modern enclosed land. On its other boundaries the land is mainly medieval enclosed land in small irregular fields. To the west of the settlement the land rises to a local highpoint, whilst to the north, east and south it faces into several unnamed steep-sided tributaries of the Lynher River. All of this landscape east of the Blunts/Tideford road is AGLV.</p> <p>In drawing up a development boundary, it is important to ensure that it does not encourage development that would breach historic field boundaries or be unacceptably prominent from the AGLV.</p>
Historic Environment Considerations	<p>At the time of the Tithe Map [1841] Higher Keason did not exist, it being only the location of two 18th century milestones indicating turnpike routes to Callington, Liskeard and Launceston. However by the early Edwardian period there was a scatter of 10 small dwellings located here. Today there are 29 dwellings, the majority built after 1961 when the opening of the Tamar Road bridge made the are more accessible for settlement. The only notable historic assets are the guidepost and milestone, both still extant and Grade II listed.</p>

BOUNDARY SECTION.	CONSIDERATIONS
A - B	Here a strong boundary is formed by the roads enclosing the north and east edges of the settlement, apart from a small deviation around 'Eldon' and 'Trelyn'.
B - A	This edge is made up of rear garden boundaries with generally strong hedgerows. It forms a 'bight' which encloses an area of about 0.5 ha, which in terms of the scale of this part of the St Ive cluster would be inappropriate for rounding off. However, within the boundary there is a lower density area that could accommodate an infill development of 2 or 3 dwellings, accessed from the A390.
Comment & Conclusions	<i>This very small settlement is barely viable for a development boundary in its own right, but as part of the St Ive cluster of settlements, it appears logical to support a development boundary.</i>

8. HOUSING CAPACITY IDENTIFIED

8.1 The total housing capacity potential identified in this log is:

Settlement	Market Housing	Policy 8	Rural Exception	Total
Pensilva	45	6	76	127
St Ive Churchtown	8	0	5	13
St Ive Cross	2	0	20	22
St Ive Keason	3	0	0	3
TOTAL	58	6	101	165

8.2 **It is very important to note that this is a theoretical maximum estimate of the capacity for housing that might be possible under current [NPPF 2024] strategic planning policies over an unspecified period of time, and not a firm forecast or NDP target for 2030.** Sites may not come forward at all or may come forward in a modified form. The log simply records the analysis of how a development boundary can be identified in the context of current planning policies and guidance that will support the proposed spatial strategy up to 2030.

9. DRAFT POLICY PROPOSAL

9.1 Taking into account the information and analysis given above, it is proposed that the following policies be included in the Neighbourhood Plan:

New Housing Development at St Ive & Pensilva Villages

1. Development Boundaries [shown on Maps XX and YY] are set for the following settlements:

a. Pensilva

b. St Ive Church End, St Ive Cross and St Ive Keason

2. Within the Development Boundary of Pensilva and the cluster of St Ive Church End, St Ive Cross and St Ive Keason , small scale infill and the development of Previously Developed Land (as defined in by the CLP Paragraphs 1.65 and 1.68) will be supported where it:

- a) Is at a level that is proportional to the scale of the settlement and commensurate with and will help to support and enhance the social and community facilities available in the Parish; and**
- b) Respects the setting, form, character and natural environment of the settlement and the criteria set out in NDP Policies relating to Heritage, Cornish Distinctiveness and Design, and the Natural Environment and Landscape; and**
- c) Contributes to the mix of housing types and tenures needed by the community of the Parish [see NDP Policy 10]; and**
- d) Incorporate safe and convenient pedestrian and cycle connectivity to key community facilities and services within the settlement which provide the means for residents of new developments to physically and socially become part of an existing community;**

3. Outside the Development Boundary development will not be supported unless it is

- a) for the replacement or subdivision of dwellings; or**
- b) the reuse of suitably constructed redundant, disused or historic buildings; or**
- c) temporary accommodation for workers to support established and viable rural businesses; or**
- d) Full time agricultural and forestry and other rural occupation workers where there is an essential need; or**
- e) ‘Regenerative, Low Impact Development’ in accordance with CEDPD Policy AL1; or**
- f) small scale infill within established hamlets and small groups of dwellings that complies with NDP Policy 12.**

Rural Exception Affordable Housing

1. Major affordable housing-led residential development proposals under CLP Policy 9 [‘Rural exception Sites’] will be supported at Pensilva where they:

- a) meet an identified local need for affordable housing;**

- b) are on sites in the 'preferred directions of growth' indicated on the Proposals Map;
- c) accord with the design policies set in this NDP;
- d) address satisfactorily any issues relating to traffic and highways, flooding, and infrastructure capacity.
- e) include pedestrian and cycle links to the town centre;

Elsewhere, affordable housing-led residential development proposals under CLP Policy 9 ['Rural exception Sites'] will be supported if they are on sites well-related* to the built form of the settlement.

2. Where there is potential for harm to the landscape setting of the settlement, a landscape and visual impact assessment (LVIA) prepared under the Landscape Institute guidelines must be submitted, and appropriate mitigation demonstrated in the design;
3. If market homes are included, the overall scheme must be 'tenure blind' such that market and affordable homes are indistinguishable in design, materials and form.
4. Where feasible schemes will deliver some homes that are accessible and suitable for older or less mobile residents, including those that may require an overnight carer.
5. Proposals which meet the criteria for affordable self-build dwellings will be supported subject to the criteria above and accordance with CLP Policy 9.

ENDS

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 2023

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 protect 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 the area had defined development boundaries in Caradon District Council Local Plan [CaDCLP]¹. These are now out of date and none are retained for planning purposes by the Cornwall Local Plan (CLP) so there are no development boundaries in place as such, unless they are defined in a neighbourhood plan. Whilst these older boundaries are a useful starting point for the future definition of the boundaries, they should not simply be copied and renewed as there have been changes in the methodology for drawing up such boundaries and physical changes on the ground that make them obsolete.

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.

¹ The Caradon Local Plan was adopted in August 1999. An immediate review commenced, leading to the publication of a draft review in 2003. This was subjected to a Public Inquiry in 2006/7 and finally adopted in 2007.

- 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:

- a) sites with unimplemented planning permissions for Rural Exception Affordable Housing.
- b) particularly large gardens which are considered to extend into the open countryside.
- c) large gardens which have significant environmental (flooding, SSSI etc), historic environment, or infrastructure constraints which mean it not likely to accommodate sustainable development.
- d) separate curtilages to dwellings (e.g. many cottages in Cornwall have detached allotments) which are clearly detached from the main body of the settlement.
- e) 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.
- f) larger scale amenity land, such as parkland, kick-about areas, school and club playing fields.
- g) single depth development (ribbon development) along roads leading out of the town unless physically well related to it.
- h) 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 St Ives & Pensilva 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 land² 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 St Ives & Pensilva 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 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

²Land 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

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.