EMBLETON PARISH NEIGHBOURHOOD PLAN

BACKGROUND EVIDENCE PAPERS

BACKGROUND HOUSING EVIDENCE PAPER

EMBLETON PARISH NEIGHBOURHOOD PLAN

1.0 Introduction

1.1 This report provides consolidated background information to give context to policies contained in the Neighbourhood Plan on housing, affordable housing, a proposed policy on principal occupancy restrictions on all new housing development in the Neighbourhood Area, and the policy of drawing tight settlement boundaries around Embleton village and Christon Bank.

2.0 Strategic context for housing

2.1 Planning Practice Guidance provides advice on the strategic context for housing in neighbourhood plans. It states, in Paragraph: 009 Reference ID: 41-009-20160211*:*

'The Neighbourhood Plan must provide at least as much housing as is required to meet the objectively assessed need for housing in the Neighbourhood Area.

Neighbourhood plans, when brought into force, become part of the development plan for the neighbourhood area. They can be developed before or at the same time as the local planning authority is producing its Local Plan.

A draft neighbourhood plan or Order must be in general conformity with the strategic policies of the development plan in force if it is to meet the basic condition. Although a draft neighbourhood plan or Order is not tested against the policies in an emerging Local Plan the reasoning and evidence informing the Local Plan process is likely to be relevant to the consideration of the basic conditions against which a neighbourhood plan is tested. For example, up-to-date housing needs evidence is relevant to the question of whether a housing supply policy in a neighbourhood plan or Order contributes to the achievement of sustainable development.

Where a neighbourhood plan is brought forward before an up-to-date Local Plan is in place the qualifying body and the local planning authority should discuss and aim to agree the relationship between policies in:

- *the emerging neighbourhood plan.*
- *the emerging Local Plan.*
- *the adopted development plan with appropriate regard to national policy and guidance.*

The local planning authority should take a proactive and positive approach, working collaboratively with a qualifying body particularly sharing evidence and seeking to resolve any issues to ensure the draft neighbourhood plan has the greatest chance of success at independent examination.

The local planning authority should work with the qualifying body to produce complementary neighbourhood and Local Plans. It is important to minimise any conflicts between policies in the neighbourhood plan and those in the emerging Local Plan, including housing supply policies. This is because section 38(5) of the Planning and Compulsory Purchase Act 2004 requires that the conflict must be resolved by the decision maker favouring the policy which is contained in the last document to become part of the development plan. Neighbourhood plans should consider providing indicative delivery timetables and allocating reserve sites to ensure that emerging evidence of housing need is addressed. This can help minimise potential conflicts and ensure that policies in the neighbourhood plan are not overridden by a new Local Plan.'

2.2 More recently Planning Practice Guidance now requires Neighbourhood Plans to meet their housing requirement in full, where they are proposing to allocate land for housing. It states in Paragraph: 097 Reference ID: 41-097-20180913

'In order for a neighbourhood plan to meet the criteria set in paragraph 14b of the Framework, the 'policies and allocations' in the plan should meet the identified housing requirement in full, whether it is derived from the standard methodology for local housing need, the housing figure in the area's strategic policies, an indicative figure provided by the local authority, or where it has exceptionally been determined by the neighbourhood planning body. For example, a neighbourhood housing requirement of 50 units could be met through 2 sites allocated for 20 housing units and a policy for a windfall allowance of 10 units. However, a policy on a windfall allowance alone would not be sufficient.

Allocations are sites clearly outlined with a site boundary on a policies map with accompanying site allocation policies in the plan setting out, as a minimum, the proposed land use and the quantum of development appropriate for the site. Policies and allocations within other development plan documents, for example strategic site allocations or windfall development set out in a strategic or local plan, will not meet criterion 14b of the Framework. Housing requirement figures set for designated neighbourhood areas should reflect any relevant allocations already set within the strategic policies.

Revision date: 13 09 2018

2.3 Although the Neighbourhood Plan does not propose to allocate sites for housing, it is proposing to define settlement boundaries, and, for these to be robust, they must deliver 'sustainable development' and ensure that they include enough land to deliver the objectively assessed need for housing.

3.0 Housing provision over the Plan period

3.1 Northumberland County Council has assessed the housing need for the County, and published figures for the required housing delivery for each designated Neighbourhood Area. The figure for Embleton Neighbourhood Area is 65 dwellings, to be delivered between 1st April 2016 and 1st April 2032 (i.e., over the emerging Northumberland Local Plan period).

3.2 This figure applies to all dwellings that are completed, or approved, since 1st April 2016.

3.3 The table below shows the number of completions and approvals that have taken place since 1st April 2016. Although a number of approvals may have been given prior to 1st April 2016, research shows that other submissions on the same sites (for example, discharge of conditions applications, minor amendments, etc.,) means that the delivery of the dwellings is within the Plan period.

Table 1: List of planning application references and numbers of units approved or completed since 1st April 2016

Planning reference	No. of units	Site
12/03620/FUL	1	Land east of Fallodon Cottage (DISCON submitted in 2016
16/00876/FUL	38	Creighton Place development, Embleton inc. 6 affordable homes
17/04459/FUL	1	4 Horsley Place, Christon Bank
17/03461/FUL	1	16 Springfield View, Christon Bank
17/01767/CLEXIS	1	The Croft East Farm, Embleton (one dwelling to 2)
17/00213/FUL	1	8 Creighton Place – 1.5 storey 4 bed house
15/03626/FUL	4	Land North East of Wesley Way, Christon Bank (permitted 22/7/2016)
18/00687/FUL	3	(substitution of plots not yet built) Springfield, Christon Bank
16/00369/DISCON	1	From previous approval – 15/03288/REM
16/03510/FUL	13	Land North of Horsley Place, Christon Bank inc. 2 affordable homes.
18/02583/FUL	16	Land North of Woodsteads (Creighton Place), Embleton inc.4 affordable homes
Total	**80 units approved/completed since 1st April 2016**	

3.4 The information contained in Table 1 shows that the Neighbourhood Area has delivered well above the total number of houses required for the Plan period. It is therefore justifiable that a relatively stringent approach has been taken to ensuring settlement boundaries are relatively tightly drawn around both the settlements of Embleton village and Christon Bank, and that no further sites are allocated for housing in the Neighbourhood Area.

4.0 Evidence available for other areas of housing policy in the Neighbourhood Plan

Affordable Housing and Rural Exceptions Sites

4.1 A detailed report was commissioned by the Embleton Parish Council to assess the affordable housing need in the Neighbourhood Area. This report was conducted by Community Action Northumberland (CAN) and forms part of the evidence base for the neighbourhood plan and is included in the submission documents.

4.2 The conclusions of that report were that there is not a significant identified need for affordable housing locally. However, it is possible that a number of people who may have wished to remain living in the area may have left due to not being able to afford a house and would therefore not have responded to the survey. The report concluded that there was an identified need for housing in 11 households in the Neighbourhood Area. Of these, half were owner-occupiers looking to downsize. This means a maximum of 5 new households were identified as being potentially in need of affordable housing.

4.3 It is worth noting here that there has been a recent social housing development managed by Homes for Northumberland and completed on land adjacent to the quarry, provides 16 affordable homes and apartments. In addition, 6 dwellings in the recent Creighton Place development were sold at discount market value (i.e. 'affordable' in planning terms).

4.4 Any identified need for additional affordable housing could be met through a small affordable housing development, which could be delivered as a rural exceptions site (as defined in the NPPF), potentially outside the settlement boundary of either settlement, or through a Community Led Housing Scheme.

4.5 A rural exceptions site is defined in the NPPF (July 2018) as a small site to deliver an identified local need. The Housing Needs Assessment for Embleton Parish has identified a small affordable housing need and would be appropriate evidence to use to justify the delivery of a rural exceptions site for housing.

4.6 The Neighbourhood Plan therefore seeks to support such a development but does not go further to seek to provide a specific site for affordable housing.

Principal Residence Policy

4.7 When consulted at the initial stages of the Plan, many residents said that they would like to see more permanent residents living in the area, and less holiday homes and second homes.

4.8 The Neighbourhood Plan therefore proposes a specific policy to ensure that all future development in the Neighbourhood Area is for principal residence only. This is because there is evidence of a high level of second homes and holiday homes in the Neighbourhood Area, and particularly within Embleton village (Christon Bank less so).

4.9 The census (2011) identifies just under 27% of houses within the Parish of Embleton as being empty. Local surveys have since identified at least 32% of houses as being second homes or holiday homes.

4.10 The recent development at Creighton Place of 33 dwellings (plus six discount market value dwellings) is at least 40% holiday/second homes. This gives a clear idea of the pressure that the Neighbourhood Area is under for second and holiday homes.

4.11 The emerging Northumberland Local Plan is proposing a planning policy to restrict all development to Principal Occupancy only in those areas that can demonstrate in excess of 20% holiday homes/second homes in their area. Embleton Parish is well in excess of this figure.

4.12 A report has been produced by Northumberland County Council to provide evidence for the policy approach proposed in the Local Plan, and this evidence base report also provides useful evidence for the Embleton Neighbourhood Plan. The report can be accessed here:
https://www.northumberland.gov.uk/NorthumberlandCountyCouncil/media/Planning-and-Building/planning%20policy/Studies%20and%20Evidence%20Reports/Housing%20Studies/Technical%20Papers%20for%20Housing/NCC-Second-and-Holiday-HomesTechnical-Paper.pdf

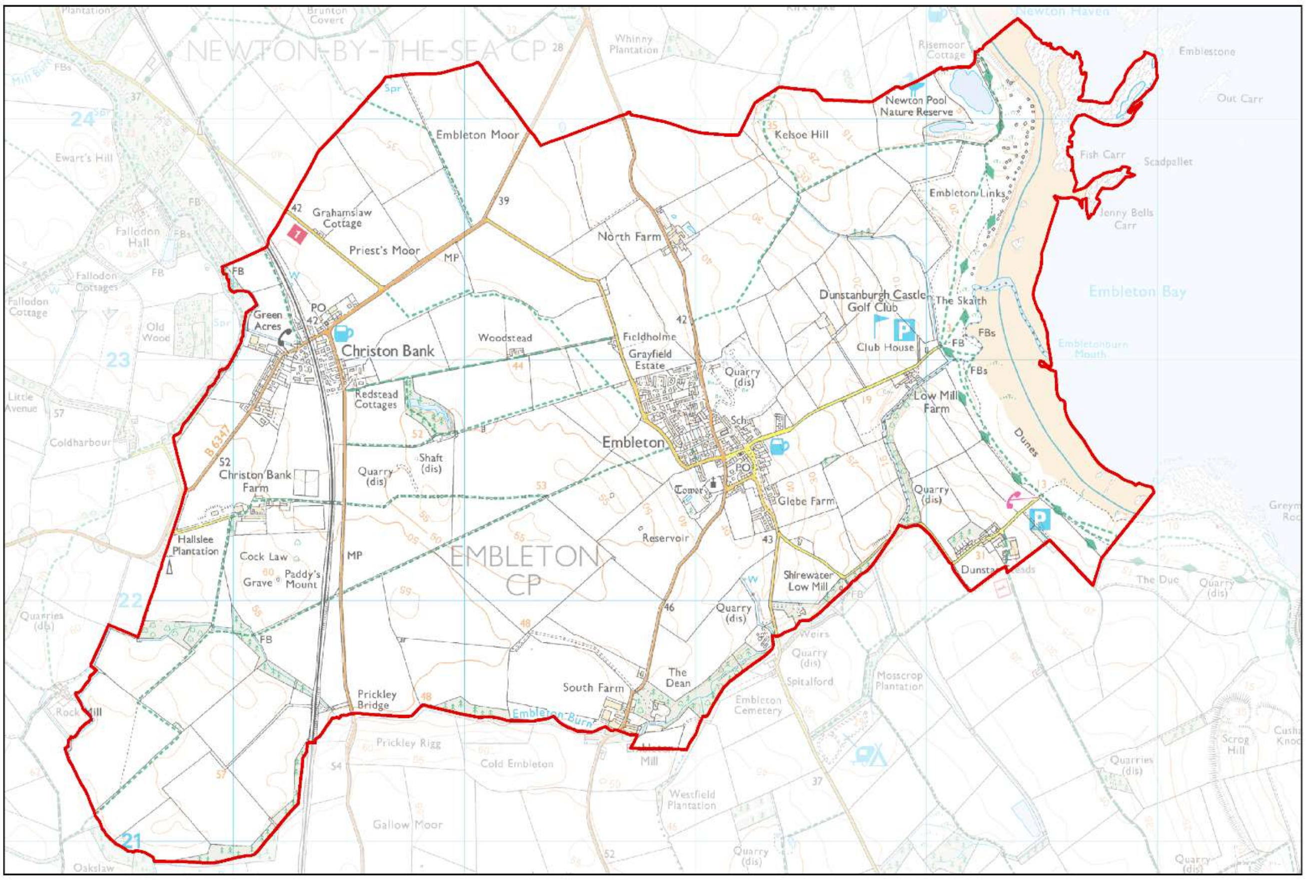
4.13 The conclusion of the report is that the data from the Census is robust enough to justify the policy approach proposed, and based on other successful Neighbourhood Plans (St. Ives, North Northumberland Coast, and now a number of others) it is considered a proportionate approach to take.

5.0 Conclusions

5.1 This report provides evidence for policies proposed in the Neighbourhood Plan to provide relatively tight settlement boundaries, support rural exceptions sites and affordable housing, and have a policy to restrict all new dwellings in the Neighbourhood Area to Principal Occupancy only. It is considered that these policy approaches are justified, and there is robust evidence to demonstrate that the policy approach is proportionate to the local context.

SETTLEMENT BOUNDARIES - BACKGROUND EVIDENCE PAPER

Embleton Parish Boundary



Published February 2017. Scale: 1:19,500
Produced by the Digital Team, Information Services, Northumberland County Council.

Northumberland
Northumberland County Council

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1: Introduction

As part of the development of a neighbourhood plan for the Parish of Embleton, it has been decided to incorporate settlement boundaries for the two main settlements in the Plan area: Embleton village and Christon Bank. These settlements did have identified boundaries in the Alnwick Local Plan (see Appendices), but the policies related to these settlement boundaries were not 'saved', and so there are currently no settlement boundaries for either village.

This paper defines settlement boundaries for Embleton village and Christon Bank as shown on the proposed inset Policies Maps.

These boundaries will be incorporated into two Policies Maps for the Neighbourhood Plan (extracts of which are contained in this report), and formal consultation on the boundaries will take place through the pre-submission draft (Regulation 14) consultation on the Neighbourhood Plan. There has been some consultation with residents and landowners, but the formal consultation will take place at the Regulation 14 stage, and following that consultation, this report may be amended.

The boundary has been defined within the context of a requirement for the Neighbourhood Plan to deliver sustainable development in the Plan area. As such, it is based on the need to ensure there is sufficient housing land available within the settlement boundaries of both settlements in the Neighbourhood Area to accommodate housing growth over the plan period up to 2036.

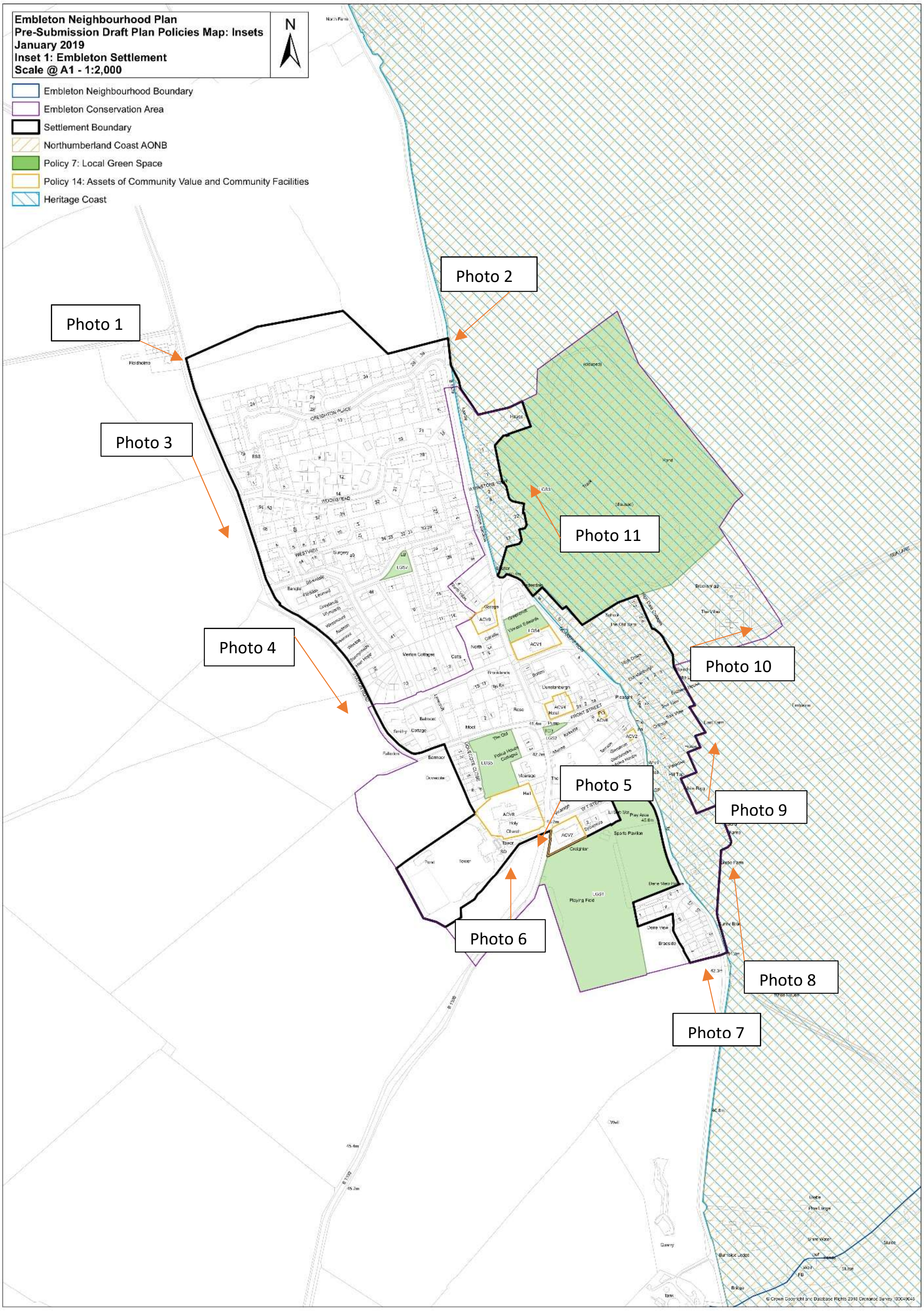
Annex II in the emerging Northumberland Local Plan contains detail about housing delivery targets for each designated Neighbourhood Area in Northumberland County Council. The Embleton Neighbourhood Area is expected to deliver 65 houses over the Plan period.

With the number of approvals in the Neighbourhood Area since 2016, it is clear that this target has been met and significantly exceeded through existing permissions, the most recent ones being the approval for an additional 16 dwellings in Embleton village north of Creighton Place and 13 dwellings North of Horsley Place, Christon Bank. More detail about housing numbers and housing issues is contained in the background housing report.

Bearing in mind the significant housing delivery in recent years in this Parish, the settlement boundaries have been drawn relatively tightly round both settlements. The methodology (referred to earlier) has been used to define exact boundaries and this report should be read alongside the methodology, which was agreed by the Qualifying Body. The starting point has been the original settlement boundaries for both settlements in the existing Alnwick Local Plan (which were not 'saved') and these maps are included in the Appendices for reference.

Embleton Village

The map below shows the proposed settlement boundary for Embleton village in the emerging Embleton Neighbourhood Plan and identifies locations from which photographs in the text to follow have been taken.


Embleton Neighbourhood Plan
Pre-Submission Draft Plan Policies Map: Insets
January 2019
Inset 1: Embleton Settlement
Scale @ A1 - 1:2,000
N
Embleton Neighbourhood Boundary
Embleton Conservation Area
Settlement Boundary
Northumberland Coast AONB
Policy 7: Local Green Space
Policy 14: Assets of Community Value and Community Facilities
Heritage Coast
Photo 1
Photo 2
Photo 3
Photo 4
Photo 5
Photo 6
Photo 7
Photo 8
Photo 9
Photo 10
Photo 11

Northern Boundary:

The northern boundary has been extended beyond the original proposed boundary in the Embleton Neighbourhood Plan following a recent grant of planning permission for 16 houses. The boundary is drawn tightly around the most recent planning approval site. To the north is open countryside and agricultural fields.

Photo 1: Current end of Creighton Place development. Land to the left of existing built development now also has planning permission. Taken from Station Road entrance looking towards the village

Photo 2: Current end of Creighton Place as seen from other end of the development looking back into Embleton village

Western Boundary:

The western boundary of Embleton village is tightly drawn along Station Road. The rural rig and furrow fields to the west play a role in the setting of the village and Station Road provides a natural boundary along the western edge of the village.

Photo 3: Approach to Embleton village from the north, along Station Road.

Photo 4: Western boundary of Embleton village along Station Road. Rig and furrow fields to the right, Conservation Area straight ahead.

Southern Boundary:

The southern boundary forms the entrance to Embleton village from the coastal road (B1339) forming the south west exit from the village.

Photo 5: Southern entrance to Embleton Village(B1339). Open fields form the boundary to the south.

Photo 6: Looking into Embleton Village from approach on B1339. Green space in foreground excluded from boundary; provides valuable setting to the listed buildings and church behind.

The south east exit from the village is the road towards Dunston Steads, a small hamlet consisting of converted farm buildings, located outside the settlement boundary and in the open countryside. The small terraces along Sunny Brae form the outer limits of the settlement here. Beyond these, is open countryside.

Photo 7: South eastern approach into Embleton village from Dunstan Steads along Sunny Brae. Traditional single storey terraces form the natural end to the village from this boundary.

Eastern Boundary:

The eastern boundary follows the AONB and Heritage Coast designation. The settlement boundary along this length of the settlement remains the same as the previous settlement boundary. There is no encroachment proposed on the AONB or Heritage Coast. Many of the dwellings on this boundary are part of the historic form of the village.
The settlement boundary follows the built form, and curtilages of houses fronting seawards. Many of these are dry stone wall curtilages, overlooking open fields towards the coast. Closer to the quarry area, the boundary is drawn around newly built affordable housing development, and includes the derelict quarry buildings, which could be converted to residential or other uses.

Photo 8: Built form on south western edge taken from outside Embleton village looking north. Clearly defined boundaries along curtilages.

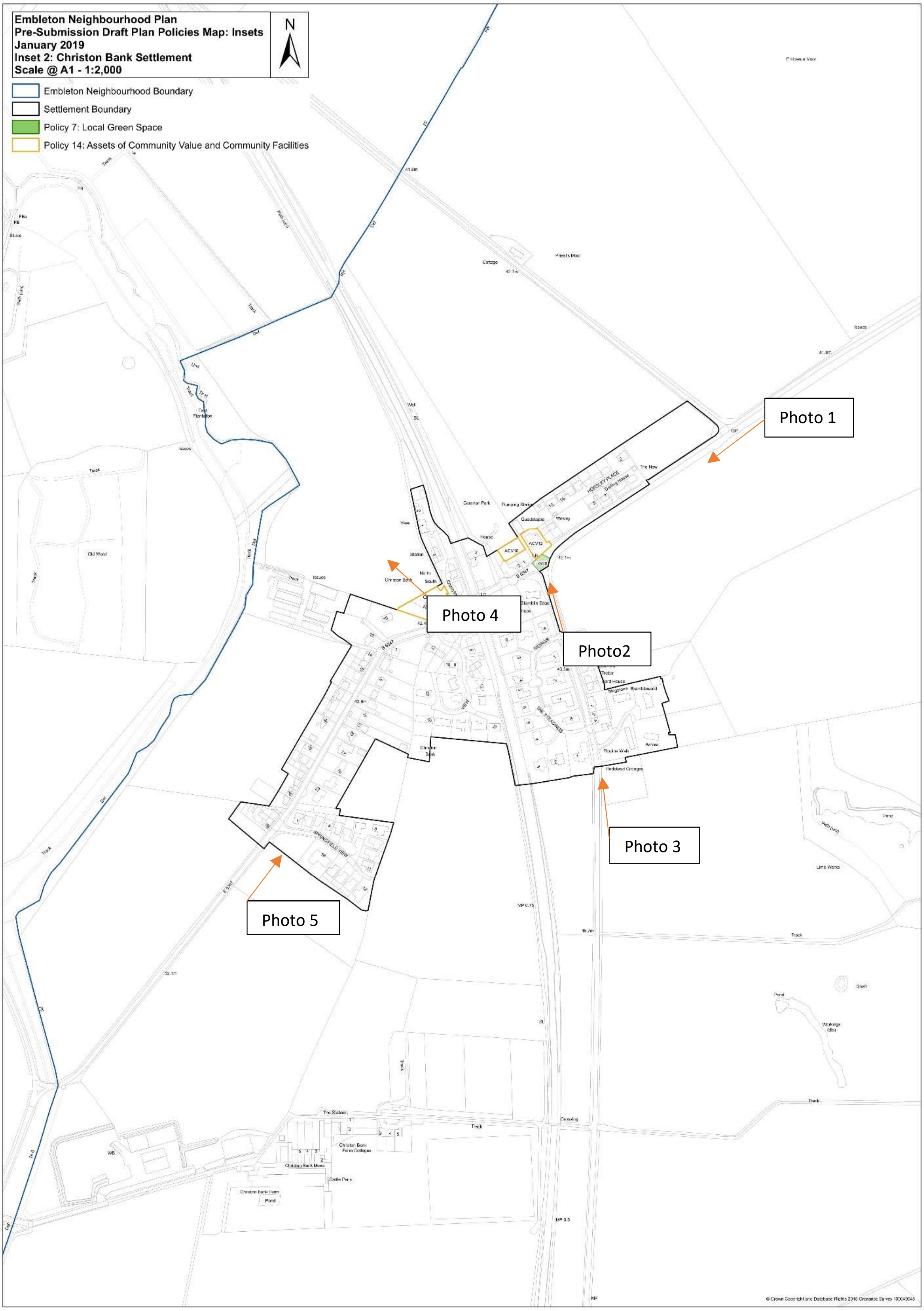
Photo 9: Eastern edges of the settlement, formed by dry stone walls and gardens of dwellings backing onto fields and the coast. These houses are all within the AONB.

Photo 10: Looking down towards golf club and isolated dwellings at The Villas which are excluded from the settlement boundary.

Photo 11: From within quarry looking towards derelict quarry buildings. New housing development on the left. Quarry excluded from settlement boundary; now owned by the Parish Council and managed as a nature reserve.

Christon Bank

The map below shows the proposed settlement boundary for Christon Bank in the emerging Neighbourhood Plan:



Embleton Neighbourhood Plan
Pre-Submission Draft Plan Policies Map: Insets
January 2019
Inset 2: Christon Bank Settlement
Scale @ A1 - 1:2,000
N
Embleton Neighbourhood Boundary
Settlement Boundary
Policy 7: Local Green Space
Policy 14: Assets of Community Value and Community Facilities
Photo 1
Photo2
Photo 3
Photo 4
Photo 5

Eastern Boundary:

The eastern boundary is drawn relatively tightly around existing development but does extend beyond the previous settlement boundary to allow for existing planning permissions to be implemented. In particular, the site at the north eastern tip of Christon Bank (seen below) which has been recently approved for 13 dwellings under planning reference 16/03510/FUL.

Photo 1: Development site in foreground to the right. This forms the easternmost boundary of Christon Bank. Looking towards the centre.

Photo 2: Views out of settlement towards B1340 – fields to the east excluded from settlement boundary. New development can be seen along main road towards Embleton village.

Photo 3: Looking into Christon Bank along B1340 approach

Northern and Western boundary:

To the north and west of Christon Bank are farms, and fields. These are excluded from the settlement boundary, due to their large, open nature, and the fact that the Neighbourhood Area has met and exceeded its required housing supply.

Photo 4: View from chapel looking across to fields to rear (excluded from settlement boundary)

Southern Boundary:
The southern boundary is similar to that in the Alnwick Local Plan inset map. There is an element of new housing at Springfield View (which was an allocated housing site in the Alnwick Local Plan) and the proposed settlement boundary follows this housing and the curtilages associated with it.

Photo 5: Taken from outside the settlement boundary looking back towards Springfield View.