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1 Housing

1.1 Summary

Having access to affordable, quality housing is important for both social and economic well-being. Good quality housing can support and improve job or health prospects, reduce crime, sustain environmental quality and design. Housing delivery can also bring investment and regenerate neighbourhoods.

Taking into account key messages from evidence available, a number of spatial planning issues have been identified:

Issue H1- Identify the right level of new housing growth for Cornwall up to 2030.

Issue H2- Explore how new housing growth should be distributed across Cornwall.

Issue H3 - The Core Strategy should provide an appropriate mechanism for controlling development in the countryside.

Issue H4 - The Core Strategy should consider appropriate densities.

Issue H5 - The Core Strategy should consider prioritising development on previously developed land over 'greenfield' sites.

Issue H6 - The Core Strategy should provide the mechanism for providing affordable housing to meet identified local needs.

Issue H7 - The Core Strategy should set the framework for the provision of a range of housing sizes, types and tenures, in order to meet the housing needs of all the community.

Issue H8 - The Core Strategy should identify the policy approach required to deliver the Gypsy & Traveller and Travelling Showpeople sites which are required throughout Cornwall.

1.2 Purpose

This is one in a series of papers dealing with a specific theme. Each can be read in isolation or together with other papers to gain a wider understanding of issues facing Cornwall. This paper sets out the evidence base and the policy context for housing and describes how the issues that need to be addressed in relation to housing could be taken forward in the Core Strategy. These papers will form the first stage of the development of options for Core Strategy policy. Other issues papers available in this series include:

- *Economy*
- *Tourism*
- *Retail & town centres*
- *Education & skills*

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- *Social inclusion*
- *Crime & anti-social behaviour*
- *Sport recreation & open space*
- *Health*
- *Transport & accessibility*
- *Energy*
- *Climate change*
- *Soil, air & water quality*
- *Flooding, drought & water consumption*
- *Biodiversity & geodiversity*
- *Landscape & seascape*
- *Historic environment*
- *Design & efficient use of resources*
- *Agriculture & food*
- *Coast & maritime*
- *Minerals*
- *Waste*

This series of papers is closely linked to the topics of the Sustainability Appraisal (SA) scoping report. The SA scoping report identifies the sustainability objectives, decision making criteria and indicators against which the LDF and other plans in Cornwall should be tested, to examine whether plans are sustainable. The SA scoping report also identifies key messages from national, regional and local plans for the Cornwall LDF, a baseline and sustainability issues for each topic. These Core Strategy issue papers largely build on the SA scoping report and start to examine in greater detail the messages from evidence and research, the opportunities and threats and planning issues that need to be considered in the Core Strategy (the SA scoping report can be found at <https://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/>).

1.3 What is housing?

Housing covers all types of residential development required throughout Cornwall, to meet the needs of the current population and the needs of the growing population over the next 20 years. Housing ranges from open market housing for those who can afford to purchase a property, to affordable housing which can either be rented or partly owned. It also includes specialist housing such as sheltered accommodation for elderly or vulnerable people with specific needs. It also includes residential and transit sites for Gypsies and Travellers and Travelling Showpeople.

Providing for new housing also means considering the amount of land required throughout Cornwall to build new housing on, and the locations where it should be provided.

Having access to affordable, quality housing is important for both social and economic well-being. Good quality housing can support and improve job or health prospects, reduce crime, sustain environmental quality and design. Housing delivery can also bring investment and regenerate neighbourhoods.

Whilst all topics are interlinked, this Housing paper has particularly strong links to the Design, Economy, Social Inclusion, Crime, Health and Landscape issues papers.

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1.4 Housing 'portrait' of Cornwall

Cornwall's development to date has been shaped by its unique geography. A thin peninsula with a relatively scattered but still sizeable population, combined with comparatively poor transport infrastructure appears to have had a localising effect on its communities in which the towns play prominent roles.

There is no large city dominating the county and many towns and villages developed historically as self contained places (although a network of central towns play prominent roles as centres for services, employment and housing). Even some rural settlements are locally significant, providing strong housing and employment centres which are freestanding from other urban areas.⁽¹⁾ However, to the east of the county, towns such as Saltash and Torpoint have strong functional relationships with their larger neighbouring urban area of Plymouth in Devon. Yet the nature of the settlement pattern means that housing need and affordability pressures are spread right throughout the county and there are no areas of low housing demand.⁽²⁾

Cornwall's traditional industries of agriculture, mining and fishing have influenced the profile of the housing stock with a high proportion of detached houses and cottages which have proved attractive to migrating households and holiday and second home owners. The present day housing challenges also relate in part to the quality of the Cornish landscape and way of life, which have also encouraged strong in-migration over several decades. At the same time, the county's remoteness has tended to make housebuilding of any scale uneconomic and the levels of new supply have been relatively modest. This inevitably has an impact upon the demand for and cost of housing.

The house prices of coastal and rural settlements in particular are now unaffordable for many on local incomes. Measuring affordability using lower quartile house prices against incomes reveals that rural settlements have affordability ratios of between 12:1 to 15:1 (that is the cheapest 25% of houses for sale cost up to 15 times the incomes of households in the lowest 25% of local earnings). In its calculations of affordability, the government use a threshold of 8:1 to identify where there is a problem.

Part of the explanation for the boom in house prices has been the lag between housing supply and population growth. The increased number of people has consistently exceeded the assumptions used to inform housing growth targets. To this effect, Cornwall Council has recently commissioned a project to look at how Cornwall's population could grow and how the number of households would change over the next 20 to 30 years.⁽³⁾ Population projections are an essential tool for planning and policy formulation as they provide likely demographic future scenarios which can be used as the basis for planning service needs such as housing, employment, transport, education and social services, as well as developing a strategic understanding of changing economic and social trends. Planning Policy Statement 3: 'Housing' requires that assessment of future housing requirements should have regard to current and future demographic trends and profiles and take into account evidence including the Government's latest published household projections.

1 West Cornwall Housing Market Assessment

2 Cornwall Housing Strategy 2009-2012

3 Cornwall Council (2010) 2008 Based Population Projections by Community Network Area and Main Town

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1.5 What is the role of the Core Strategy?

The role of the Core Strategy is to explore the possible growth options for Cornwall and to determine, through consultation, the strategic spatial strategy for the distribution of that growth throughout the county. The strategy that is eventually adopted will have to identify the key settlements and locations where future housing, employment and associated facilities and infrastructure will be focused, and determine the levels of growth to be accommodated in each.

To this end, the Core Strategy will provide planning policies and strategies aimed at providing new housing, of all types and tenures, in suitable locations. This can include:

- Setting an overall housing requirement target for Cornwall;
- Identifying individual housing targets for each town;
- Allocating strategic development sites in the main towns;
- Setting targets for affordable housing;
- Ensuring that housing development maximises the best use of land.

In developing these policies, the Core Strategy needs to take into account all other relevant plans, strategies, policies and programmes as well as involving key stakeholders such as Registered Social Landlords, landowners, housebuilders and local community groups when undertaking consultation on the options.

1.6 Relevant policy context and key evidence

When preparing the Core Strategy, the Council does not start with a blank sheet of paper. There is a whole series of policies at national and regional level which have to be followed and the Core Strategy needs to be prepared within the framework set by national and European legislation and national & regional guidance. This section focuses on the most relevant published legislation, plans & strategies and draws out their key messages for the Core Strategy. The key directives, acts, plans and strategies identified and used are:

1.6.1 National

- Planning Policy Statement 1: Delivering Sustainable Development (2006)
- Planning Policy Statement: Planning and Climate Change – Supplement to PPS1 (2007)
- Planning Policy Statement: Eco-towns - A supplement to PPS1 (2009)
- Planning Policy Statement 3: Housing (2006)
- Planning Policy Statement 7: Sustainable Development in Rural Areas (2004)
- Housing Green Paper (2007)
- Code for Sustainable Homes (2008)
- Lifetime Homes, Lifetime Neighbourhoods (2008)
- Supporting People Programme (ODPM, 2003)
- Circular 01/2006: Planning for Gypsy and Traveller Caravan Sites (2006)
- Circular 04/2007: Planning for Travelling Showpeople (2007)
- Living Working Countryside: The Taylor Review of the Rural Economy and Affordable Housing, (DCLG, 2008)

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- The Government Response to the Taylor Review of Rural Economy and Affordable Housing, (DCLG, 2009)
- Child in the countryside: a challenging reality (Commission for Rural Communities, 2010)
- Rural Housing (Commission for Rural Communities, 2010)

1.6.2 Regional

- South West Regional Housing Strategy 2005-2016 (SWHB, 2005)
- Sustainable Communities in the SW – Building for the Future (ODPM, 2003)

1.6.3 Local

- 'Future Cornwall' Cornwall Sustainable Community Strategy (2010)
- Cornwall Housing Strategy 2009-2012 (Cornwall Council, 2009)
- West Cornwall Housing Market Assessment (2008)
- Northern Peninsula Housing Market Assessment (2008)
- Plymouth sub-regional Housing Market Assessment (2006)
- Cornwall Gypsy & Traveller Accommodation Assessment (2006)
- Cornwall Strategic Flood Risk Assessment Level 1 (2010)
- Role & Future of Smaller Settlements Study (Roger Tym & Partners, 2009)
- Cornwall Home Choice database
- Cornwall Strategic Housing Land Availability Assessment (SHLAA) (Cornwall Council, 2010)

1.7 Relevant evidence and research

1.7.1 Housing supply

Cornwall's current population of 529,200⁽⁴⁾ is anticipated to have reached over 600,000 by 2026.⁽⁵⁾ Cornwall's population has been growing steadily since the 1960's and has consistently grown quicker than the rest of the South West and is one of the fastest growing areas in the UK. However, unlike many other areas of the country experiencing population growth, population change in Cornwall is entirely due to in-migration, as natural change within Cornwall would have led to a decrease in the population, as deaths within the county exceed births annually.

Cornwall experiences high rates of in-migration and although this is counter-balanced to some extent by out-migration, the average net gain in people to the area is around 5,000 per year. In-migration to Cornwall is predominantly for economic and lifestyle reasons rather than for retirement purposes, and many in-migrants are in fact 'returners' (i.e. they were originally from Cornwall). In-migrants are generally of working age and the majority will already have found suitable employment before making their move, and this trend could have an impact on employment and the economy of Cornwall. In addition, historically high numbers of young people left the County for education and employment reasons, but this trend is reversing due to the expansion of the higher education sector in Cornwall and improving employment prospects.

4 Office for National Statistics (2010) 2008 Sub National Mid Year Population Estimates

5 Office for National Statistics (various dates) Sub National Population Projections

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The number of households in Cornwall has increased at a slightly higher rate than that of population and this is generally as a result of more single person households and hence a decreasing average household size. Household types are usually described as comprising couples (with or without children), lone parent families, single, and multi person households. Household projections indicate the number of new households that are likely to form as a result of population change, and if the current trends in household composition continue, the number of households in Cornwall will continue to grow. The 2006 based national household projections indicate that Cornwall is likely to contain 326,000 households by 2031 if trends continue as they have ⁽⁶⁾ (Further information can be found in the evidence base paper 'Population Change').

The current population in Cornwall is widely dispersed and settlement sizes are small in comparison to other parts of the South West region. An important issue for the Core Strategy will be to distribute new housing growth in a manner that does not significantly increase the amount of car travel and which helps to improve the “self-containment” of settlements. Government guidance requires a significant focus on the main urban areas when planning how to distribute growth. However, almost two-thirds (64%) of Cornwall's population currently live outside of the main towns of Truro, Penzance, Camborne & Redruth, Falmouth/Penryn, Saltash & Torpoint, St Austell, Newquay and Bodmin. This pattern is different to many other authority areas in the South West where the majority of residents are found in the main urban areas. We therefore need to explore the best way in which to distribute growth to meet the housing need in Cornwall.

A key principle underpinning planning policy is the need to create, support and promote sustainable communities. One of the main dimensions of sustainability is to locate housing, employment and services closely together. In addition to reducing the need to travel (and consequently carbon emissions) this approach helps to promote the viability of services and community facilities. To this effect, work has been undertaken to establish a 'hierarchy' of settlements within Cornwall, based on an assessment of where people live, work, go to school, shop, bank and use leisure facilities etc. The study identified and audited 330 separate settlements within the county, some of which have a good range of facilities, whilst many others have only basic community facilities and services, or no services at all. This hierarchy of settlements can help to determine the housing distribution across the county by categorising towns and villages based on the number of key facilities and services available, as well as information on employment and travel to work. The Core Strategy, therefore, will need to determine which settlements in Cornwall fall into each category, and whether development boundaries need to be drawn around settlements in order to prevent development occurring in the open countryside.

In addition, the eco-communities proposals near St. Austell, are an important strategic consideration for Cornwall. Planning Policy Statement: 'Eco-towns' states that eco-towns should provide a minimum of 5,000 homes, of which at least 30% should be affordable housing, ensure 1 job per house, and be built to high environmental standards. Whilst the St. Austell proposal has received Government support, the Core Strategy will need to determine whether this is the right approach for Cornwall and whether or not it could be replicated elsewhere within the county.

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1.7.2 Strategic Housing Land Availability Assessment (SHLAA)

Planning Policy Statement 3: 'Housing' (PPS3) requires local authorities to undertake a Strategic Housing Land Availability Assessment (SHLAA) to identify potential development sites for housing. An assessment of the main towns in Cornwall is currently underway, which will inform the Core Strategy on land availability.

The SHLAA has to identify suitable development sites for 15 years, in three 5 year phasing blocks. The first 5 year supply should include identified sites considered to be 'developable and deliverable'. The sites put forward for the first five year supply should be:

- available (available now);
- suitable (suitable now for sustainable mixed communities use);
- achievable (deliverable in time frame of first phase).

The SHLAA should also identify specific deliverable sites for the second phase covering years 6-10 of the plan. These sites should follow the criteria of being 'suitable and achievable', as described above, and once identified, made available in preparation for the commencement of the second phase.

For the third phase, covering years 11-15 of the plan, if deliverable sites cannot be identified, then broad areas of growth should be.

1.7.3 Housing stock and tenure

In Cornwall in 2001⁽⁷⁾ there were 231,241 household spaces recorded, of which 92.9% were occupied, 2.6% were vacant and 4.5% were second residence/holiday accommodation. Levels of vacant household spaces were very similar across Cornwall at an ex-district level, but levels of second residence/holiday accommodation varied with the areas formerly known as North Cornwall and Penwith having significantly higher levels. The following tables give an overview of dwelling types and tenures within the County compared to regional and national levels:

Table 1.1 Accommodation Type

Former District Area	Accommodation Type ⁽⁸⁾						
	Detached	Semi detached	Terraced	Purpose Built Block of Flats	Flats in converted building	Flats in Commercial Building	Caravan/ Other Mobile/ Temporary
Caradon	38.6%	25.8%	24.8%	5.9%	2.6%	1.4%	0.9%
Carrick	36.1%	25.1%	22.7%	9%	4.6%	1.3%	1.2%
Kerrier	39.8%	23%	26.3%	5.3%	2.4%	1.1%	2%

7 Office for National Statistics (2001) 2001 Census – key statistics

8 Office for National Statistics (2001) 2001 Census – key statistics

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North Cornwall	47%	23.7%	16.9%	5.9%	3.3%	1.9%	1.3%
Penwith	30.7%	19.8%	33.5%	8.2%	5.1%	1.5%	1.1%
Restormel	38.5%	27.4%	18.8%	6.6%	4.1%	1.7%	3%
Cornwall	38.7%	24.3%	23.4%	6.8%	3.7%	1.5%	1.6%
South West	30.9%	27.9%	23.8%	10%	5.2%	1.3%	0.8%
England	22.5%	31.6%	25.8%	14%	4.6%	1.1%	0.4%

Table 1.2 Tenure type

Former District Area	Tenure						
	Owns Outright	Owns with Mortgage	Shared Ownership	Rents from Local Authority	Rents from HA/RSL	Private Rented	Rents from Other
Caradon	35.6%	37.9%	0.4%	10.2%	2%	10%	3.9%
Carrick	38.5%	32.4%	1.1%	9.6%	2.5%	11.9%	4%
Kerrier	38.6%	34.7%	0.5%	3.9%	7.5%	10.9%	4%
North Cornwall	40.2%	30%	0.6%	9.7%	3.1%	11.9%	4.6%
Penwith	38.8%	29.5%	0.6%	0.9% ⁽⁹⁾	12.5%	13.3%	4.4%
Restormel	38.6%	34.7%	0.7%	2.9%	6.8%	12.5%	3.8%
Cornwall	38.3%	33.3%	0.7%	6.3%	5.5%	11.7%	4.1%
South West	34.1%	38.4%	0.6%	7.7%	5.8%	9.6%	3.8%
England	29.2%	38.9%	0.7%	13.2%	6.1%	8.8%	3.2%

9 Table taken from Office for National Statistics (2001) 2001 Census – key statistics, however some data incorrect as Penwith no longer had LA housing in 2001

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1.7.4 Affordable Housing

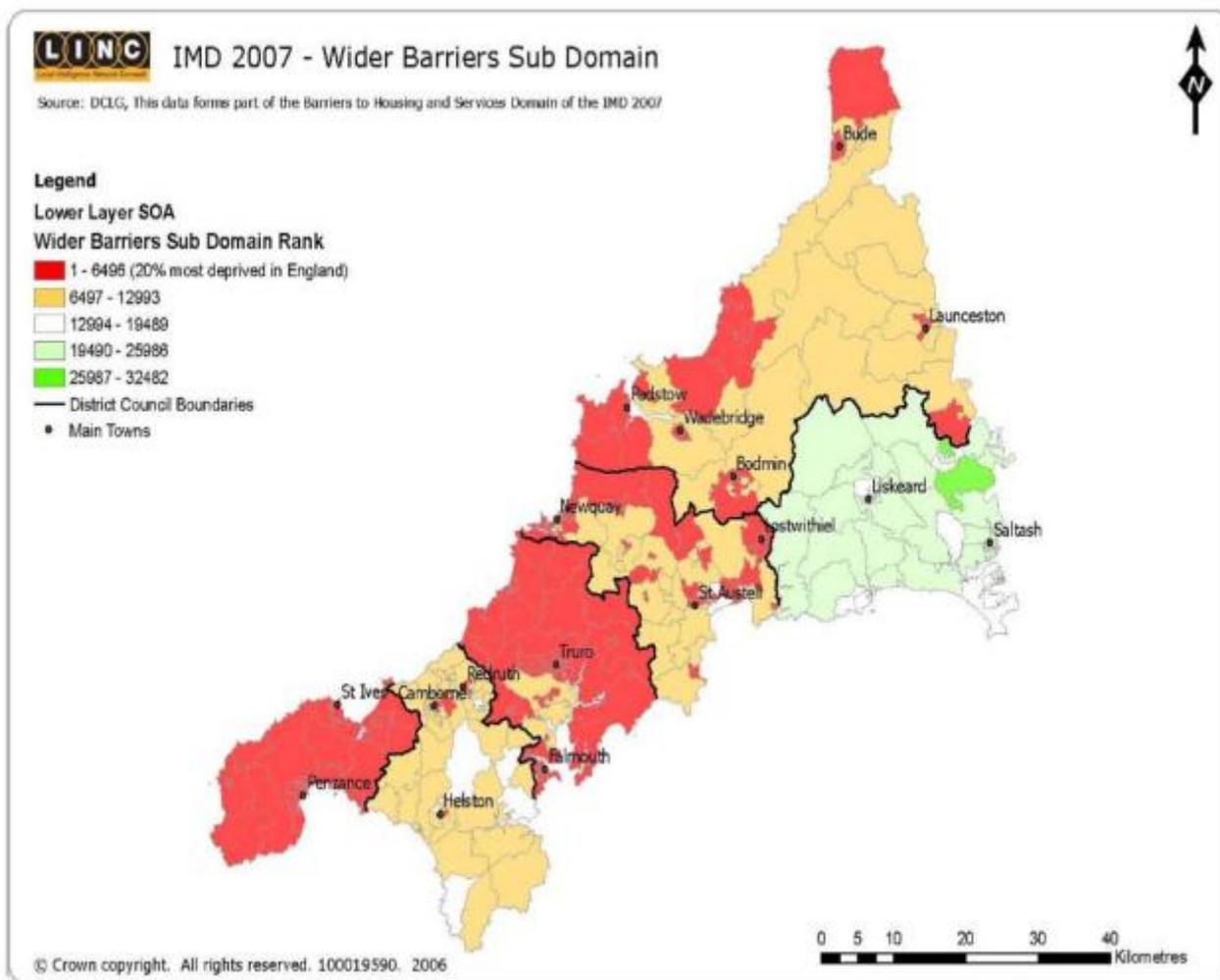
Planning Policy Statement 3: 'Housing' (PPS3) defines affordable housing as including social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market, for instance people who are unable to access or afford market housing such as vulnerable people and key workers.

Affordable housing delivery rates across Cornwall have shown significant improvements in recent years, with completions for 2007-8 totalling 711 affordable homes and completions for 2008-9 totalling 759. However, to meet Cornwall Council's Housing Strategy targets for affordable housing, this build rate would need to increase to 1,200 homes annually by 2013. However, against this, there are currently almost 19,000 households on housing registers throughout Cornwall.⁽¹⁰⁾

A sub set of the English Indices of Deprivation Barriers to Housing and Services Domain looks at household overcrowding, homelessness, and difficulty of access to owner occupation. The following map shows the areas in Cornwall that are more deprived than others. The map very clearly shows that this is a significant issue for most of Cornwall.

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Figure 1 - IMD 2007 Wider Barriers Sub Domain



The Cornwall Housing Strategy 2009-2012 sets out 4 key housing priorities for the County, the first of which is Delivering Affordable Housing. The strategy supports the increased delivery of affordable homes to 1,200 per year by 2013, and highlights a number of initiatives which could help towards realising these figures, including a Private Finance Initiative to provide 800 affordable homes and the Eco Town bid which could provide up to 2,000 affordable homes.

1.7.5 Strategic Housing Market Assessments

The Government requires all areas to complete strategic housing market assessments (SHMAs) which provide information about the local housing stock, housing supply and housing need. Cornwall was divided into three separate areas to complete these assessments:

- The ex local authority of Caradon is covered by the Plymouth SHMA;
- The ex local authorities of Penwith, Kerrier, Carrick and Restormel are covered by the West Cornwall SHMA; and
- The ex local authority of North Cornwall is covered by the 'Northern Peninsula' SHMA

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Although split into 3 studies, a consistent pattern emerges from all 3 assessments. In all cases the need for affordable housing outstrips the current resources or land availability to deliver it. The studies highlight strong demand for both social rented and intermediate housing, but the cost at which intermediate housing is offered is crucial.

The studies also highlight the mix of housing type and size needed. They show that due to past shortages in the supply, congestion at the lower end of the housing market is now at critical levels. There is a need for a mix of different house types to be built in the future, which includes a mix of house type and size, as well as mix of tenure, to meet the changes in household formulation and size. Increasingly there is a need for additional one and two bedroom homes to meet the needs of smaller households, and young people starting households for the first time. The Northern Peninsula HMA recommends that the majority of new homes should be provided as 1 or 2 bedroom dwellings, and states that there is no requirement for additional 3 and 4 bedroom dwellings; whilst the West Cornwall HMA estimates that 60% of the new homes required are 2 bedroom dwellings, but that there is also a need for larger social rented properties to be made available for families. 3,870 households in the West Cornwall study were found to be technically overcrowded.

1.7.6 Homelessness

Shortfalls in affordable housing can ultimately result in homelessness. In 2008-9, 371 households were accepted as homeless in Cornwall, of which 53% were families with young children and 47% were vulnerable through age, disability etc.

Reasons for homelessness vary, but the three main causes in 2008-9 were friends and family no longer able to accommodate (31%), losing a private sector tenancy (25%) and relationship breakdown (violent and non-violent) (15%).

Homeless acceptance levels and the use of temporary accommodation have been steadily declining through concerted prevention work. In March 2007, there were 849 households occupying temporary accommodation, which included 1,088 children. This was reduced by March 2008 to 664 households, including 855 children and by March 2009 to 374 households, including 375 children.⁽¹¹⁾

1.7.7 Supported Housing

The Supporting People strategy revision⁽¹²⁾ highlights shortfalls in provision for all groups needing specialist and supported housing, but has identified five priority areas for the future:

- People with learning disabilities;
- Older people;
- Development of Gateway model for Cornwall;
- Appropriate Service Provision
- Move On Services

11 Cornwall Council homelessness stats 2009

12 Supporting People 5 Year Strategy Revision, April 2008

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1.7.8 Elderly Population

A population projection undertaken by POPPI⁽¹³⁾ shows that the increase in life expectancies over the next few years could have a dramatic effect on the elderly housing needs in Cornwall & the Isles of Scilly.

Table 1.3 Population in Cornwall

Population	2008	2015	2025
65-74 living alone	14,380	19,046	19,192
75+ living alone	25,136	28,244	40,592
65+ living in a care home	4,600	5,518	7,760

In 2005 the Institute of Public Care (IPC) was commissioned to assist in the development of a housing and related care strategy for older people up to the year 2028. The study identified that approximately 5,000 extra care units (a specialist housing type for elderly people) would be required across Cornwall by 2028 to help meet the needs of the ageing population.

1.7.9 Travelling Communities: Gypsies & Travellers and Travelling Showpeople Accommodation

There is also a requirement to provide for the needs of the Gypsy and Traveller community across Cornwall. This is to be achieved by increasing the number of authorised sites in order to address current under-provision and reduce the number of unauthorised encampments and developments. An appropriate policy framework will be provided by the Core Strategy and the Travelling Communities Development Plan Document.

The Cornwall Gypsy and Traveller Accommodation Assessment (GTAA), published in October 2006, highlights that existing local authority sites are fully occupied and overcrowded, and that there is a need for smaller, family-sized residential sites to accommodate newly forming families. The identified requirement for Cornwall up to 2011 is for 159 residential pitches and 40 transit pitches, along with 6 plots to meet the needs of Travelling Showpeople. However, the Council also has to consider the longer term requirements from 2011 which, preliminary work indicates, may require an extra 142 residential pitches and 23 transit pitches, and a further 6 plots for Travelling Showpeople for the period 2011-2026. Therefore, the total requirement for the period up to 2026 could be as many as 301 residential pitches and 63 transit pitches for Gypsies and Travellers and 12 plots for Travelling Showpeople.

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1.8 Emerging Evidence and Policy

The gathering of evidence is an iterative process and must be continued throughout the preparation of the Core Strategy. Additional evidence should be considered right up to the 'submission' stage in the process. Listed below are the known emerging relevant guidance & studies, which will be taken into account if available before the submission of the Core Strategy:

- Cornwall Strategic Flood Risk Assessment (Level 2)
- Cornwall Homelessness Strategy
- Strategic Housing Viability Assessment Studies
- An 'Interim Review' is being undertaken to supplement and refine the recommendations of the 2006 Gypsy and Traveller Accommodation Assessment.

1.9 Gaps in Evidence

More detailed information on Migrant workers and their housing requirements would be useful.

More up-to-date information on second home ownership levels, which are considered to have risen since the 2001 Census.

1.10 Key Messages from the Evidence Review

A number of key messages and issues were drawn out from the evidence review. The table below identifies the messages deemed most relevant and the source documents.

Table 1.4

Message	Relevant Document(s)
Planning policies are required to promote high quality inclusive design in the layout of new developments and individual buildings.	PPS1: Sustainable Development
In deciding which areas are suitable for development, planning authorities should take regard of climate change factors and consider ways to reduce the effects.	Supplement to PPS1
Local Planning Authorities should promote best practice in sustainable construction and help to achieve the national timetable for reducing carbon emissions from all buildings.	Code for Sustainable Homes Supplement to PPS1
Everyone should have the opportunity of living in a decent home, which they can afford, in a community where they want to live.	PPS3: Housing Housing Green Paper South West Regional Housing Strategy

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	<p>Sustainable Communities in the SW – Building for the Future</p> <p>Cornwall Housing Strategy 2009-2012</p>
<p>Creating sustainable rural communities through the delivery of affordable housing in rural areas.</p>	<p>Taylor Review, 2008</p> <p>Cornwall Housing Strategy 2009-2012</p>
<p>National Government and Local Planning Authorities should promote and support planning policies – including site allocations – that favour granting consent where local communities bring forward small schemes to meet locally-identified needs that meet the following criteria:</p> <ul style="list-style-type: none"> ● Parish Council support as part of a community-led plan backed by the principal authority councillors from that community. ● Sound evidence of need. ● The scheme is affordable in perpetuity. ● A suitable, viable site. ● Appropriate scale. ● Good design. <p>Local Authorities should adopt policies to ensure that the creation of new neighbourhoods and communities always involves the community in shaping sustainable proposals through effective participation such as ‘Enquiry by Design’ and ‘Planning for Real’.</p>	<p>The Rural Challenge. Achieving sustainable rural communities for the 21st century (The Rural Coalition, August 2010)</p>
<p>In smaller villages the Council can consider allocating sites solely for affordable housing through use of a Rural Exception Site Policy which enables small sites to be released specifically for affordable housing in perpetuity.</p> <p>The Core Strategy should set out which villages are suitable for exception site development, and at what scale. This will include an assessment of the facilities and services available in each location and an assessment of the housing needs requirement.</p>	<p>PPS3: Housing</p>

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<p>At least 60% of all new housing annually should be provided on previously developed land.</p> <p>Local Planning Authorities may wish to set out a range of densities across the plan area (rather than one broad density range) although 30 dwellings per hectare (dph) net should be used as a national indicative minimum.</p>	<p>PPS3: Housing</p>
<p>Cornwall needs a balanced housing market with affordable, decent and sustainable homes. There is currently a shortage of affordable housing (particularly to rent).</p>	<p>Cornwall Sustainable Community Strategy</p>
<p>Provide a better quality of life for vulnerable people, to enable them to live as safely and independently as possible, and to maintain their tenancies.</p>	<p>Cornwall Sustainable Community Strategy</p> <p>Supporting People Strategy</p>
<p>Children living in the most rural districts have the lowest level of well-being in the housing domain.</p>	<p>Child in the countryside: a challenging reality – Commission for Rural Communities</p>
<p>There is a lack of low cost housing to buy in all markets, with Penzance and Falmouth having the least affordable housing markets. There is an acute lack of socially rented accommodation across the HMA. A significant percentage of first time buyer homes are the oldest properties in the market. Dramatic house price rises have been the strongest housing feature in recent years. A significant step change in delivery is needed across all tenures, with 2,277 homes needed each year to meet demand.</p>	<p>West Cornwall HMA</p>
<p>There is a need to provide a mix of house types in both the market and social sectors. Smaller units are needed for new and existing households. The mix of affordable housing should be 60% social rent and 40% intermediate market housing. There is also a necessity to provide for the housing needs of the elderly and the disabled.</p>	<p>Northern Peninsula HMA</p>
<p>More intermediate housing is needed and specialist accommodation for the elderly.</p>	<p>Plymouth sub-regional market HMA</p>
<p>There is a shortage of authorised residential and transit sites in Cornwall. Existing local authority sites are fully occupied and in some cases overcrowded, and there is a need for smaller, family-sized residential sites to address a lack of opportunities for newly forming families wanting to live in the</p>	<p>Cornwall GTAA</p>

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same area. In the past, the provision of accommodation for gypsies and travellers has been mainly in remote locations, away from main towns and sustainable villages, but national government policy views these types of locations as unsustainable as these sites do not have good access to jobs, services and community facilities.

1.11 SWOT Analysis

Table 1.5

Strengths	Weaknesses
<ul style="list-style-type: none"> • Providing additional affordable housing is a Cornwall Council key priority. • Demand for housing is strong. 	<ul style="list-style-type: none"> • Lack of previously developed 'brownfield' land means that Government target of 40% may not be met. • Dispersed settlement patterns will make it challenging to achieve a sustainable housing distribution in Cornwall. • High house prices. • High development costs due to the remoteness of the county. • A lack of adaptable housing to meet the needs of an ageing population.
Opportunities	Threats
<ul style="list-style-type: none"> • Potential to deliver significant amounts of affordable housing. • Developer contributions should offset the costs of associated infrastructure provision and provide other community benefits. • Well designed and planned strategic sites and urban extensions. • A more suitable mix of housing sizes, types and tenures. • The SHLAA process should ensure that all sites are assessed regarding their suitability and in an appropriate timescale • An urban focus could help to rebalance the location of jobs and homes in the future, with major housing development taking place in locations near to employment 	<ul style="list-style-type: none"> • Opposition to the scale of development proposed. • The character of Cornwall's existing towns, villages and countryside could change depending on the scale of development decided upon through the Core Strategy process. • The needs of the smaller towns and villages could be overlooked if the main focus for development is on the urban areas. • Developer contributions likely to be minimised in current economic climate. • Growth in local jobs may not match the anticipated growth in housing.

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<p>growth, thus reducing the need to travel and resultant carbon emissions.</p> <ul style="list-style-type: none"> • Rural housing provision to enhance or maintain sustainability of smaller settlements. • A network of authorised sites to accommodate the Travelling Communities. • High quality sustainable design. • Effective energy solutions in new and existing housing. • Eco Town proposal could develop an exemplar sustainable community. • Additional affordable housing through PFI bid. • Boost to the construction industry and the local economy. 	<ul style="list-style-type: none"> • Emphasis on housing delivery is in danger of neglecting other planning priorities (such as environmental and landscape issues). • Pressure to approve planning applications for strategic sites prior to the Core Strategy being adopted.
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1.12 Climate Change Considerations

The main pressures on housing from climate change are:

- There is a potential conflict between an increasing population and the effects of climate change. For example, sea level rise and potential increase in fluvial and pluvial flooding could reduce available land area for housebuilding.
- Increased flood risk could prevent development occurring, hindering the delivery of affordable housing. It could also require development to be located in areas which are either visually not typical in the landscape (i.e. to avoid floodplain) or which are poorly accessible.

Climate change is further explored in a separate issues paper in this series, as well as in the Sustainability Appraisal Scoping Report (visit www.cornwall.gov.uk). The scoping report sets out a series of sustainability objectives against which the Core Strategy and other parts of the LDF will be assessed, to gauge how far they will promote sustainable development. The relevant objective for housing is:

1.13 Proposed Sustainability Objective

To meet the needs of the local community as a whole in terms of general market, affordable, adaptable and decent housing.

1.14 Main Spatial Planning Issues

Taking into account the key messages from the current evidence available, a number of spatial planning issues are listed below.

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Issue H 1

Identify the right level of housing growth for Cornwall up to 2030.

Issue H 2

Explore how new housing growth should be distributed across Cornwall.

Issue H 3

The Core Strategy should provide an appropriate mechanism for controlling development in the countryside.

Issue H 4

The Core Strategy should consider appropriate densities.

Issue H 5

The Core Strategy should consider prioritising development on previously developed land over 'greenfield' sites.

Issue H 6

The Core Strategy should provide the mechanism for providing affordable housing to meet identified local needs.

Issue H 7

The Core Strategy should set the framework for the provision of a range of housing sizes, types and tenures, in order to meet the housing needs of all the community.

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Issue H 8

The Core Strategy should identify the policy approach required to deliver the Gypsy & Traveller and Travelling Showpeople sites which are required throughout Cornwall.

These issues will work towards achieving the following long term objectives for Cornwall as set out in the Sustainable Community Strategy - 'Future Cornwall':

- To improve our communities through quality building, using housing development to meet local need and drive the regeneration and sustainability of communities, promoting smaller settlements to be centres of employment and services and set an example in design for sustainable living
- To promote equality of opportunity and well-being, improve access to quality services, increase participation in influencing local decision making and encouraging individuals to engage in shaping and delivering services in their communities

This paper summarises the evidence on housing brought together to inform the Cornwall Core Strategy. However, it will be added to and kept up-to-date as other relevant evidence becomes available. In updating these papers all previous versions will be archived to ensure it is clear what evidence was available at each stage.

1.15 Appendix A

Consultation to date:

The Issues papers were first published for stakeholder consultation in September 2009. The papers were amended to take into account consultee responses and were then circulated to Planning Policy Advisory Panel members in November 2009. They were also given to all members at a series of three area based consultation events in March 2010.

Revisions to Issues Papers:

In writing the draft Issues and Options report in March 2010 it was clear that it was necessary to revise the issues identified in some of the topic based issues papers. Some issues were requirements under other legislation or procedural matters, and therefore options could not be set against them (e.g. *The Core Strategy should work with other plans and programmes...*) Others were in fact options and needed to be set as options under an overarching issue (e.g. *The Core Strategy has a role in supporting the growth and sustainability of the micro and small business economy*). There was also some repetition between different topics and these issues could be amalgamated.

Criteria for Changes:

The issues have been rationalised against the following criteria:

- Is this a Spatial Planning Issue?
- Is the issue covered by other legislation?

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- Can options be generated against each issue?
- Is this an issue and not an option?
- Is the issue rooted in evidence?
- Is there potential to amalgamate issues?

Issues in Consultation Version:

Issue H1 – There is a requirement in the South West Regional Spatial Strategy to build 68,200 new homes in Cornwall by 2026.

Issue H2 – The Core Strategy should explore how best this additional housing could be distributed across Cornwall, as guided by the definition of Policy A, B & C settlements as set out in the Regional Spatial Strategy.

Issue H3 – Careful consideration should be given to the scale of housing development appropriate in the smaller Cornish towns and villages, with an emphasis on creating sustainable communities.

Issue H4 – Housing developments should maximise the best use of land. The Core Strategy should consider appropriate densities and prioritising previously developed land over 'greenfield' sites. The prioritisation and delivery timescale of sites should be informed by the Strategic Housing Land Availability Assessment process.

Issue H5 – Targets and thresholds should be set to maximise the supply of affordable housing on development sites.

Issue H6 – The Core Strategy should provide an appropriate mechanism for controlling development in the countryside.

Issue H7 – The Core Strategy should provide the mechanism for providing affordable housing to meet identified local needs in the smaller towns and villages.

Issue H8 – The Core Strategy should set the framework for the provision of a range of housing sizes, types and tenures in order to meet the needs of all the community.

Issue H9 – The Core Strategy should identify the policy approach required to deliver the Gypsy & Traveller and Travelling Showpeople sites which are required throughout Cornwall.

Issue H10 – The Core Strategy should provide the mechanism to ensure adequate infrastructure is identified and provided in step with new housing development.

Revised Issues:

Issue H1- Identify the right level of new housing growth for Cornwall up to 2030.

Issue H2- Explore how new housing growth should be distributed across Cornwall.

Issue H3 - The Core Strategy should provide an appropriate mechanism for controlling development in the countryside.

Issue H4 - The Core Strategy should consider appropriate densities.

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Issue H5 - The Core Strategy should consider prioritising development on previously developed land over 'greenfield' sites.

Issue H6 - The Core Strategy should provide the mechanism for providing affordable housing to meet identified local needs.

Issue H7 - The Core Strategy should set the framework for the provision of a range of housing sizes, types and tenures, in order to meet the housing needs of all the community.

Issue H8 - The Core Strategy should identify the policy approach required to deliver the Gypsy & Traveller and Travelling Showpeople sites which are required throughout Cornwall.