

Egloshayle, St Breock and Wadebridge Neighbourhood Plan

Objective (Technical) Review of Built-up Area Boundary

Egloshayle, St Breock and Wadebridge Neighbourhood Plan Land Supply Working Group

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EXECUTIVE SUMMARY

Following preparation of the “ Objective -Technical Review of Land Supply for Housing & Employment” covering the Town Framework study, the Strategic Housing Land Availability Assessment (SHLAA 2016) and the Employment Land Review (ELR) the Land Supply Group (LSG) have investigated development progress since 2010 and this report considers issues related to the North Cornwall District Council (NCDC) development boundary which was established in 1999.

The primary objective of this report is to confirm the original built up area boundary (BUAB) and, as a result of developments and commitments to date (2016), identify any revisions to this boundary to represent a ‘baseline’ which may need to change to accommodate development plans for the future of Wadebridge.

Development History within the 1999 boundary

Records show that through the period since the adoption of the Local Plan (1999) most of the approved developments have been achieved within the NCDC development boundary. Cornwall Council’s housing statistics confirm a total 474 dwellings completed 2000 to 2016 of which 422 were within the development boundary.

Further developments with planning approval for 174 dwellings and 6 shops within the 1999 boundary but yet to be built includes sites at Polmorla Road, (37 flats and 6 shops), Bridge View (110 dwellings) and minor plots of land with less than 10 houses (27).

Changes of designation within the 1999 boundary area

Two additional sites at Bodieve Park (Football Club) and Higher Trenant, within the 1999 boundary but originally designated for employment, are currently being progressed by potential developers at pre application stage, with the potential of significant housing developments in the order of 260 houses. A further site at Trevanson with a previous planning approval now lapsed has gained approval for 2 houses with potential for an estimated 38 additional homes. (see appendix 3)

In terms of employment land, there have been no significant developments at the three designated sites at West Hill, Bodieve Park or Trenant over the period. Changes in designation of two of these sites as detailed above related to housing priority and brown field status of

other sites (ie Trevilling) could result in the need for additional land requirements outside the 1999 boundary.

New completed developments outside the boundary since 1999

Three development sites received planning approval to build outside the boundary and building completions include 'in fill' sites at Talmena Avenue (a minor boundary adjustment), West Hill Trevanson (48 houses), and Higher Lane Above Town Egloshayle (4 houses). These sites have been added to the 1999 BUAB (See map Y and Appendix 1)

Land with permission to build outside the 1999 boundary

A further application for a care home and 75 care units at _Keston/ Dunveth has been approved at a site on the South/West side of the Town (map ref 18a) but has yet to be progressed by the developers. (see map Y and appendix 2)

Other (greenfield) areas adjacent to but outside the North Cornwall Local Plan BUAB

We consider that greenfield areas including Gonvena, Trevarner, land north of the Ball roundabout and at Bodieve East of the Rock Road identified as potential sites for development in Cornwall Council's Town Framework Study are relevant to this appraisal. Information has been gained from developers' initial proposals including estimated volumes of housing potential. We believe that these sites with a total capacity for over 900 houses do warrant consideration but in the next stage of the boundary options review.

Other Settlements in the Neighbourhood Area

We have briefly reviewed the other settlements in the plan area: Whitecross, Burlawn and Sladesbridge. Based on the reasons why a settlement has a BUAB, it is not considered necessary to designate BUABs for the other settlements outside of Wadebridge in the plan area. We are not expecting to identify sites for development in these locations and there is no good reason to take them out of the policy category of "countryside" under which they enjoy protection from large scale development

Conclusions

This report is the first stage in our review of the built-up area and has presented an updated built-up area boundary as a result of physical changes in Wadebridge since 1999. This revised boundary represents the current "technical" boundary and is not the recommended boundary for inclusion in the Neighbourhood Plan. It will be used to inform consideration of other land supply issues in Wadebridge and represents a "baseline" boundary which may need to change to accommodate development plans for the future of Wadebridge.

The next stage of work undertaken by the LSG will explore possible areas of land for development in the future during the plan period to 2030 and the updated boundary set out in this report may therefore need to change to accommodate future development.

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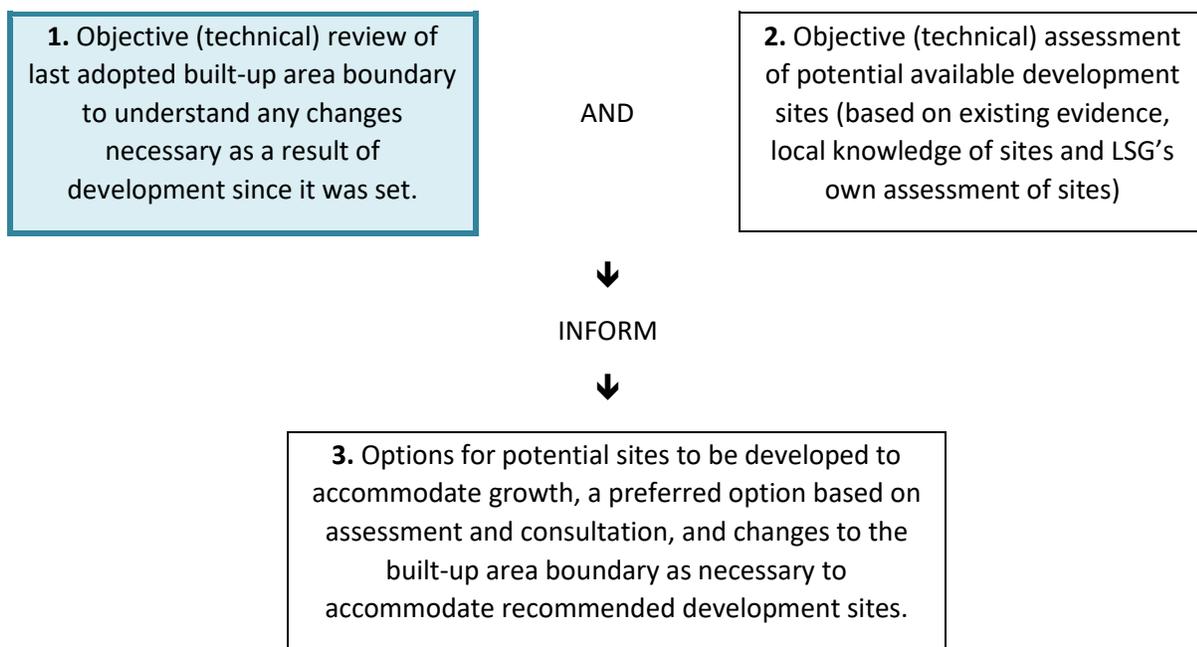
Introduction

In January 2014, the Egloshayle, St Breock and Wadebridge Neighbourhood Plan Steering Group established a Land Supply (Working) Group¹ (LSG) to investigate how much housing and employment land might be needed to accommodate growth and change in the neighbourhood plan area between now and 2030. The Neighbourhood Plan has the opportunity to have an influence over where new housing and employment development should take place, the overall scale of which is largely determined by the Cornwall Local Plan. The LSG was also tasked with identifying possible implications of that potential growth on the built extent of Wadebridge.

It has been the intention of the Neighbourhood Plan Steering Group to use the conclusions of the LSG's work to inform the developing first draft of the neighbourhood plan and subsequent public consultation.

The work undertaken by the LSG has included the tasks set out in Figure 1 below. The figure sets out the three key stages of work required to review the built-up area boundary and consider appropriate locations for growth to meet the requirements for development set out in the emerging Cornwall Local Plan. This report sets out the findings from task **1** highlighted in the diagram.

Figure 1



¹ The Land Supply Group has comprised the following members during the work it has undertaken [T Faragher, Dr M Kent, S Knightley BSc, PG dip, MCIAT, P Mutton & G Stanbury MRICS]. There has been some change in the group's membership during the time the work has been done and the following people are the named representatives of the group at the time that this report has been published: [G Stanbury MRICS, P Collis ACMA, CGMA].

What is a built-up area boundary and why are we reviewing it?

A built-up area boundary or BUAB is often also referred to as the “settlement limits”, “built extent” or “town or village envelope”. It is a defined area within which the principle of allowing development is acceptable. Outside of this type of boundary, development is often restricted to certain specific types of scale of development. The BUAB therefore helps to provide a clear distinction between the urban area, where certain forms of development are likely to be appropriate, and the countryside, where protection and enhancement are more important. In effect, such a boundary can play a key role in helping to prevent urban sprawl and managing growth to take place in the most appropriate locations. In doing so it can, alongside any related policies in the plan, provide the basis for decisions made in response to planning applications by setting out clear and unambiguous guidance as to where development is likely to be permitted.

BUABs have typically been set by Local Plans (and their predecessors, Local Development Frameworks and Core Strategies) which are part of the statutory development plan in which local planning authorities set planning policies and plans for development for a period of 15-20 years. BUABs often include areas of land not yet built on but which have been “allocated” in a plan for development to take place.

The last BUAB for Wadebridge was set by North Cornwall District Council in its Local Plan, produced in 1999². Since their introduction in 2011, neighbourhood plans have had the opportunity to review such designations. In the latest review of the Local Plan, which is at the final stages of scrutiny before it is formally adopted (and which now covers the whole of Cornwall since the local authorities merged into one Cornwall Council), no BUAB has been proposed for Wadebridge or the other settlements in our Plan’s area. The Cornwall Local Plan focuses on more “strategic” planning matters and sets an overall vision for Wadebridge without going into detailed specifics of local planning policies relevant for our area. Hence, our Neighbourhood Plan has the opportunity to develop locally specific planning policies (which could include our own BUAB). It is within this context that we have reviewed the BUAB.

While we do not have to have a BUAB, we wanted to explore the merits of having one and the contribution it can make to help implement the overall planning strategy for the area.

What have our key milestones been?

- Jan – March 2014 - Review topic evidence, the land identified in 2012 Town framework exercise, the 2013 SHLAA & identify all potential available land within and near to the 1999 Town development boundary.
- March – June 2014 – Appraise all potential sites referring to planning applications in progress and discussions with landowners, members of Town and Cornwall Council (CC) regarding the issues and suitability of various sites for development.

² the boundary in the 1999 North Cornwall Local Plan <https://www.cornwall.gov.uk/media/3639402/Inset-Map-34-Wadebridge.pdf>

- June – November 2014 - Discussions with CC regarding strategic land allocation finally agreed at 1100 minimum houses for WNP area, further site appraisal and preparation detailed map for public consultation 14/15th November. Steering Group review and approval to proceed with consultation.
- November 2014 – January 2015 – Analysis of public feedback including potential developers, land owners and various organisations. Refine map and appraisal information and prepare updated appraisal map and notes for further consideration for plan and proposed policies preparation.
- January 2015– February 2016 - Continuing review and monitoring pre application development proposals from potential developers resulting in the issue of an updated ‘Consolidated Land Supply Appraisal (dated February 2016) with recommendations for a revised built up area boundary (BUAB) for consideration by the Steering group, planning consultants and informal review by Cornwall Council.
- February 2016 -Date – Consultations with Steering group, Consultants and CC and preparation of further technical reports and recommendations for consideration and approval by the Steering Group as evidence to support policies related to the development boundary

This work has been on going alongside the development of the neighbourhood plan itself.

How have we reviewed the built-up area boundary?

We have reviewed the built-up area boundary following a sequential process:

1. Examining the last adopted built-up area boundary from the North Cornwall Local Plan 1999
2. Identifying any changes at the edge of the boundary since that time such as:
 - a. new development;
 - b. land with planning permission to build;
 - c. any other development which may come forward;
 - d. land previously allocated for development identified in the North Cornwall Local Plan which has not been developed and has no extant planning permission; and,
 - e. other areas adjacent to but outside the North Cornwall Local Plan BUAB that may relate more to the urban environment and its setting than to the surrounding countryside
3. Updating the boundary accordingly to reflect these changes

As illustrated in Figure 1 earlier in this report, following completion of these tasks, we have looked at land supply and potential areas which could accommodate new development in the plan area to help determine to what degree future development may have an impact on the extent of a new BUAB. The conclusions of these tasks are set out in separate reports.

When carrying out the above process we have also been mindful of some guiding principles to help redraw the boundary to the appropriate 2016 extent:

- The boundary should generally follow well-defined physical features such as roads, field boundaries, hedges, and existing property lines.

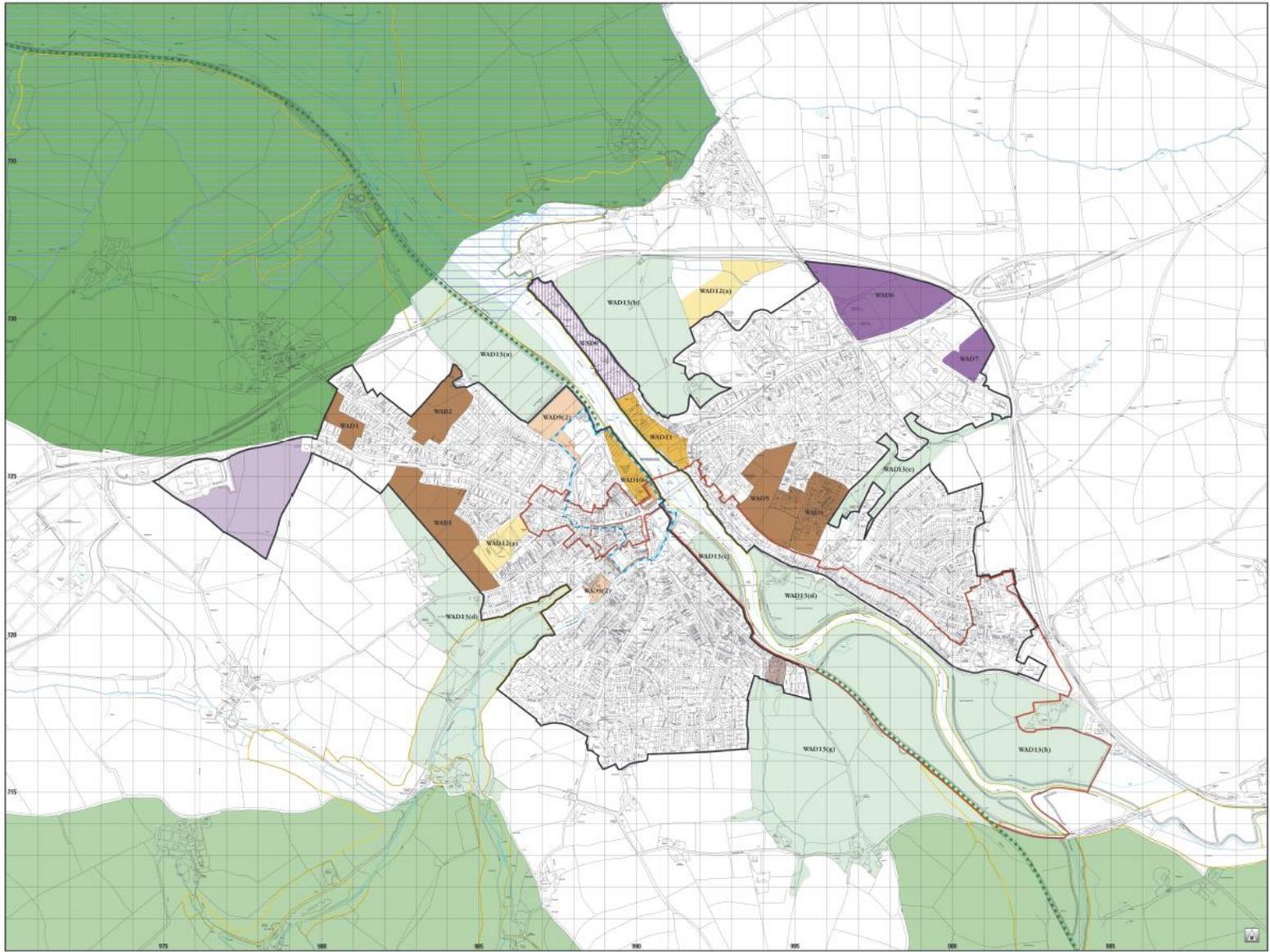
- The boundary should follow the whole curtilage of properties except on the urban fringe where they include large open areas that extend up to existing countryside and are not encompassed by built form. This is to prevent inappropriate development “bleeding” into the countryside.
- Activities and land use at the edge of the settlement on the urban fringe that relate well to the built-up area such as community facilities and employment activities can be included within the boundary. Land uses and activities that relate more to the countryside such as agriculture, forestry and activities that require significant open spaces should be outside the boundary.
- Development that is close to but physically separate from the built-up area should not be included within the built-up area boundary (including ribbon and fragmented development perhaps with a separate identity). This is to help maintain a strongly defined boundary and to avoid areas of countryside from being unnecessarily included within the boundary.

Assessment: what has changed since 1999?

1. North Cornwall Local Plan 1999 – last designated built-up area boundary

Figure 2 shows the last adopted built-up area boundary for Wadebridge. It is taken from the last Local Plan produced by North Cornwall District Council and adopted in 1999. This is our starting point for the objective review of the boundary.

Figure 2




North Cornwall District Local Plan.
 Adopted - April 1999

Inset Map 34
Wadebridge

 Scale 1:5000

 North Cornwall District Council
 3/5 Barn Lane
 Bodmin
 Cornwall
 PL31 1LZ
 Tel: 01208 893333

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Maps produced by Level Jones Ltd, Dorset, England.

Legend	
	Development Boundary (006G1)
	Housing Allocation (006G4)
	Planning Permission for Housing
	Employment Land Allocation (022N1)
	Planning Permission for Employment
	Car Park Allocation
	Education Allocation (04F10)
	Mixed Use Allocation
	Watercote Industrial Allocation
	Primary Commercial Area (04F1)
	Canal Trail (04F7)
	Area of Outstanding Natural Beauty (05N0)
	Area of Great Landscape Value (05N1)
	Open Area of Local Significance (05N2)
	Area of Great Scientific Value (05N3)
	Conservation Area Construction Site (05N5)
	Conservation Area (05N13)
	Historic Settlement (05N14)

Source: <https://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/interim-and-adopted-planning-policy/north-cornwall-district-saved-policies/local-plan-maps/>

2. Identifying any changes at the edge of the boundary

To bring the BUAB up-to-date and reflect the built extent of Wadebridge, we have identified:

New development since 1999

Using local knowledge and augmented by a review of planning history and completions data, we have systematically identified areas of land adjacent to the 1999 BUAB which have since been developed (where development has been completed / fully implemented).³ This includes development for any land use requiring planning permission, but with the main focus on employment uses (such as office, warehousing, storage, industrial, etc.), retail and housing.

Only three sites developed outside the 1999 boundary including the edge of a development at Talmena Avenue on land south of West Hill, Trevanson north of West Hill on a wedge of land (previously AONB) adjacent to the A39 by and land at Higher Lane Above Town at Egloshayle village adjacent to the inside of the A389 by pass. (see details in appendix 1)

Land with planning permission to build

Using local knowledge and augmented by a review of current planning applications, we have also identified areas of land adjacent to the 1999 BUAB which have planning permission but which have yet to be completed. This includes developments started as well as those yet to start but with an extant planning permission.⁴

The site at Keston (Dunveth) for 75 care units (approved planning PA14/01844 & PA15/05926) is outside the 1999 NCDC development boundary

Any other development which may come forward

Using local knowledge and augmented by discussions with planning officers at Cornwall Council, we have identified any potential development which may be “in the pipeline” such as land with planning proposals at the pre-application stage which seem likely to gain permission where in accordance with existing planning policies.⁵

Land previously allocated for development

For the purposes of updating the 1999 BUAB, we have identified land previously allocated for development in the North Cornwall Local Plan which has yet to be developed (and which also has no extant planning permission). Given the time that has passed since being allocated, it is appropriate for these areas of land to be included in our review of the boundary (and also of their appropriateness for allocation) and at this stage are therefore excluded from the first stage update of the boundary. These allocated sites are:

³ The record of completed development given planning permission is appended to this report.

⁴ The record of land with planning permission to build is appended to this report.

⁵ The record of such proposals “in the pipeline” is appended to this report.

<i>Site</i>	<i>Map ref</i>	<i>Status</i>
Bodieve Park (Football Ground)	(Map ref 003)	(NCDC local Plan employment land)
Higher Trenant (Sainsburys)	(Map ref 027)	(NCDC local Plan employment land)
Trevanson Land (P app expired)	(Map Ref 021)	(WAD2 P app 64 houses expired)

Pre Planning applications include Bodieve Park for 140 houses and alternative proposal for new Football grounds at Site 002 with part reserved for Educational us in NCDC Local Plan, Higher Trenant 120 houses and currently only 2 houses approved (but provision for a further 38 houses) at Trevanson land. (see appendix 3)

Other areas adjacent to but outside the North Cornwall Local Plan BUAB

Using our local knowledge and information from the Cornwall Council draft “Town Framework” study, we have also reviewed the boundary to consider whether other areas adjacent to but outside the 1999 BUAB relate more to the urban fringe of Wadebridge and its setting than to the surrounding countryside. This could include greenfield sites which are predominantly encompassed and part of the built form and also well defined by strong boundary features.

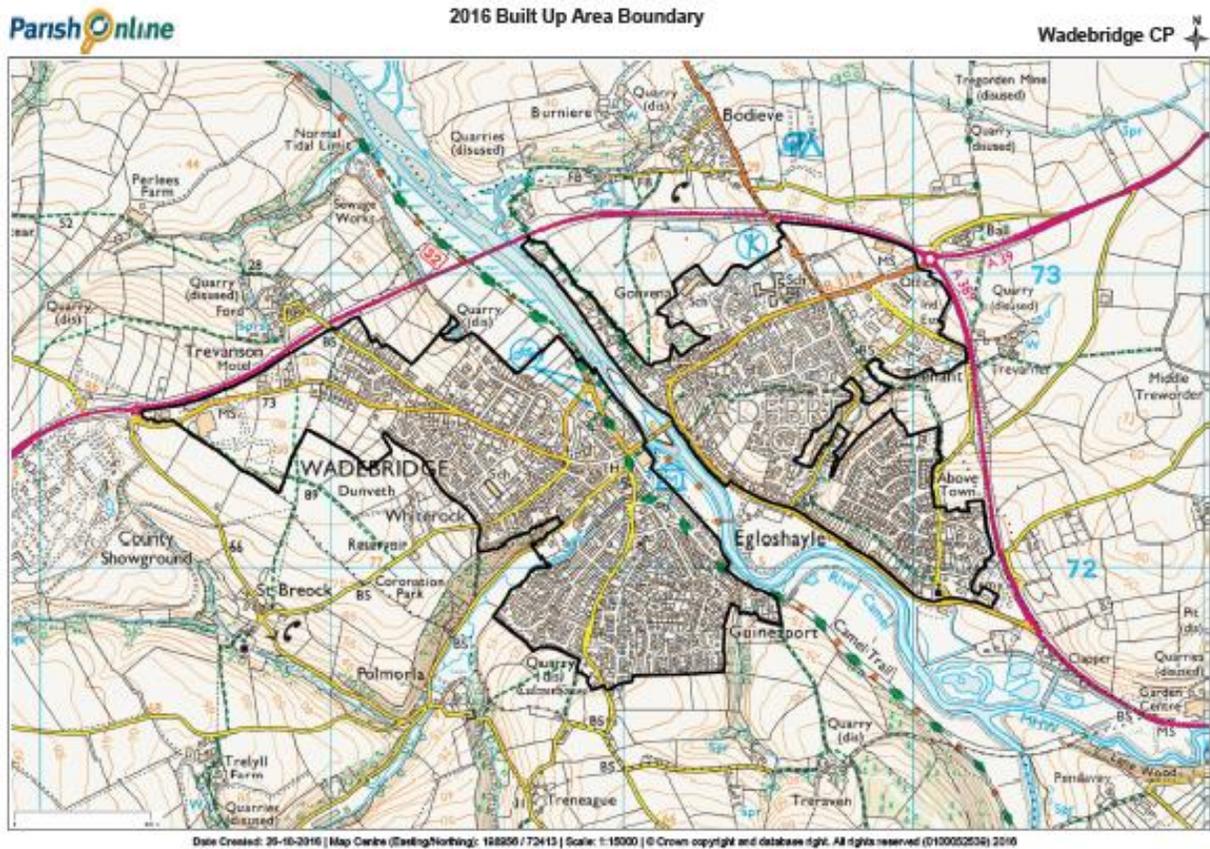
We consider that the following greenfield areas identified in Cornwall Council’s Town Framework Study are relevant to this aspect of the appraisal with information gained from potential developers’ initial proposals including estimated volumes of housing potential. We believe that these sites should at this stage not be added to the adjusted 1999 BUAB but they do warrant consideration in the next stage of the options review:

<i>Site</i>	<i>Dwelling number & Map ref</i>	<i>Status</i>
Gonvena	350 (map ref 001)	(pre app screening)
Trevarner	204 (map ref 005&006)	(App not approved)
Land north of Ball Roundabout	200 (map ref 025)	(Pre app review)
Bodieve -East of rock road	150 (map ref 30)	(Pre app review)
Total potential (houses)	904	

3. Updating the boundary accordingly to reflect these changes

The result of amending the boundary as a result of these changes and commitments is set out below in Figure 3.

Figure 4: Resultant Indicative Map of Built-up Area Boundary Updated in Light of Development Completions and Commitments to 2016



Other Settlements

We have briefly reviewed the other settlements in the plan area: Whitecross, Burlawn and Sladesbridge. Based on the reasons why a settlement has a BUAB, it is not considered necessary to designate BUABs for the other settlements outside of Wadebridge in the plan area. We are not expecting to identify sites for development in these locations and there is no good reason to take them out of the policy category of “countryside” under which they enjoy protection from large scale development.

Conclusions

This report represents the first stage in our review of the built-up area and has presented an updated built-up area boundary as a result of physical changes in Wadebridge since 1999. This revised boundary represents the current “technical” boundary and may not be the recommended boundary for inclusion in the Neighbourhood Plan. It will be used to inform consideration of other land supply issues in

Wadebridge and represents a “baseline” boundary which may need to change to accommodate development plans for the future of Wadebridge.

The next stage of work undertaken by the LSG will explore possible areas of land for development in the future during the plan period to 2030 and the updated boundary set out in this report may therefore need to change to accommodate future development.

Appendices

Appendix 1

Record of completed development adjacent to 1999 boundary

Site	Housing numbers	Map References
Talmena Avenue *	0	(Adjacent to West Hill)
West Hill Trevanson (PA12/01665)	48	(map ref 019)
Higher Lane Egloshayle (PA12/07697)	4	(South of Site 006)

***Note:** The Talmena Avenue boundary adjustment is a minor strip of land just outside the 1999 boundary line required and approved to optimise the potential of this plot.

Appendix 2

Record of land adjacent to 1999 boundary with planning permission to build

Site name	Housing numbers	Map Reference
Care home & Care units (PA14/01844)	75	(map ref 18a)
Planning Consent granted June 2014		

Appendix 3

Land previously allocated for development

Bodieve Park (Football Ground)	140	(Map ref 3)	(NCDC Employment land)
Higher Trenant (Sainsburys)	95	(map ref 27)	(NCDC employment land)
Trevanson Land	40	(map ref 21)	(previous app 64 expired)

Notes

Both Bodieve Park and Higher Trenant were subject to planning applications for the development of Supermarkets and associated activities (ie Petrol stations). The Bodieve Park application (Morrisons) was not approved. The Higher Trenant application (Sainsburys) was but the developer decided not to proceed. In both cases potential developers have since been progressing projects for housing developments on these site.

The Trevanson land was previously approved for housing development (64 houses) but the application has lapsed. Since then a new application for a 2 house development has been approved. There are some constraints related to access but the site is still considered relevant for modest development in the order of 40 units.