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Executive Summary

This Planning Statement has been prepared by Origin3 in support of a hybrid planning application on behalf of Comparo Limited (hereafter referred to as Comparo). The application seeks permission for a proposed new development at Hoblyn’s Cove, Holywell Bay. This application seeks:

- Full permission for 132 dwellings (Use Class C3); change of use to convert the existing farmhouse into two dwellings (Use Class C3); 4 x 75 square metres of commercial buildings (Use Class B1) with associated landscaping, access, open space, parking and infrastructure.
- Outline permission for up to 1500 square metres of commercial building (Use Classes B1, C1, A3, D1, D2)

The site at Hoblyn's Cove is currently a brownfield site consisting of a former Ministry of Defence (MoD) Camp and the associated vacant buildings. The proposed development would redevelop this currently derelict site, and provide many benefits for the surrounding natural environment and local residents.

The proposals would reduce the amount of hard development on site, by concentrating the buildings in the naturally occurring valley on the site, and leaving the northern part of the site to return to its natural environment. This would positively enhance biodiversity within a sensitively managed landscaped area. Existing road infrastructure would be retained and incorporated into the masterplan to ameliorate the need for new areas of hardstanding as well as making best use of existing infrastructure.

Providing much needed housing for the local area, the proposed scheme would deliver 134 new homes. The residential element of the proposals is designed to reflect a Cornish village style to promote community interaction within the development and with the existing adjoining village. In addition, there will be improved pedestrian access to the site from Holywell, which also links to the South West Coast Path.

The proposed mixed use development would result in significant benefits to the local economy, particularly with regard to employment generation during construction, increased economic activity on site and increased local spending in the existing businesses and services. The scheme also incorporates elements which aim to promote tourism in the area, complementing existing attractions and facilities with the potential to extend the tourist season.

The preparation of this planning application arises from a comprehensive pre-application process undertaken over seven months that has involved key local interest groups, including Cornwall Council Planning Officers, local Parish Councillors, local residents and businesses. The public consultation strategy has been a central feature in bringing the scheme forward and influencing the design of the masterplan.

Several consultation events have been held, which have all served to inform the evolution of the masterplan. The feedback from this process has generally been positive and constructive, and is explained in detail in Section 4 of this statement and within the Statement of Community Involvement submitted as part of this application.
The development is split into three distinct areas, a dense village area towards the southeast, a less dense village area further west and a northern and western periphery of larger detached properties that create less visual impact on the higher slopes.
1. Introduction

1.1 This Planning Statement has been prepared by Origin3 on behalf of Comparo Ltd. It accompanies a hybrid planning application for a mixed-use redevelopment of land at Hoblyn’s Cove, Holywell Bay.

1.2 Origin3 is seeking to secure planning permission for proposals that incorporate a sustainable approach to development. Importantly, the proposals have been designed:

- To complement the existing businesses and services that exist in the surrounding villages;
- To protect and enhance the ecologically sensitive areas on and surrounding the site with a long-term management plan and strategy;
- To create a pedestrian-friendly and interactive community, whilst understanding the need for travel by car, and mitigating against the effects of this;
- To respond to the feedback from a comprehensive engagement process with the local community, statutory consultees and Cornwall Council Officers.

1.3 The hybrid application seeks:

1. Full permission for 132 dwellings (Use Class C3); change of use to convert the existing farmhouse into two dwellings (Use Class C3); 4 x 75 square metres of commercial buildings (Use Class B1) with associated landscaping, access, open space, parking and infrastructure.

2. Outline permission for up to 1500 square metres of commercial building (Use Classes B1, C1, A3, D1, D2).

ACCOMPANYING DOCUMENTS

1.4 The purpose of this Planning Statement is to explain how the proposed development at Hoblyn’s Cove relates to relevant policies contained in the development plan. It also summarises the site specific and technical issues that will be dealt with through the determination process. In doing so, it draws from the conclusions of the following documents which accompany the application:

1.5 Planning Application Documents:

- Design and Access Statement (ADG)
- Statement of Community Involvement (Origin3)
- Affordable Housing Statement (Origin3)
- Landscape and Ecology Design Strategy (NPA)
- Sustainability Management Plans including:
  - Construction Management Plan
  - Landscape and Ecology Design Strategy
  - Sustainability and Energy Statement
  - Travel Plan
- Flood Risk Assessment (Callidus)
- Environmental Statement (ES):
  - Volume 1: ES Chapters including Non-Technical Summary
  - Chapter 1: Introduction and Background
  - Chapter 2: Assessment Methodology
  - Chapter 3: The Site and its Surroundings
  - Chapter 4: Statement of Key Environmental Issues
1.6 This hybrid application is submitted following an extensive pre-application process, based on the principles agreed through a Planning Performance Agreement (PPA) with Cornwall Council (March 2015). The PPA is a formal means of making a commitment to pre-application discussions and consultation agreed between both the applicant and the council. The extensive pre-application engagement process is explained in more detail in Section 4: Localism and Community Engagement, whilst the outcomes of this engagement is detailed in the accompanying Statement of Community Involvement (SCI).

REPORT STRUCTURE

1.7 This Planning Statement comprises the following sections:
- Site Description and Context (Section 2);
- Description of the Proposed Development (Section 3);
- Localism and Community Engagement (Section 4);
- Assessment of the Planning Balance (Section 5);
- Summary and Conclusions (Section 6).

1.8 The Planning Statement concludes at Section 6 by summarising the key policy issues that are relevant to the determination of this application. It demonstrates that the principle of development is established and the development proposals deliver social, economic and environmental benefits necessary to deliver sustainable development, in accordance with the Development Plan and the National Planning Policy Framework (NPPF).

PLANNING CONDITIONS AND S106

1.9 It is anticipated that the details of the planning condition requirements and S106 agreement will be discussed with officers during the consideration of the planning application.
2. Site Description and Context

2.1 The site at Hoblyn’s Cove is currently a brownfield site consisting of a former Ministry of Defence (MoD) Camp and the associated vacant buildings. There is also a large area of hard standing onsite. The site covers an area of 16 hectares.

2.2 The site served as an operational MoD camp until September 2010, when it was considered surplus to the MoD’s requirements. The MoD still uses a large part of the dune system which is located directly adjacent to the northern boundary of the site and separated by security fencing. Until September 2010 the site was intensively used 24 hours a day, by up to 700 people at any one time, as a military training camp. It was most recently used for soldiers returning from Afghanistan for training and recuperation. The soldier population was transient, rather than a constant turnover of soldiers visiting the facilities at the camp. As a result the camp generated considerable vehicular traffic on the local road network. An outdoor activity and training business operates from one of the existing buildings onsite. They currently employ a small amount of people and a small number of other buildings continue to be used by staff employed to manage the ongoing maintenance and administration of the site.

2.3 The Application Site forms an irregular but approximately circular space presently enclosed by a 2.0m high metal security fence topped by razor wire. It contains 97 separate buildings constructed on partial terraces, to the centre of the site, and on locally excavated land on the north side. The total gross floor area of the buildings is 13,369 square metres. The military use of the camp was deemed to be a D2A Secure Residential Institution use although the camp included a range of employment, residential and residential institutional uses.

2.4 There are several roads on the site, originating from when the camp was operational. The two residential roads are separated by a triangular shaped area of public open space, which also borders the site. The western boundary is demarcated by a mature field boundary hedgerow, with a number of mature trees featuring within it.

TOPOGRAPHY

2.5 The topography of the site is broadly concave. The site rises to the west to form an elevated rim that rises gently along the west boundary. To the north, it adjoins the adjacent National Trust protected dune landscape. The east entrance lies at the lowest point, adjacent to the shallow valley that extends from Holywell into the site. The central area of the site is flat.

2.6 The site descends to the east away from the coast, and drains via a spring into a wetland area located beyond the eastern boundary. Flows continue down the valley towards Holywell village, where they join the Holywell Stream which flows into Holywell Bay. The Environment Agency’s ecological classification for Holywell Stream is described as moderate but at risk with expectations of a good but at risk classification in the future.

2.7 The site sits upon a minor aquifer which is
The revitalisation of a significant area of unused brownfield land to ensure the efficient and effective use of a derelict site, ahead of greenfield land.

considered to be vulnerable from water borne pollutants. A geotechnical investigation of the site indicates that the subsoils are sufficiently permeable for infiltration drainage systems to be used on the site (e.g. soakaways), and this is understood to be the main method of drainage for the existing use on the site.

2.8 The wildlife designations which surround and partially overlap with the site are the Penhale Dunes Special Area of Conservation (SAC) and Site of Special Scientific Interest (SSSI). The SAC is designated for its important sand dune habitats and rare plants whilst the SSSI is designated for its dunes, maritime grassland, rare plants and invertebrates. The designations are currently managed by the Cornwall Wildlife Trust under Higher Level Stewardship. Elsewhere and across more open areas of the site are expanses of species-poor maritime grassland which were subject to regular mowing when the MoD camp was operational. Additional habitats include scrub in peripheral areas and extending offsite and a wetland area on lower lying ground offsite to the east.

ACCESS

2.9 Access to the site is via Holywell Road which leads directly into the site and is subject to a 30mph speed limit. Parking restrictions are in place along its length many of which are subject to seasonal variation.

2.10 This section of Holywell Road is relatively lightly trafficked with design characteristics which encourage lower speeds. This currently creates an environment where pedestrians and vehicles share space. Existing pedestrian access to the site is limited to this route via Holywell Road.

2.11 The centre of the site is approximately 750 metres from the centre of Holywell. This ensures that essential facilities that can be found within Holywell are within a reasonable walking distance. There are few cycle facilities within the vicinity of the site with cycle accessibility being limited to the carriageway.

2.12 A pedestrian footpath is provided on the southern side of Holywell Road which enables access from the centre of Holywell to residential areas and bus stop to the east and public conveniences to the west. Beyond this point the footpath terminates where pedestrians wishing to continue further west are required to walk on the road.

2.13 The South West Coast Footpath, a National Trail, runs close to and in one location, immediately adjacent to, the west of the site. It also extends to the north of the site.

SURROUNDINGS

Character of surrounding settlements

2.14 The site is located to the east of Holywell village, about 750 metres from the centre and approximately 1.7 miles away from the adjoining settlement of Cubert. The town of Newquay is located approximately 6.5 miles away. The application site is located off Holywell Road at the south western edge of the village of Holywell.
2.15 Holywell is a small coastal settlement, characterised by modern residential development, and adjoining sensitive landscape and nature conservation areas, much of which is owned by the National Trust.

2.16 Located midway between the coastal resorts of Newquay and Perranporth, Cubert is the northernmost parish. The gentle, undulating landscape changes in character towards the coast with large areas of open common land, dramatic cliffs and extensive dune systems backing the beach of Holywell Bay. Cubert is situated on elevated land about a mile inland from the coast. The original settlement is now also characterised by modern residential estates that have developed over a relatively short period of time. The villages are served by a wide range of facilities including a primary school, post office, public houses and a petrol station. There are several hamlets in the area, Treveal and Tresean being the largest, that also support these facilities.

2.17 Newquay is one of Cornwall’s, and indeed the regions, premier holiday resorts. Cornwall as a whole is one of Britain’s main holiday destinations, and the attractiveness of this area in particular is indicated by the presence of other holiday and caravan parks such as those Holywell Holiday Park, Golf Club and the Trevornick Holiday Park.

Heritage of the Surrounding Area

2.18 There are a small number of Grade II Listed Buildings in the local area, notably Ligger House near to the south west boundary of the site and with 3 further listed buildings located within or close to the settlement of Holywell. There is a Scheduled Monument located approximately 425m to the northwest of the site covering the western tip of Penhale Point.

Public Transport

2.19 The closest bus stops to the site are located on Holywell Road approximately 820m away. These stops are the terminus for westbound services originating in Newquay with a bus shelter which includes timetables and local information provided. Two bus services serve these stops: the 84 and the 87, both operated by Stagecoach in Cornwall, Devon & Mid Somerset. There are 2 services per hour during the day and into the early evening, with the same frequency of service throughout the evening period across the whole week. The journey time to Newquay is approximately 30 minutes, with a 1 hour 10 minute journey time to Truro.

2.20 The nearest railway station is located in Newquay, approximately 6.2km to the northeast of the application site, around a 30 minute bus journey. It is managed by First Great Western and provides services to Par with approximately 1 service every 2 hours. From Par it is possible to access mainline services between Penzance and London Paddington, which run on an hourly basis.

PLANNING HISTORY

2.21 Penhale Camp was constructed in 1939 by the army as an anti-aircraft training camp. The history of the camp is poorly documented and as such, there is little known planning history associated with the land located at the camp.

2.22 In 1992 an application was submitted to claim for deemed consent for bulk storage of LPG four tonne tanks and one 1200 litre tank (Ref. No: NR/09/00219/HAZ). This was during the time the camp was used by the military and was approved with conditions.

2.23 In 2012, Comparo submitted an EIA screening request for the removal of roofs from the existing structures (Ref. No: PA12/05774).

2.24 In 2012, Comparo submitted an EIA scoping request for a mixed use development consisting of up to 125 dwellings, conversion of farmhouse to provide café, residential and visitor information, and the provision of employment space and to include on-site open space, landscaping and access. (Ref. No: PA12/05783).
Aerial photograph of the camp.

Existing farmhouse at Penhale Camp
3. Description of the Proposed Development

3.1 This hybrid planning application, described in paragraph 1.3 above, seeks to create a unique, high quality sustainable mixed-use development which complements existing local employment and tourist-based activities in the local area whilst providing housing to meet local needs. The proposed development would be operated by a management company. The residential units at the site would comprise of permanent accommodation for full time occupation by residents. The proposed mixed-use development will be unique to the area; providing a new community in high quality accommodation that would promote an active lifestyle in a coastal location.

3.2 The proposed masterplan replaces the currently dispersed pattern of development which is highly visible in the landscape with a reduced footprint of development. The proposals enable a large swathe of land to the north of the site to be subject to careful long term management to reinstate biodiversity, through the creation of new habitat.

3.3 This application seeks:

- Full permission for the demolition and clearance of the existing Ministry of Defence (MoD) buildings at the former camp, and redevelopment of the site to include: 132 dwellings (Use Class C3); change of use to convert the existing farmhouse into two dwellings (Use Class C3); 4 x 75 square metres of commercial buildings (Use Class B1); with associated landscaping, access, open space, parking and infrastructure;

- Outline permission for up to 1500 square metres of commercial building (Use Classes B1, C1, A3, D1, and D2).

3.4 The hybrid application seeks permission for 134 dwellings (Use Class C3) in total, with 132 of these being new builds, and the conversion of the existing farmhouse providing the other two dwellings. The exact mix of those dwellings is shown above.

Approximately 200 parking spaces would be provided for residential use, resulting in 1.5 spaces per dwelling, which is consistent with Cornwall Council’s maximum standards. Parking spaces would be allocated and marked out for each dwelling, and monitored by the on-site management company.

3.5 The proposal also seeks permission for up to 300 square metres of business units (B1), at the south of the site. It is intended that there would be 4 units DETAILED SCHEME

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in total, each of 75 square metres. These units have been designed to be flexible enough to accommodate a range of uses, increasing the opportunity for take-up from potential occupiers. Approximately 16 parking spaces would serve these units.

3.6 The proposals incorporate a vehicular turning circle for larger vehicles. This would allow Stagecoach to extend its existing service into the proposed development. Residents would be able to take the bus from a stop within walking distance from their house. Currently, the bus has to turn around in a residential close in the village, regularly causing traffic hold-ups. The proposed new turning circle will help to alleviate this problem, and improve accessibility to the service.

3.7 As part of these proposals, a new footpath link would be created, connecting Holywell with the proposed development and onto the South West Coast Path that runs around the west and north of the site. This would increase the connectivity and permeability of the area, as currently there is no public access on to the site. As a result, the public have to walk around the length of the headland in order to access the Coast Path.

3.8 The proposed development would reduce the amount of hard standing on-site. The buildings would be concentrated in the valley of the site, leaving the northern half of the site to revert back to a natural environment and allowing the maritime species to re-establish. This protects and enhances the ecologically sensitive areas on and surrounding the site, and results in an overall net gain for nature and biodiversity.

OUTLINE SCHEME

3.9 The elements of the scheme submitted in outline, comprise up to 1,500 square metres of commercial space. The commercial building would take the form of a landmark building at the south-west of the site, capable of accommodating a variety of uses. The proposals remain in outline ahead of consent for the residential element of the scheme. Upon the grant of consent it is envisaged that there would be enhanced market interest in the employment element of the scheme. At this point the interested parties can be involved in the detailed planning stage to achieve a final scheme which meets their operational requirements. The outline scheme seeks permission for Use Classes A3, B1, C1, D1 and D2. A reserved matters application for the layout and design details, will follow at a later stage.

FINAL MASTERPLAN

3.10 The final masterplan has been submitted as part of the hybrid planning application. The production of the parameter plans and masterplan has been an iterative process. A brief description of the masterplan is set out below and a more comprehensive description can be found in the accompanying Design and Access Statement (DAS).

3.11 The masterplan has developed out of the work undertaken throughout the evolution of the design.
The main routes on site have been retained with the exception of the wide ‘dummy’ runway area which is to be largely removed to reduce the area of hardstanding. At the entrance to the site is an amenity space that doubles as a Sustainable Urban Drainage System (SuDS) attenuation area. The development is split into three distinct areas, a dense village area towards the southeast, a less dense village area further west and a northern and western periphery of larger detached properties that create less visual impact on the higher slopes. Essentially this creates a dense residential valley zone and a low density northern periphery zone of buildings within landscape. At the farthest south western limit, the destination building is proposed.

3.12 To the southern side of the route up to the destination building more clusters of dwellings have been located within existing building ‘platforms’. Two commercial buildings have also been allocated here with the intention that these could be used by local businesses or as community resources.

3.13 This leaves the northern area of site to be carefully managed and allowed to return to nature.

3.14 The development proposal would provide the following direct planning, community and sustainability benefits:

- Provision of housing of an appropriate design and scale which would assist in meeting the identified housing need, as outlined in Chapter 5: Assessment of the Planning Balance.
- Provision of flexible business units, creating the opportunity and space for increased economic activity on site.
- Provision of a landmark building accommodating a range of uses such as offices space and restaurant/café. This stimulates economic activity in the area, as well as attracting tourists and local residents into the local area.
- The creation of a new pedestrian route connecting Holywell with the proposed development and the South West Coast Path, increasing connectivity and permeability in the area.
- The incorporation of a ‘turning point’ for larger vehicles on-site, allowing the local bus route to extend onto the site. This is currently an issue in Holywell as the current bus route results in buses turning around in a residential close, regularly causing traffic hold-ups.
- The protection and enhancement of ecologically sensitive areas on and surrounding the site, with over one third of the developable area being allowed to revert back to nature to encourage the natural maritime species to establish.
- Revitalisation of an area of unused brownfield land to ensure the efficient and effective use of derelict land, ahead of greenfield land.
The mixed-use development will be unique to the area, providing a new community in high quality accommodation that would promote active lifestyles in a coastal location.
4. Localism and Community Engagement

4.1 Consultation is a key part of the planning process and Government guidance clearly requires this to be undertaken as part of the pre-application process. The National Planning Policy Framework (NPPF) Paragraph 17 sets out the core planning principles for decision-taking. They state that planning should be genuinely plan-led and empowering to local people and help to shape their surroundings.

4.2 The Localism Act (2011), sets out an increased emphasis on local inputs to town planning and consultation. For example, section 102 identifies that an applicant must publicise an application in such a manner as to reasonably bring it to the attention of the majority of persons who live in, or otherwise occupy the vicinity of the land. The applicant should have regard to any responses to this consultation.

4.3 The SCI and ES submitted with this application set out in detail the community consultation which has been undertaken by Comparo Ltd and the project team, in order to inform the development proposals. It also provides commentary on the evolution of the design following community consultation.

4.4 The remainder of this sections provides a summary of this information.

APPROACH TO PUBLIC ENGAGEMENT

4.5 The project team recognise the valuable contribution local residents can make in helping to create a more integrated and sustainable development within their community. It is also recognised that change within a small and rural community can be controversial. Therefore, the key aim throughout the preparation of this application has been to take a pro-active approach to involving the local community as well as consulting with a range of stakeholders, parish councillors and Cornwall Council officers. This has resulted in continuous and constructive feedback in advance of submitting the planning application.

4.6 Comparo Ltd and the project team understand that community engagement at an early stage was essential to allow the local community to play an active role in the planning process and to ensure that the community voice was heard. This has been undertaken over a period of 7 months resulting in a thorough and comprehensive engagement running in parallel with the preparation of the masterplan. During this timeframe, Comparo and the project team have also considered the content of Cornwall Council’s Statement of Community Involvement (SCI) (adopted 2011) to guide the consultation process.

4.7 The project team recognise that building engagement within the community not only helps to deliver a better scheme, but also means that potential issues can be addressed before a planning application is submitted, thereby reducing the need for later revisions to the scheme and associated delays to the planning process. This approach assists both the applicant; the community and the planning authority, in delivering a sustainable and high quality scheme.

4.8 The consultation has provided a valuable insight into local opinion, with the majority of residents commenting positively on the proposals.
THE SCOPE OF ENGAGEMENT

4.9 A key consideration for a comprehensive engagement process was the identification of stakeholders and interested parties. Throughout the process the view has been taken that everybody in the community would be interested in the development of this site. To this end a wide range of local organisations and individuals were consulted in order for the proposals to be fully understood by the local community.

4.10 In particular, the following were included in the list of stakeholders:

- Residents within the villages of Holywell and Cubert, and within the wider areas of Cubert and Holywell Parish, and Perranzabuloe Parish.
- Local business owners within the villages of Holywell and Cubert, such as publicans and various holiday park owners as well as the MoD.
- Those representing the community, including its elected representatives (councillors from Cornwall Council), Perranzabuloe Parish Council, Cubert Parish Council, Crantock Parish Council, Cubert Primary School, Cubert Footpath and Bridleways Association, Ramblers Newquay Group, Ramblers Carrick Group, Cubert Sea Anglers Club.
- Those organisation and bodies with interests in the wildlife and landscape around the site including: Cornwall Wildlife Trust, Natural England, Penhale Dunes SAC group and the National Trust.
- Those organisations interested with the capacity of the services and utilities associated with proposed residential development, such as: South West Water.
- Cornwall Council Officers including: Planning, Highways, Landscape, Ecology and Affordable Housing.

LOCAL COMMUNITY ENGAGEMENT

4.11 The first Public Consultation Event was held in March 2015, at Cubert Village Hall. Informative display panels were prepared for the event which provided details of Comparo, introduced the site and surrounding context including its opportunities and constraints, illustrating the initial thoughts on the scheme layout and providing potential options for site uses. Information booklets were also around the room, highlighting the conceptual process the team had been through to arrive at the preliminary proposals. Feedback forms were circulated at the event to allow attendees the opportunity to provide comment either at the event itself or retrospectively over the following weeks.

4.12 On the whole, the public consultation event was a well-informed and useful platform for discussion. In total, around 40 consultation responses were received during the course of the process, which is approximately half of those who attended. The outcomes and results of this feedback are detailed in the Statement of Community Involvement, submitted with this application.

4.13 A second public consultation event was held on 9 June 2015 at Cubert Village Hall. At this event the public were presented with details of how the proposals had evolved as a result of their input and feedback. Around 55 people attended, and provided
the project team with their views on the changes.

CONCLUSIONS

4.14 The extent of community involvement undertaken prior to the submission of this scheme has been set out above, outlining how the scheme has responded to the feedback received. In addition, a Planning Performance Agreement (PPA) was agreed with Cornwall Council at an early stage in the pre-application process. The PPA enabled the project team to engage with various Officers and Statutory Consultees through the pre-application process to secure their informal advice. All responses received have been taken into account in the design evolution of the scheme.

4.15 The community engagement programme has been positive and comprehensive and was acknowledged by many participants to be a very useful and purposeful exercise. The various events were well received and informative, providing local residents the opportunity to meet the project team and raise any questions or concerns whilst discussing the benefits that a scheme of this nature can bring to the community and in what capacity they can become involved going forward in the planning process.

Crucially, the development proposals would enable a large part of the former military camp to be opened up to the public, reconnecting this area with the local community through the mix of development, developer obligations and sustainable transport measures.
5. Assessment of the Planning Balance

5.1 This section serves to demonstrate that the proposals offer a sustainable form of development, consistent with the NPPF and local development plan, taking into account other material considerations.

THE DEVELOPMENT PLAN

5.2 Under section 38(6) of the Planning and Compulsory Purchase Act 2004 decisions on applications for planning permission and appeals must be taken in accordance with the development plan, unless there are material considerations that indicate otherwise.

5.3 In Cornwall the development plan comprises the ‘saved’ policies from the adopted Local Plans, the Balancing Housing Markets DPD in the former Carrick area and those development plan documents that deal specifically with minerals and waste. The Carrick Local Plan was adopted in 1998 and only served to direct growth for the plan period to 2001. The development plan is therefore time-expired. However, the development management policies are still relevant. In addition, the preparation of the policies within the Local Plan pre-date the publication of the National Planning Policy Framework (NPPF) in March 2012 and therefore, the weight to be attached to local policies is relative to their consistency with the policies of the NPPF.

5.4 Whilst the emerging Local Plan for Cornwall has progressed to the Examination Stage, it is clear from the Inspector’s Interim Report (published 8th June 2015) that a significant amount of additional work is required to be completed by the Local Planning Authority, in order for the Local Plan to be made sound. Therefore, only limited weight can be given to the emerging Local Plan at this stage.

THE NATIONAL PLANNING POLICY FRAMEWORK

5.5 The National Planning Policy Framework (March 2012) (NPPF) stresses the importance of having a planning system that is genuinely plan-led. Where a proposal accords with an up-to-date development plan it should be approved without delay, as required by the presumption in favour of sustainable development at paragraph 14 of the NPPF. Where the development plan is absent, silent or the relevant policies are out of date, paragraph 14 of the NPPF requires the application to be determined in accordance with the presumption in favour of sustainable development unless otherwise specified.

5.6 The Carrick Local Plan (CLP) was adopted in 1998 to run through to 2001. The plan period has therefore expired. In line with Paragraph 14 of the NPPF this Statement demonstrates that the NPPF will outweigh the provisions of any out of date policies within the Local Plan and should provide the context against which this proposal is assessed.

5.7 This Statement specifically applies the tests set out in Paragraph 14 of the NPPF as a means of weighing up the different facets of sustainability in assessing the planning balance; in this respect Paragraph 14 raises four principal questions which can be summarised as:
1. Does the proposal constitute Sustainable Development?

2. Does it accord with the Development Plan & is any part of the Development Plan absent, silent or out of date?

3. Are there any adverse impacts that significantly outweigh the benefits?

4. Are there any specific policies in the NPPF that indicate development should be restricted?

1. DOES THE PROPOSAL CONSTITUTE SUSTAINABLE DEVELOPMENT?

5.8 Paragraph 6 of the NPPF explains that the policies in Paragraphs 18 to 219 taken as a whole constitute the Government’s view of what sustainable development means in practice for the planning system. Paragraph 7 outlines three dimensions – economic, social and environmental - to sustainable development and thus three roles for the planning system. The following section assesses the proposal presented here against these 3 dimensions.

Economic

5.9 Cornwall Council is currently only able to demonstrate a five year supply of housing land when assessed against the requirement of 47,500 homes as set out in the proposed submission Local Plan, and based on an objective assessment of need undertaken for the Strategic Housing Market Needs Assessment (2013). This has recently been challenged by the Inspector for the current Local Plan Examination in the Preliminary Findings Report (June 2015). In the absence of a robust objective assessment of housing need, it is not currently possible to conclude with any certainty whether there is a five year supply. However, the Local Plan Inspector has indicated that the housing target will need to increase and therefore it is uncertain whether the Council would be able to demonstrate a five year supply if a higher strategic housing requirement was applied. The provisions of paragraph 49 of the NPPF are triggered. The housing supply policies of the local plan are considered to be out of date where the council is unable to demonstrate a 5 year supply of deliverable housing sites.

5.10 In the absence of an up to date development plan and an adequate housing supply, it is evident that there is an unmet need for housing in Cornwall, and within the St Agnes and Perranporth Community Network Area. The development of 134 dwellings at Hoblyn’s Cove would make a significant contribution towards housing delivery in the local area. The scale of the scheme is sufficient to make a meaningful contribution towards the Council’s strategic housing supply, whilst achieving a sustainable housing development on brownfield land. In addition to housing supply, the scheme would encourage economic growth and tourism in the area by providing flexible space for employment generating uses including use classes which could accommodate tourist facilities. The socio-economic chapter in the Environmental Statement, accompanying this application, covers this in more detail.

5.11 The site is currently a redundant and underused
brownfield site. The proposed development seeks to support economic growth in the area by providing the opportunity for businesses to invest in the local area whilst respecting the character of the rural countryside. The scheme would accord with paragraph 28 of the NPPF, ‘supporting a prosperous rural economy’.

5.12 In addition to delivering much needed housing and supporting employment across a range of sectors of the economy, the proposed development will also provide a range of other economic benefits for the local community through financial and infrastructure contributions. A Section 106 will be drafted in agreement with the council, including topics such as:

- Travel and Transport:
- Education:
- Affordable Housing
- Stewardship pf SSSI/SAC/Amenity Grasslands
- South West Coastal Path
- Public Open Space
- Military Memorial

Social

5.13 In the absence of an adequate supply of housing and with pressure placed upon existing housing stock by demands for holiday homes and second homes, house prices in Cornwall have provided to be unaffordable to many local residents. This proposal would enable provision of a range of types and tenures to support the local communities and retain a younger population in a region where the population is ageing. The proposed development supports the local community by widening the choice of high quality homes for current and future needs.

5.14 Paragraph 70 of the NPPF states that planning policies and decisions should plan positively for community facilities and other services to enhance the sustainability of communities and residential environments and ensure an integrated approach to considering the location of housing, economic uses and services. The provision of green and open space is recognised by the NPPF Paragraph 70 as a key element that contributes to quality of place. The open space provided within the housing development would generate opportunities for local residents to undertake recreational activities, contributing to improved physical health, mental health and well-being. A high quality environment also provides opportunities for social interaction between people of different communities, fostering social inclusion and community development.

5.15 Paragraph 75 of the NPPF states that LPAs should seek opportunities to provide better facilities for users of public rights of way and access, for example, by providing links to existing rights of way networks. The proposed development will provide a pedestrian link from Holywell to the South West Coast path. In addition, the proposed development will add an alternative ‘secondary’ route to the South West Coast path, looping into the development and past the Landmark Building.

Environmental

5.16 Paragraph 111 of the Framework states that planning policies and decisions should encourage the effective use of land by re-using land that has been previously
developed (brownfield land). The proposal is situated on a brownfield site, within a sustainable location close to the village centre’s amenities and services. The use of the brownfield site helps to divert the development in Cornwall away from alternative greenfield sites. This supports the effective use of land that has been previously developed (brownfield land), provided that it is not of high environmental value as set out in Paragraph 17 of the NPPF. In addition, the site will be replacing military buildings of relatively poor design, with buildings of high quality design, according with paragraph 111 of the NPPF.

5.17 The scheme would contribute to protecting and enhancing the natural environment, by returning the currently built-up northern area to coastal grassland and scrub area to extend the existing coastal habitat. This comprises approximately 35% of the overall site, so is a highly significant landscape and biodiversity gain for the surrounding area, as well as enhancing habitats with the SSSI and SAC designations. The changes to the landscape would result in an improvement to the natural biodiversity, as until 2010, this area has been continually mown to prevent any maritime species establishing. As a result of this, the site would shift from a net loss of biodiversity to a net gain.

5.18 Due to the ecologically sensitive nature of the site, and the surrounding designations, the proposals include extensive measures to protect and enhance the established habitats according to their designation status. The Ecology Chapter in the ES sets out the method used to assess the effects on these areas by the proposed development and mitigation measures proposed to safeguard these areas from any significant impacts.

5.19 The scheme offers an enhancement of the rural landscape through the removal of aesthetically unattractive military buildings that detract from the village setting.

2. DOES IT ACCORD WITH THE DEVELOPMENT PLAN & IS ANY PART OF THE DEVELOPMENT PLAN ABSENT, SILENT OR OUT OF DATE?

5.20 The Carrick Local Plan was adopted in 1998 and sets out policies for development and land use within the district up to 2001. Although the spatial strategies related to housing are considered out of date at this time, other development management policies, can be given due weight according to their degree of consistency with the NPPF (paragraph 215). The closer the policies in the plan are to those in the NPPF, the greater the weight may be given.

5.21 Therefore, for completeness, the ‘Saved’ Policies within the Carrick Local Plan deemed relevant to this application have been considered as part of this assessment in terms of whether the proposed development satisfies the policy requirements.

Policy 3A Protection of Countryside

5.22 Policy 3A of the Carrick Local Plan states:

“The District Planning Authority will enhance and protect the countryside by refusing planning permission for development which would have a significant adverse impact upon its biodiversity, its beauty, diversity of Carrick district-wide local
plan landscape, the character and setting of settlements, the wealth of its natural resources, its nature conservation and agricultural, historic and recreational value.’

5.23 Penhale Camp was constructed in 1939 as a training establishment for anti-aircraft gunnery, due to the demand for infrastructure in World War II. As such, this has resulted in ecologically sensitive land being built on, to fulfil this demand. The camp remained in active operational use for training purposes until 2010 when the MoD deemed Penhale Camp as surplus to their requirements. The MoD sold the land to Comparo who now maintain full control of the land and are committed to securing a long term use for the site. The buildings and infrastructure onsite has been left mainly unused since that time and will fall into a state of disrepair unless alternative uses can be found or a comprehensive redevelopment scheme is approved. The proposed development seeks to restore a large part of the site back to its natural environment, letting the native maritime species re-establish, and protecting this piece of land from future development. Further detail on this can be found in Chapter 10: Ecology and Nature Conservation of the Environmental Statement.

Therefore, the proposed development would have a significant beneficial impact in terms of protecting the countryside.

Policy 3D Character and Setting of Settlements

5.24 Policy 3D of the Carrick Local Plan states:

‘Planning permission will not be granted for development where it has a significant adverse impact upon areas that provide:

i) a green foreground or background important to the character of the settlement; or

ii) the most typical views of the town or village and the best views of the surrounding countryside from within the settlement; or

iii) an important green finger which penetrates the built up area and helps to maintain the close relationship between town and country as well as the small scale characteristics of cornish settlements; or

iv) an important green gap between two or more settlements which are close to each other and in danger of losing their separate identity’.

5.25 The proposed development aims to complement the existing settlements of Holywell and Cubert, and not take away from their character. In terms of Policy 3D:

i) Although Penhale Camp has existed since 1939, it has not been used for over 5 years and is considered by many in the area to be an unsightly feature in a visibly prominent location. The Historic Environment Assessment submitted as part of this application concludes that the camp should be considered to be of low historical significance. Therefore, it can be concluded that the camp is not of background importance to the settlement.

ii) The camp is located on a piece of land that is highly visible from the settlement of Holywell. Currently, the view can be described as unsightly as it consists of utilitarian military buildings, void of architectural value. The proposed development would significantly improve views of the site from the surrounding area. The unsightly military buildings would be removed and new buildings constructed on the lower slopes of the valley, thereby reducing the amount of built development visible from Holywell by focussing the development onto a
reduced footprint. These military buildings would be replaced with open ground that would be left to revert back to nature and becoming part of the cliff top, and therefore would have a beneficial impact on the view. This is explained in more detail in the Landscape and Visual Impact Assessment (Chapter 9 of the Environmental Statement) submitted as part of this application.

iii) The site is currently a brownfield site with a large amount of hardstanding and built development. The general public do not currently have access to the site, and therefore it cannot be considered to be an important green space. The proposed development provides recreational green space for the public to use, as well as providing footpath links from the village to the site. As a result, the site would be opened up to allow public access and re-establishing this area as part of the local community. Existing residents in the parish would benefit from access to new recreational space and new community facilities.

iv) The site is located between the south-western edge of Holywell and the cliff headland, and therefore the proposed development does not create any issues with merging settlements.

Policy 3F Trees and Hedgerows

5.26 Policy 3F states:
‘Development proposals should where possible, include new tree planting and retain and incorporate existing trees, hedgerows and cornish hedges where they make an important contribution towards the local landscape’.

5.27 Where possible, the proposed development will incorporate Cornish hedges and Cornish banks into the landscape design, often using them as divisions between public and private space and on the boundaries of properties. This is demonstrated in the Landscape and Ecology Design Strategy submitted as part of this application. The site does not have any existing trees or hedgerows, and therefore the scheme accords with policy 3F.

Policy 3J Local Habitats

5.28 Policy 3J states:
‘Proposals for development should seek to avoid damage to locally important habitats and should, where practicable, retain areas within any development proposals’.

5.29 The proposed development has designated a large area of the site to revert back to a natural environment. This area would be protected from public access and future development and subject to ongoing management. Through this protection, enhancement and management, the nature conservation value of the site can be enhanced significantly. Therefore, the proposed development would provide opportunities to gain improved management and protection for this area that is not under any national or regional wildlife designations, but has the wildlife value to create a new area of nature conservation. This is highlighted in Chapter 10 Ecology and Nature Conservation of the Environmental Statement.

Policy 4D Setting of Listed Buildings

5.30 Policy 4D states:
‘Development should be designed to respect the setting of listed buildings following the fundamental
architectural principles of scale, height, massing, alignment and use of appropriate materials. Developments should also respect the quality of spaces between and the grouping of buildings which form the setting of a listed building.

Proposals which would have a significant adverse impact upon the setting of a listed building will not be approved.”

5.31 The Count (Ligger) House (LB1248091) is a 19th century Grade II listed building and is located approximately 200m to the south west of the site boundary. The original context of the Count House was the former mining activity on Penhale Point, this is no longer appreciable within the building’s current setting, which is defined by its position on the cliff edge and its wide ranging views across the peninsula which would have allowed views of the former mine workings.

5.32 In terms of impacts, this would not be directly affected by the demolition and construction phase of the proposed development, given its physical separation from the application site. In addition, Penhale Camp now forms part of its setting and has a negative effect on this as its position in the landscape has removed the former connections to the mine working to the north of the camp. On this basis the removal of all the camp structures would result in a small beneficial change in this regard. The effect of the proposed development on the listed building and other heritage assets in the area is described in more detail in Chapter 17: Archaeology and Cultural Heritage in the Environmental Statement submitted as part of this application.

Policy 6G Housing Provision in the North Coast

5.33 Policy 6G states:

‘In the settlements of Blackwater, Cubert, Goonhavern, Holywell, Mitchell, Mithian, Mount Hawke, Perranporth/Bolingey, Porthtowan, St.Agnes and St.Newlyn East. Planning permission will be granted for residential development, redevelopment or conversion proposals subject to all of the following criteria being met:

(i) that the development lies within the settlement as identified by the settlement boundaries on the proposals map;

(ii) that the development does not detract from the character of the settlement;

(iii) the development is designed to respect the surrounding area in terms of scale, height, materials, alignment and density;

(iv) adequate provision can be made for foul and surface water drainage without causing significant adverse environmental impact;

(v) a safe means of access can be provided and the approach roads are capable of accommodating the additional traffic’.

5.34 The proposed development meets all of the following criteria in the following ways:

i) The application site falls outside of the Holywell Settlement boundary according to the Carrick Local Plan proposals map (2005). However, the site is a brownfield site with former military buildings on site. In the past it has been used as residential accommodation for military units and therefore the site is well suited to residential-led development. The future of the current settlement boundary is uncertain, as it can be considered a result of the
out-of-date housing supply policy.

ii) As discussed above, in paragraph 5.22, the proposed development does not take away from the character of the site.

iii) The proposed development has been designed to reflect the nature of a traditional Cornish village, albeit with the individual buildings being of a contemporary design. The height, scale, density and alignment of the buildings have been designed to be similar to those in Holywell and Cubert. Further detail regarding the design of the proposals can be seen in the Design and Access Statement (DAS) submitted as part of this application.

iv) It has been confirmed by South West Water that adequate provision can be made for foul and surface water drainage for the proposed development, and this would not cause significant adverse environmental impact. Further detail on this can be seen at Chapter 13: Flood Risk, Drainage and Hydrology of the Environmental Statement submitted as part of this application.

v) It has been confirmed by the Transport Assessment, submitted as part of this application that the surrounding roads are capable of accommodating the additional traffic generated by the proposed development. In addition, a safe vehicular access is already in place due to the previous uses onsite.

Policy 13K General Infrastructure

5.35 Policy 13K states:

‘Where the local infrastructure is inadequate to cater for a particular development, the District Planning Authority will seek from the applicant, a planning obligation under section 106 of the town and country planning act 1990, for remedial works to be carried out before the development is commenced.’

5.36 As part of the proposals, Comparo are in discussions with Cornwall Council regarding the planning obligations associated with the application, and a Section 106 agreement will be be prepared in due course.

Policy 13L Transport

5.37 Policy 13L states:

‘Planning permission will not be granted within or adjoining settlement boundaries for development which is not fully accessible by public transport, pedestrians and cyclists or which creates an unacceptable impact upon the overall highway network. to ameliorate offsite traffic and transportation issues, the District Planning Authority will seek an appropriate financial contribution from developers which will be directed towards:

a) implementing rail and bus based park and ride facilities, including ancillary facilities;

b) improving public transport services and supporting facilities; and

c) improving pedestrian and cycle facilities.

Where such measures are not sufficient to enable development to proceed the council will seek from developers funding for the necessary improvements to off-site highway infrastructure’.

5.38 The proposed development would be fully accessible by public transport, pedestrians and cyclists. The proposals seek to bring the local bus route into the site and provide a bus stop, as well as a turning point. The proposals incorporate a pedestrian link, connecting Holywell with the development and the
South West Coast Path and provide an enclosed and secure bike store for all dwellings, giving the opportunity to cycle around the local area. However, it is recognised that some journeys would have to be made by car, and therefore the Travel Assessment has assessed the additional journeys and its impact on the surrounding highway network.

5.39 Forecasts for residential vehicular traffic have been undertaken using locally obtained data to ensure assumed trip characteristics accurately represent those currently being made. The Travel Assessment includes capacity modelling of the A3075 / High Lanes junction which suggests that the forecast development traffic will have a negligible impact upon the capacity of this junction. Proposals to improve queuing relating to the National Trust Car Park are proposed and Comaro will continue to work with the National Trust to explore further improvements in the longer term. The proposal is considered appropriate from a transportation and highways perspective and would not cause detriment to highway safety or capacity.

Other Material Considerations

5.40 The adopted Affordable Housing Development Plan Document- Balancing Housing Markets (2008) provides additional information on affordable housing delivery in the district within the context of the now time-expired Local Plan. This document identifies that should a developer wish to consider a reduced affordable housing provision, proposals must be substantiated by comparative scheme feasibility studies demonstrating viability with and without affordable housing. To this end the proposals will ensure a viable and deliverable scheme, with the intention that funds are made available to the council to deliver affordable housing in the local area. The Affordable Housing Statement, submitted as part of this application, describes this in more detail.

5.41 As stated previously, Cornwall Council has an emerging local plan which was submitted for Public Examination in 2014. The Stage 1 Examination was recently suspended following concerns raised by the Inspector regarding the soundness of the emerging plan. In relation to housing supply, the Inspector raises specific concerns relating to the ability of Cornwall Council to justify that requirements for 2006-2031 were based on Objectively Assessed Needs and concluded that its current position did not comply with the NPPF requirements to ‘significantly boost supply’ and deliver flexibility to react to rapid change.

5.42 The Council is currently considering modifications to the plan in light of this response and are reassessing housing requirements. Therefore, the emerging Local Plan remains draft and has yet to be subject to thorough independent examination. Accordingly policies regarding housing numbers can only be given limited weight at the current time. However, the development management policies still remain relevant to decision making and therefore, the proposed development has taken into account the following emerging policies:

- Policy 1: Presumption in favour of sustainable development
- Policy 2: Key targets and spatial strategy
- Policy 3: Role and function of places
- Policy 5: Jobs and Skills
- Policy 6: Housing mix
Policy 8: Affordable Housing
Policy 11: Managing Viability
Policy 13: Design
Policy 14: Development Standards
Policy 17: Health and Wellbeing
Policy 22: Best use of land and existing buildings
Policy 23 Natural environment
Policy 25: Green Infrastructure
Policy 26: Flood Risk Management and coastal change
Policy 27 Transport and Accessibility
Policy 28 Infrastructure

5.43 As the current saved Local Plan does not extend beyond 2001, and is yet to be independently scrutinised, the primary decision making document that should be used in assessing development proposals within Cornwall is the NPPF and accompanying National Planning Policy Guidance (NPPG). When assessed against the principles of the NPPF the proposals presented here constitute sustainable development and should be approved without delay in accordance with the provisions of paragraph 14.

3. ARE THERE ANY ADVERSE IMPACTS THAT SIGNIFICANTLY OUTWEIGH THE BENEFITS?

5.44 A comprehensive assessment of the impacts of the proposed development on the environment has been summarised in this Planning Statement. Full details of the impacts of the proposed development are stated within the Environmental Statement which accompanies this application. This assessment work demonstrates there are no adverse impacts of the development which cannot be successfully avoided or mitigated and which significantly and demonstrably outweigh the identified benefits.

4. ARE THERE ANY SPECIFIC POLICIES IN THE NPPF THAT INDICATE DEVELOPMENT SHOULD BE RESTRICTED?

5.45 There are no specific policies within the NPPF that suggest development at Hoblyn’s Cove should be restricted. The site is not located within Green Belt or an Area of Outstanding Natural Beauty (AONB). Those areas of the site which are located within the Special Conservation Area (SAC) and Site of Special Scientific Interest (SSSI) are also within the footprint of the existing buildings, and the scheme mitigates against any potential impacts. In addition, there are no protected trees or designated heritage assets on site.

5.46 As demonstrated by the ES, where appropriate, mitigation measures have been recommended to reduce the level of impact of the development on the environment. No insurmountable environmental constraints to the development have been identified.

5.47 Indeed, the proposal supports many of the key aims of the NPPF, such as the redevelopment of brownfield sites, the improvements to the local economy, good access to services and employment allowing for shorter travel distances, and promoting travel by foot, cycle and public transport. Accordingly, the development proposals achieve a sustainable form of development for which there is national policy support. This is demonstrated in the Sustainability Management Plans submitted as part of this application.
6. Summary and Conclusions

6.1 This Planning Statement, and the documents that accompany the application, confirm that the proposed development has been created following a thorough analysis of the application site and its context, both physical and socio-economic. Extensive consultation has also been undertaken with statutory consultees, local residents and the Council, which has informed the process.

6.2 The proposals would have significant sustainability benefits in terms of social, economic and environmental measures, when assessed against the NPPF.

6.3 The proposed development reduces the amount of built development on site, releasing a large area of the site to revert back to its natural environment through careful long term management. It creates a range of landscapes and opportunities for enhanced biodiversity and ecology and seeks to protect the established habitats of the adjoining SAC and SSSI.

6.4 The proposals draw on urban design principles gained from a study of Cornish towns and villages and aims to be accessible to all. The illustrative masterplan shows that the design principles and important aspects of the site’s context can be positively responded to creating an attractive development. Crucially, the development proposals would enable a large part of the former military camp to be opened up to the public, re-connecting this area with the local community through the mix of development, developer obligations and sustainable transport measures.

6.5 The proposals would contribute towards meeting housing need through the creation of high quality aspirational accommodation. The dwellings created are intended to be for permanent residential occupation which adds to the sustainability of the development creating a consistent population and integrating the scheme into the local area.

6.6 The proposed mixed use development would result in significant benefits to the local economy, particularly with regard to employment generation and local spending. The employment generating elements of the scheme remain flexible at this stage to respond to market interest. However, it is anticipated that the scheme will encourage new business investment in the local area and could promote new tourist facilities which would complement the existing offer of attractions in the area and potentially extend the tourist season.

6.7 Consultation has been encouraged for several months and the government’s localism agenda and the emerging Cornwall local Plan heightens the importance of local inputs and views. The proposals have been influenced by a thorough consultation process over the past 7 months.

6.8 In conclusion, it has been demonstrated that the proposals broadly accord with the local development plan and meet the government’s objectives for sustainable development. The proposals would make efficient and effective use of a derelict military site, assisting in alleviating the need for new housing on greenfield sites. The mixed-use scheme would open up a previously closed site for public access and improve connectivity. The proposed removal
of the former military buildings and reinstatement of grassland at the highest points of the site would significantly enhance the visual appearance of the site from the wider area. The reinstatement of grassland would also deliver a positive improvement to the ecological value of the SAC and SSSI.

6.9 Therefore, the proposals accord broadly with the Government’s planning policies and the Local Development Plan. In the absence of a five year supply of housing, limited weight can be attached to the local plan policies and planning permission should be granted on the basis that the proposals offer a sustainable form of development capable of meeting housing needs. The application is accompanied by an Environmental Statement which demonstrates that on balance, the scheme would bring environmental benefits to the area.

6.10 For these reasons, the provisions of paragraph 14 of the NPPF are engaged and planning permission should be granted without delay.

The proposals would make efficient and effective use of a derelict military site, assisting in alleviating the need for new housing on greenfield sites. The mixed-use scheme would open up a previously closed site for public access and improve connectivity. The proposed removal of the former military buildings and reinstatement of grassland at the highest points of the site would significantly enhance the visual appearance of the site from the wider area. The reinstatement of grassland would also deliver a positive improvement to the ecological value of the SAC and SSSI.