

PERRANUTHNOE PARISH NEIGHBOURHOOD PLAN 2019-30



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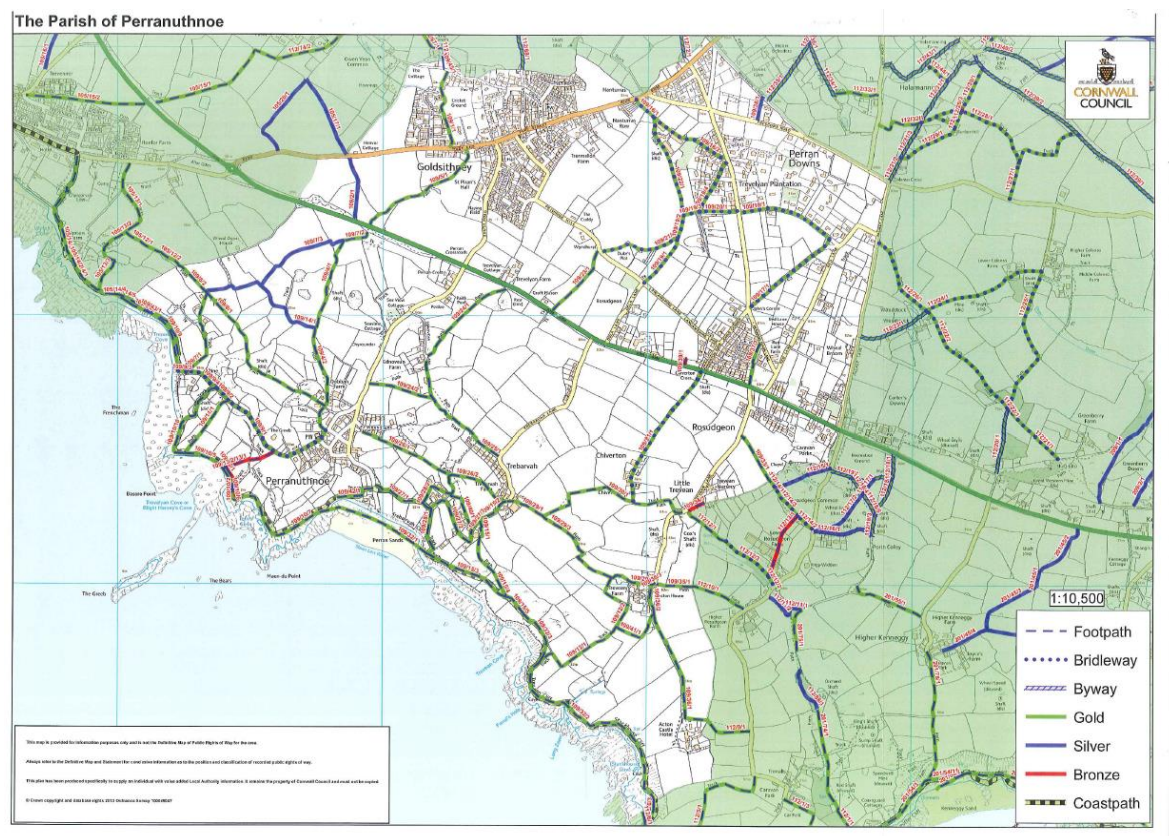
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INTRODUCTION

- 1.1. Neighbourhood Planning is an inclusive approach to development; it gives local communities the opportunity to have a say in the future development of their 'neighbourhood', helping to ensure that planning is fine-tuned to reflect the special qualities of the area, and the communities that live there. Neighbourhood Plans enable a parish to establish a local planning policy framework that applies county and national level planning policies to the actual development context, on the ground, at the local level.
- 1.2. Perranuthnoe Parish is situated in the southwest of Cornwall and is part of the West Penwith Community Network Area (CNA). The southern half of the Parish lies within the Cornwall Area of Outstanding Natural Beauty (AONB) and the north within the Cornwall and West Devon Mining Landscape World Heritage Site (WHS). Perranuthnoe Parish was designated as a Neighbourhood Area in September 2015. This Neighbourhood Plan outlines the Vision, Objectives and Policies that will guide sustainable development planning in the Parish until 2030. It will run concurrently with the Cornwall Local Plan (CLP) and will form part of the statutory development-planning framework¹ for the Parish. It applies to the area shown in Figure 1.

Figure 1: Designated Area for Perranuthnoe Parish Neighbourhood Plan



- 1.3. Since designation of the Neighbourhood Planning Area for the Parish in 2015, there has been a Community Governance Review (CGR) in 2021. This has resulted in some minor amendments to Parish boundary lines, and Perranuthnoe Parish now incorporates land which was previously in Marazion and St Hilary Parishes. The Parish received guidance from Cornwall Council, however, that the changes to Parish boundary under the CGR do not affect the designated Neighbourhood Plan area which remains as determined in 2015.

¹ In April 2012, the Localism Act amended the Town and Country Planning Act 1990 (the Act) and introduced powers to enable local communities to shape development in their area, through a Neighbourhood Development Plan

Neighbourhood Plan Formulation Process

- 1.4. Under the Localism Act, Parish Councils are responsible for leading the neighbourhood development planning process through a consultative approach, with local communities, affected stakeholders and statutory bodies. The neighbourhood planning process in Perranuthnoe Parish was overseen by the Parish Council, and was led by a Steering Group comprising members of local communities and the Parish Council.
- 1.5. A Consultation and Engagement Strategy was produced in 2016 to guide the consultation process and there has been broad engagement of community members from across the Parish, and of statutory consultees and other relevant stakeholder groups. The Steering Group and Parish Council have worked together to lead the consultation, research and assessment process between 2015 and 2021. The Committee reported to the Parish Council on a monthly basis, and the Parish Council approved all key documents and decisions. This process has supported the design of a neighbourhood plan that is evidence based, is focussed on addressing priority planning issues in the Parish and which directly responds to the issues and concerns identified by Parish communities and stakeholders.

The National and County Planning Framework

- 1.6. The Perranuthnoe Parish Neighbourhood Plan (NP) sits within the framework of county and national plans and regulations. As outlined in the National Planning Policy Framework (NPPF): 'Neighbourhood planning gives communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan'.² Once approved at referendum the Neighbourhood Plan will form part of the Cornwall Local Plan (the Local Development Plan). Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 1.7. This Neighbourhood Plan has been designed to align with, and support the effective implementation of, planning policies within the Cornwall Local Plan (CLP) and the NPPF.³
- 1.8. The NPPF sets out government planning policy for England. It provides the overall national framework within which locally prepared neighbourhood development plans can be produced. It specifies the purpose of development planning as being to help achieve Sustainable Development, and defines three mutually dependent dimensions to sustainable development: Economic, Social and Environmental. Neighbourhood Plans provide the vehicle through which sustainable development can be achieved in a way that responds directly to the local social, environmental and economic context. Through Neighbourhood Plans parishes can produce their own distinctive sustainable development planning vision, objectives and policies, which reflect the needs, priorities and special characteristics of the local area, and the communities that live there.
- 1.9. The Cornwall Local Plan (CLP) sets out the planning approach and policies for Cornwall. Its overall aim is to support sustainable development, recognising this as 'a balance of decisions around economic, social and environmental issues to meet our present day needs while not compromising the needs of future generations.' The CLP stresses that in planning for development it is important 'to protect what we know is special while taking

² NPPF para 29

³ As outlined in NPPF footnote 18 'Neighbourhood plans must be in general conformity with the strategic policies contained in any development plan that covers their area'

responsibility to shape future development positively, for all our residents and visitors.’ The CLP supports delivery of Cornwall’s sustainable community strategy ‘Future Cornwall’, which aims to ‘achieve a leading position in sustainable living.’ Perranuthnoe Parish Neighbourhood Plan actively supports the vision, principles and policies of the CLP. It presents a local-level planning policy framework, which has been designed based on an understanding of the social, environmental and economic development-planning considerations in this Parish, and of the interdependence between them.

- 1.10. The policies in this Neighbourhood Plan also support relevant county supplementary planning documents (SPDs) including Cornwall’s AONB Management Plan, WHS Management Plan, the Cornwall and Isles of Scilly Shoreline Management Plan (SMP), and all associated SPDs, DPDs⁴, guidelines and planning regulations.
- 1.11. As the Parish lies within Cornwall’s designated AONB and Mining Landscape WHS, these are key considerations in development planning for the Parish. Landscape is a strategic planning issue and there is a statutory duty for development planning to have regard for the purpose for which these areas were designated. The CLP emphasises that ‘Cornwall’s natural and historic environment is at the heart of our culture and past; it must also be at the heart of our future distinctiveness. It is the quality and character of the environment as a whole which is a key contributor to the economy and quality of life.’
- 1.12. The Neighbourhood Plan design process has highlighted the great value which communities place on sustaining the local character and beauty of natural and historic landscapes in the Parish. The local, national and international value of the Parish’s natural and heritage landscapes and assets⁵ is recognised in the Plan, as is the important role of local communities, landowners, planning decision-making bodies and management agencies as stewards of these areas for current and future generations. These assets are core to what makes Perranuthnoe Parish special for local people and visitors, and as such are also core to the local economy, communities’ wellbeing and for environmental sustainability.
- 1.13. The Cornwall AONB and WHS Management Plans provide a framework to guide development planning within these designated landscapes; both are material planning considerations. The Neighbourhood Plan has been directly informed by the policies in these plans, and actively supports the local implementation of AONB and WHS Management Plan policies, based on an understanding of the special character and value of natural and heritage landscapes and assets across the Parish.
- 1.14. The AONB Management Plan sets out the vision, management strategy and policies for Cornwall’s AONB; it includes county wide policies and more detailed information and policy guidance for each of the 12 defined management areas. Perranuthnoe Parish lies within the ‘south coast western’ management area. The objectives and policies within the Neighbourhood Plan provide planning guidance tailored to the local Parish context. They address priority planning issues impacting on the AONB, and supports development planning that recognises the social, environmental and economic value of AONB landscapes and assets in this Parish.
- 1.15. The WHS Management Plan establishes a series of policies to guide development and management of the Cornwall and West Devon Mining Landscape World Heritage Site.

⁴ Development Planning Documents

⁵ as reflected in the Area of Outstanding Natural Beauty (AONB) and World Heritage Site (WHS) designations

WHS designation provides protection to heritage landscapes, from impacts that may affect their outstanding universal value (OUV). Perranuthnoe Parish lies within 'WHS Area 3: Tregonning and Gwinear Mining District with Trewavas.' The heritage value of local landscapes described in the WHS Management Plan, lies in the 'patchwork of small holdings', and 'long established farms and parkland associated with the great mining estates', where 'most mineworkers cottages are dispersed in a landscape of small fields and with small groups of mineworkers cottages set within substantial blocks of early nineteenth century miners smallholdings'. The objectives and policies within the Neighbourhood Plan provide planning guidance tailored to the local Parish context, recognising the value of the Parish's heritage assets and the requirement to protect the heritage character of historic mining landscapes and settlements.

Responding to Local Planning Needs and Objectives

- 1.16. The Neighbourhood Plan examines sustainable development planning issues, challenges and opportunities in the Parish, drawing on the results of public and statutory consultation, local landscape character assessment, local research and data collection, and issue specific appraisal and assessment. Building on this evidence base, the Neighbourhood Plan lays out the local planning decision-making framework to 2030. It provides clear local policy guidance to address current development planning issues, and to work towards long-term objectives, supporting effective application of relevant county and national policies to the specific local planning context in the Parish.
- 1.17. The establishment of an evidenced-based local decision-making framework also aims to help reduce ambiguity in the implementation of broader national and county planning policies at the local level. The Neighbourhood Plan policies are based on an understanding of the local development context, in order to achieve more locally informed, responsive and sustainable patterns of development in the Parish.
- 1.18. The Plan charts a positive, forward-looking path for development. It strives to support local communities with homes and facilities, to maintain healthy cohesive communities, and to encourage sustainable business development, whilst conserving the beauty and character of the Parish's outstanding natural and heritage landscapes for the benefit of current and future generations. Through this Neighbourhood Plan, the Parish establishes a local development planning framework which, if implemented effectively, can support long-term socially, environmentally and economically sustainable outcomes, and the effective application of county and national planning policies at the local level.
- 1.19. The Regulation 14 pre-submission consultation on the draft Neighbourhood Plan demonstrated that there is strong support for it and its policies, from both statutory and community consultees. There was feedback on the draft Plan from communities across the Parish and from a range of statutory consultees. Overall, their comments confirmed that the Plan responds to priority local development planning issues, and that it provides useful and appropriate policy guidance to address those issues.
- 1.20. Consultees emphasised the value of the Neighbourhood Plan as: being 'well researched, thorough and forward looking' and that it proves an appropriate 'format, detail and depth' of information and guidance on local planning issues; that the policies 'focus on key development planning issues in this Parish and provide an important local framework for decision making'; and that the Plan 'covers all the important aspects about what makes the Parish so special and how it should be managed going forward'. A number of recommendations were made by consultees on ways to strengthen the Plan and these

were considered by the Steering Group and Parish Council, and subsequent changes were made in finalising the draft Neighbourhood Plan for formal submission.⁶

- 1.21. The Neighbourhood Plan objectives and policies have been built on the results of public consultation over the last 6 years, and the Regulation 14 consultation provided important feedback that the Plan effectively responds to the concerns and objectives of local people, whilst at the same time aligning with the objectives and policies of relevant statutory organisations. The comments received indicate that the Plan has achieved an appropriate balance between social, environmental and economic objectives, and that its policies provide the local planning guidance which the majority of respondents felt is needed to achieve development that is sustainable, and responds to the needs of people and place. The results of the Regulation 14 pre-submission consultation provide a solid basis on which to move forward.

Structure of the Neighbourhood Plan

- 1.22. This Neighbourhood Plan document is organised into the following sections:

Section 1: Introduction

Section 2 provides an outline of the 'neighbourhood' area, and of the social, environmental and economic context. It explains the relevance of designated areas within the Parish for development planning, including the AONB and WHS, and outlines sites recognised as being of particular biodiversity, landscape or heritage importance. It also provides a summary of key planning policy considerations for the Parish. Further detail on the character and significance of landscapes across the neighbourhood area is provided in the Perranuthnoe Parish Local Landscape Character Assessment (LLCA) which forms a core part of the evidence base for this Neighbourhood Plan.⁷

Section 3 summarises the preparation process, outlining the role of the NP Steering Group, Parish Council, and the consultative design process. It also provides a summary of key studies and assessments undertaken to inform the development of the Plan.

Section 4 is the Parish Housing Statement, which outlines how the Neighbourhood Plan responds to Parish housing needs and requirements.

Section 5 then presents the Neighbourhood Plan Vision, Objectives and Policies; these are:

Vision: Perranuthnoe Parish-a special place to live, work and visit

The Neighbourhood Plan is based on an understanding of what makes Perranuthnoe Parish such a special place in which to live, work, and visit. Through this Plan, the Parish aims to achieve well-informed development planning, based on an understanding of the area and what people value. It will enable Parish communities to get the types and levels of development needed, ensure development is resilient and sustainable, and will protect natural and heritage assets, the valued local character of settlements and hamlets, and the outstanding scenic beauty of landscapes, recognising their importance on a local, national and international scale.

⁶ Reg 14 consultation feedback and the NP responses to them can be viewed in 'The Consultation Statement'.

⁷ <https://www.perranuthnoeipc.info/wp-content/uploads/2021/06/Perranuthnoe-Local-Landscape-Character-Assessment-LLCA.pdf>

Perranuthnoe Parish Neighbourhood Plan Objectives

Objective 1 Community Welfare: To ensure that sustainable development in the Parish supports robust local communities, with a pride in their Parish, able to enjoy its many assets, whilst acting as custodians for future generations.

Objective 2 Housing and Temporary Accommodation: To ensure that the housing and accommodation needs of Parish communities are met and that the Parish maintains the distinct identity of villages and hamlets, avoiding further coalescence between them and maintaining the open space character of landscapes around them.

Objective 3 Building Design and Landscaping: To ensure that the design of new and replacement buildings in the Parish, and of modifications to existing buildings, results in developments that are well integrated into their surroundings, and which contribute to the valued local character of landscapes and settlements.

Objective 4 Natural Landscapes and Biodiversity: To protect the outstanding natural beauty of landscapes and to ensure that development across all parts of the Parish supports the conservation of biodiversity and geo-diversity, enhancing ecosystem integrity and strengthening climate change resilience.

Objective 5 Heritage Character and Assets: To safeguard heritage assets, historic landscapes and areas of traditional settlement character across the Parish for current and future generations, recognising their international, national and local significance.

Objective 6 Economy and Business: To support sustainable businesses that contribute to thriving communities and to a pattern of economic development that works positively to sustain valued assets and landscape character across the Parish.

The Neighbourhood Plan Policies, are presented under each Objective. These provide the core decision making framework for development planning in the Parish. The policies have been designed to respond to the priority planning needs in the Parish, and cumulatively work together towards achieving the Parish's sustainable development Objectives. Each of the NP policies aligns with broader county and national planning policies, rules and regulations, and supports their effective application at the local level across the Parish.

The **Justification and Evidence Base** for each policy is presented under it, outlining why the policy is needed, how it responds to priorities identified through the consultative process, the data and analysis that shaped it, and how the policy aligns with broader national and county level planning frameworks. The inclusion of this evidence base alongside each policy in the body of the main Plan has resulted in a long document, however, on balance, it is felt that it is more useful and informative to include this information alongside each policy, rather than separating it out in a specific evidence base report. A more succinct document, comprising solely the NP Policy framework is appended to the Basic Conditions Statement for ease of reference in day-to-day decision-making.

Key documents submitted alongside the Neighbourhood Plan, which provide evidence and analysis to support the policies in it, include:

- The Basic Conditions Statement, with appended Neighbourhood Area Application and Decision Notice, Strategic Environmental Assessment and Habitats Regulations Assessment Screening Report and Decision Notice
- The Consultation Statement
- Local Landscape Character Assessment
- Heritage Landscape Character Assessment and Area Appraisals
- Local Green Space Assessment and Area Appraisals

Submission to Cornwall Council and Examination

1.23. The Neighbourhood Plan was approved for formal submission to Cornwall Council by the Parish Council at its meeting on 20th December 2021, with subsequent approval of the Basic Conditions Statement and associated documents at its meeting on 21st March 2022.

Examination

1.24. The Neighbourhood Plan was examined by a NPIERS Examiner in December 2022. Her examination report can be referenced via the following link:

<https://www.cornwall.gov.uk/media/ut4dnnnp/final-examination-report.pdf>

The conclusions and recommendations are as follows:

1. I find that the Perranuthnoe Neighbourhood Development Plan has been prepared in accordance with the statutory requirements and processes set out in the Town and Country Planning Act 1990 (as amended by the Localism Act 2011) and the subsequent Neighbourhood Planning (General) Regulations 2012. (As amended)
2. The Neighbourhood Plan does not deal with County matters (mineral extraction and waste development), nationally significant infrastructure such as highways and railways or other matters set out in Section 61K of the Town and Country Planning Act 1990.
3. The Perranuthnoe Neighbourhood Development Plan does not relate to more than one Neighbourhood Area and there are no other Neighbourhood Development Plans in place within the Neighbourhood Area.
4. The Strategic Environmental and Habitats Regulations Assessment screening meet the EU Obligation.
5. The policies and plans in the Perranuthnoe Neighbourhood Development Plan, subject to the recommended modifications would contribute to achieving sustainable development. They have regard to national policy and to guidance, and generally conform to the strategic policies of the Cornwall Local Plan 2016.
6. I therefore consider that the Perranuthnoe Neighbourhood Development Plan subject to the recommended modifications can proceed to Referendum.

PERRANUTHNOE PARISH: THE NEIGHBOURHOOD

- 2.1. Perranuthnoe Parish is in the southwest of Cornwall, situated on the east side of Mounts Bay, it neighbours the Parishes of St Hillary and Marazion. The Parish has four villages: Perranuthnoe, Goldsithney, Rosudgeon and Perran Downs, with outlying hamlets at Trenow, Trebarvah, Trevean, Ednovean and Nanturass.⁸
- 2.2. The Parish lies within two protected areas of national importance: Cornwall's Area of Outstanding Natural Beauty (AONB) and the Cornwall and West Devon Mining Landscape World Heritage Site (WHS). The A394 road runs through the middle of the Parish; the coastal area to the south is within the AONB, and the area to the north within the WHS.
- 2.3. Farming is a livelihood that has been core to the Parish over hundreds of years and is part of its social fabric. A number of farms of different sizes operate across the Parish including family farms and larger businesses. The Parish also has a rich tin mining heritage with the sites of five historic mines situated in the southern AONB half of the Parish, and three in the north, in the WHS.



- 2.4. A number of private businesses operate across the Parish including many that are integral to community life. These include the local pubs Victoria Inn, Trevelyan Arms, Falmouth Packet and Crown Inn; local cafes and restaurants including the Cabin cafe, Peppercorn cafe, Dynasty Restaurant and KCs Fish and Chips; local stores including Trevelyan Farm Shop, Rosudgeon and Goldsithney Stores, and there is a local post office and garage at Rosudgeon. Courtlands Care Home lies on the outskirts of Rosudgeon and is a facility of importance to the Parish and Cornwall more broadly. There are artists' studios within Perranuthnoe village and workshops in Nanturass. A range of artists, photographers and artisans live in the Parish. Small-scale seasonal campsites operate in Trevean, Perranuthnoe and Chiverton and there are a growing number of holiday homes, mostly owned by individuals living outside the Parish.
- 2.5. Community facilities located in, or close to, the Parish include St Piran's Hall, playing field and play area, churches including St Piran and St Michaels Church, located in Perranuthnoe village and Goldsithney Methodist Chapel in the village of Goldsithney, and the church room in St Piran and St Michael Church which is used for community meetings; Goldsithney Cricket Club, public houses, allotments, public toilets and car parks. The Rosudgeon Sports and Social Club is located just outside the Parish Boundary in St Hilary Parish, but provides an important facility for Parish communities. There is a primary school just outside the Parish boundary to the north in St Hilary Parish and another primary school in the neighbouring Parish of Marazion. Secondary schools are located in Penzance, which

⁸ The 2016 mid-year estimate of population size is just over 2400 people; the 2021 population census is currently ongoing

lies approximately 6 miles away. The Parish has a number of local clubs and community events including the 'Charter Fair' held annually on the first Saturday in August, in the main street of Goldsithney village. This is an event that has continued since the 11th Century.

Parish Landscapes

2.6. The Parish contains a mix of farmland, semi-natural habitat, small woodland areas, wild coastal scrubland, beaches and cliffs, with settlements nestled in amongst the ancient farming and mining landscapes. The Local Landscape Character Assessment (LLCA) describes the Parish as consisting of 'undulating arable areas inland, moving to a slightly flatter coastal plateau and coastal fringe before arriving at the rugged coastal strip with sweeping views over Mounts Bay'. A network of frequently used bridleways and footpaths connects the Parish; these are well maintained and popular, offering numerous circular walks and access further afield to neighbouring Parishes.

2.7. There are a number of historical mining sites within the Parish. The adits and overgrown spoil heaps now form distinctive heritage landscape features. They are also geologically distinct, which in many cases have become unique ecosystems.



2.8. The World Heritage Site (WHS) designation covers the majority of the northern half of the Parish⁹. It has an open rolling topography, characterised by small, irregular shaped fields bounded by Cornish hedges which create a distinctive field pattern. The land is predominantly arable and grassland pasture for cattle and horses. There area around Perran Downs also contains pockets of coniferous and broad-leaved woodland. The deciduous woodland was once part of the Trevelyan Plantation and is recognised as being a site of biodiversity significance.

⁹ The land area above the A394

- 2.9. There are three villages in the northern half of the Parish: Goldsithney, Perran Downs and Rosudgeon, with the hamlet of Nanturras lying between Goldsithney and Perran Downs. All have grown considerably over recent years, spreading out into surrounding farmland. The village of Goldsithney has expanded from a historic mining and farming settlement, its centre is recognised as a heritage Conservation Area. Perran Downs is situated in the north east of the Parish, built out from the old Trevelyan Plantation. Rosudgeon village towards the east of the Parish and has expanded out either side of the A394 highway.
- 2.10. The Cornish Area of Outstanding Natural Beauty (AONB) designation covers the southern half of the Parish¹⁰. The wide sweeping views over Mount's Bay dominate this landscape, with views across to St Michaels Mount and Penzance to the west, and Cudden Point and the Lizard to the south east. The inland area is used mostly for arable farming and pasture for dairy cattle, with small irregular fields bounded by Cornish Hedges. There are some small areas of deciduous trees around Chiverton Farm and Little Trevean. The land slopes gradually to the southwest with an increasing gradient as you move towards the coast. A number of springs are found along the coastal strip, with three small streams running down to the coast, and Perran beach lying close to Perranuthnoe village. A network of footpaths and bridleways run across the AONB connecting to the South-West Coast Path. The south-west coast path runs all along the coastal fringe of the Parish and has stunning views out over Mounts Bay and inland over the coastal heath and farmland, interconnecting with a number of other public footpaths.
- 2.11. The main settlement in the southern half of the Parish is Perranuthnoe village. There are also small clusters of houses within the landscape that have extended from historic farms, such as at Trebarvah, Ednovean, Trevean and Trenow.
- 2.12. The coastal edge of the Parish is comprised of coastal heath, grassland and scrub bush and is an important habitat and wildlife corridor along the coast. The majority of the Parish coastline is recognised as a County Wildlife Site (CWS)¹¹ and the shoreline is part of the Mounts Bay Marine Conservation Zone (MCZ). It includes a mix of rocky ledges and outcrops, with sand and pebble bays. There are numerous small steep cliffs of sedimentary material, which are unstable and crumbling in many places.



¹⁰ All of the area to the south of the A394

¹¹ Refer LLCA map 7

- 2.13. The coastal zone is an important feeding and nesting ground for many bird species including choughs, which have the highest level of protection as a Schedule 1 species under the Wildlife and Countryside Act, fulmars, shags, cormorants, numerous species of gull and kestrels which nest in the rocky cliffs. Priority has been given by the Cornwall Biodiversity Initiative to support coast enhancement for birds across this area. Protected species living and feeding in the area include barn owls, hen harrier, peregrine and hobby, and the coastal zone is also important annually for a wide range of migratory species.
- 2.14. The Landscape Character Assessment for Perranuthnoe Parish describes the coastal area as having 'dramatic scenery worthy of the national designation of Area of Outstanding Natural Beauty' and as being 'a very quiet and tranquil area where the perception is of being one with the elements, the sound predominately from birdsong and the sea.'
- 2.15. Perran Beach is popular with both Parish residents and visitors throughout the year. It has an expanse of sand at low tide which disappears to leave a small pebble beach at high tide. There are additional coves of sand and pebble along the shoreline, used for swimming, snorkelling and fishing, these include Trenow Cove, Boat Cove, Trebarvah Cove, Trevean Cove and Stackhouse Cove.



Area Designations and County Data: Key Considerations for the Parish

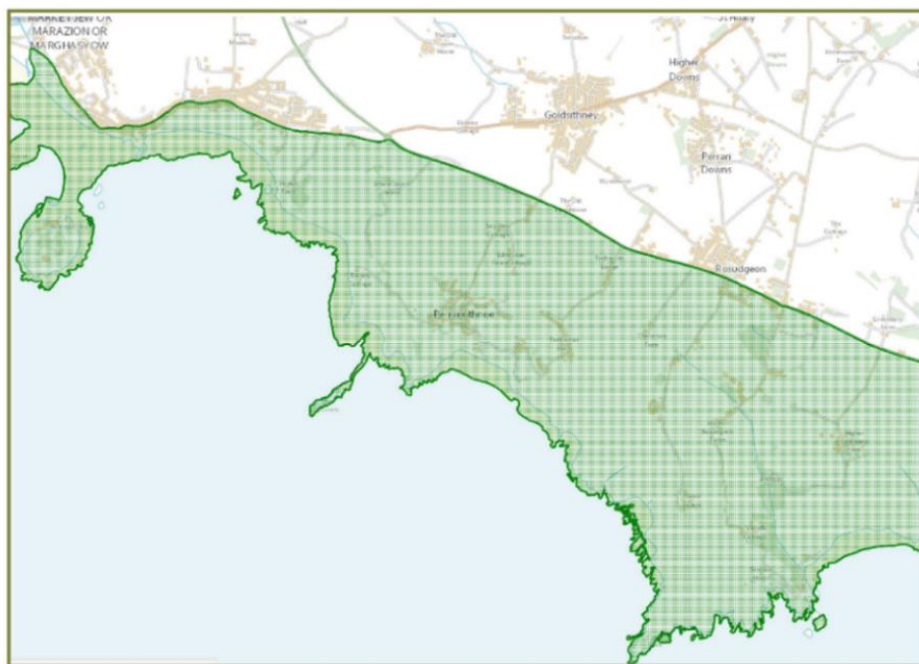
Area of Outstanding Natural Beauty

- 2.16. The area of the Parish covered by Area of Outstanding Natural Beauty (AONB) designation is shown in Figure 2. AONB designation gives formal recognition to the outstanding value of the landscape and scenic beauty of this area to the nation. AONBs have the same status as National Parks in terms of planning rules and regulations and are designated and protected under the 1949 National Parks and Access to Countryside Act, and the Countryside and Rights of Way Act, 2000 (CRoW Act).
- 2.17. The National Planning Policy Framework (NPPF) outlines the strong weight which should be given to conserving landscape and scenic beauty within AONB and National Parks. It states that 'the scale and extent of development within all these designated areas should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas.' The Cornwall Local Plan (CLP) recognises this, confirming that 'when considering proposals for

development within the AONB, the Council will ensure that development is in accordance with the great weight afforded to their landscape and scenic beauty in national policy¹².

- 2.18. Under the CROW Act the planning authority must make sure that all decisions have regard for the purpose of conserving and enhancing the natural beauty of the AONB.¹³ The responsibility for ensuring that development in the AONB adheres with national policies and regulations lies with Cornwall Council Planning Authority.¹⁴

Figure 2: The area of the Parish covered by AONB designation



- 2.19. Cornwall's AONB Management Plan is an important material planning consideration.¹⁵ It establishes a framework and provides guidance for development and land-use planning, setting out a series of policies for the AONB as a whole, and specific policies for each of the 12 local management areas. Through its AONB Management Plan the county can support the conservation and sustainable management of the unique landscape character of Cornwall's AONB and of the ecosystems, biodiversity, natural and heritage assets within it.
- 2.20. The AONB Management Plan emphasises that 'landscape' is 'more than just the sum of its parts. It is a sense of place. It is the combination of the physical environment and how we experience it that gives an area unique character. It describes the south-coast western management area as characterised by outstanding coastal landscapes and vistas, important coastal ecosystems and biodiversity, and significant heritage features and assets including historic mining features, agricultural field systems and historic farmsteads.
- 2.21. The Management Plan also outlines development challenges and threats to Cornwall's AONB. It cites Perranuthnoe Parish as one of the places in Cornwall where planning decisions have allowed development to have an adverse impact on the natural beauty and distinctive local heritage character of the AONB. It specifies that 'recent housing

¹² Local Plan chapter on Cornwall's Natural and Historic Environment, paragraph 2.150

¹³ The CROW Act sets out the roles & responsibilities for organisations managing AONBs. It was passed in 2000 to help address the increasing development pressures on AONBs & National Parks, and the loss of countryside in England. The provisions in it provide emphasise the weight which should be given to conservation of landscape character, scenic beauty and biodiversity.

¹⁴ This is different for National Parks where a dedicated National Parks Authority is established

¹⁵ It can be referenced via the following link: <https://www.cornwall-aonb.gov.uk/management-plan>

developments and the replacement of individual dwellings at...Perranuthnoe have had negative visual and character impacts¹⁶. The reference is to modern residential buildings granted planning permission over recent years, which stand out in the landscape as being out of keeping with natural scenic beauty and with the local heritage character of the area.



2.22. The Perranuthnoe Parish Local Landscape Character Assessment (LLCA) provides a detailed assessment of local landscape character, helping to define the distinctive characteristics of Parish AONB landscapes that contribute to their outstanding scenic beauty. It describes the area as 'peaceful, quiet, unspoilt and undeveloped' and as being characterised by 'high scenic quality' with 'stunning open extensive views along the coast'. It highlights the biodiversity value of the area, including important habitats for rare and threatened species, and many designated county wildlife sites (CWS)¹⁷. The LLCA also highlights the importance of features and assets to the distinctive character of Parish landscapes¹⁸, describing how these contribute to local 'sense of place'. Many areas of heritage significance are located within AONB designated areas.



¹⁶ AONB Management Plan p205

¹⁷ Refer LLCA section 3.5.3 and Maps 5-8 Appendix 1.

¹⁸ LLCA Map 4 highlights areas and features of heritage significance across the Parish

2.23. Historic mining sites are scattered across the Parish. These form an integral and distinctive part of the local AONB landscape. The AONB Management Plan gives specific recognition to the significance of mining features within Perranuthnoe Parish; AONB Policy SCW P8 specifies the need for ‘the conservation and positive management of mining features that are outside the WHS south of the A394 around Perranuthnoe’.



2.24. The centre of Perranuthnoe village is officially recognised as a designated Conservation Area, and the county Historic Environment Record (HER) lists a number of local sites and features of heritage significance within AONB designated areas of the Parish including non-designated heritage assets (NDHA) and listed buildings.



2.25. A heritage landscape character assessment was undertaken as part of the Neighbourhood Planning process to increase understanding of heritage features and assets of local significance and value across the Parish. This includes detailed appraisal of non-designated heritage assets, that were identified as being of special local significance in AONB areas of the Parish, these include:

- The patchwork of small field systems and the ancient Cornish Hedge field boundaries which define them;
- The sites of historic mines and mining spoil heaps
- The heritage character of historic farmsteads at Chiverton, Trebarvah, and Trevean;
- Churchway the historic trail leading from Trevean through Trebarvah to St Piran and St Michael Church, and from the Church to Marazion¹⁹;
- The two rock-cut baths at Stackhouse cove, Acton Castle and the surrounding agricultural landscape;

2.26. The research and consultation process for the Neighbourhood Plan has helped to increase understanding of natural and heritage landscapes, features and assets of significance local value within AONB areas of this Parish. The policies within the NP directly

¹⁹ the path from Marazion to the church is also sometimes referred to locally as the Coffin Trail

address concerns raised through the consultation process, and in the AONB Management Plan, that currently the development planning process does not always work effectively to conserve the natural and heritage character and scenic beauty of AONB designated areas of this Parish, and is often not based on an understanding by developers or decision-makers of valued local assets, features and landscapes. The Neighbourhood Plan, and the assessments and evidence base on which it has been built, provide key information to support more sensitive and locally informed development planning in this Parish, which can work positively to conserve and enhance the scenic beauty of the AONB in line with national regulations and the requirements of the NPPF.

AONB Management Plan Policies of direct relevance to Planning and Development in Perranuthnoe Parish

The aim of the Planning and Development section of the AONB Management Plan is 'To ensure development conserves and enhances the local distinctiveness and natural beauty of the AONB landscapes and their settings while meeting the needs of local communities. Development within the designated landscape should be demonstrably "landscape-led" to allow it to provide a contextual response to its specific setting within the AONB, clearly addressing locally characteristic forms of development in terms of scale, massing, form, architectural treatments, distinctiveness, respect to local heritage, biodiversity and other key attributes of the local landscapes. Development should conserve and enhance and feel part of the existing landscape and settlement pattern and form. This can include responding to both built and natural attributes, for instance reflecting vernacular construction methods, built forms, field patterns and landscapes. It may also include retaining or enhancing key views, landscapes and buildings that provide a tangible link to Cornish culture as well as ensuring that local place names and character are understood and form part of the development proposals.'

The following policies have core relevance to development planning in Perranuthnoe Parish:

Policy PD P1: All development within the AONB will be required to adopt a "landscape-led" approach as set out within this document in order to conserve and enhance the natural beauty of the AONB. This approach will provide for the statutory protection of the AONB landscapes and will deliver the policy requirements that stem from this. Development proposals within the AONB landscape will be required to demonstrate a contextual understanding and response to the unique and characteristic attributes of the site and its setting and to demonstrate how the proposed development positively responds to these in conserving and enhancing the designated landscape.

Policy PD P2: Development management decisions should specifically consider the cumulative effects of individual developments on the designated landscape. The addition of further individual developments and particularly replacement and redevelopment of existing dwellings and buildings and the extension of settlements will be supported where these are landscape led and do not exceed the sensitivity and capacity of their designated landscape setting and where they do not give rise to cumulative effects particularly through the inclusion of uncharacteristic contemporary elements, domestic paraphernalia and light spill. The unique historic character of many of the settlements and clusters of dwellings in the designated landscape reflect both their vernacular form and buildings and also their relationship to their landscape setting. The loss of either characteristic will be disproportionately harmful.

Policy PD P3: The replacement and redevelopment of existing dwellings will be supported where the overall scale, density, massing, height, layout, materials and landscaping of the development appropriately responds to local character and natural beauty of the surrounding AONB landscape. Such development should be broadly comparable to the size, scale and bulk of the dwelling being replaced, and not adversely affect the character of the surrounding area.

Policy PD P4: “Major development” should be refused in the Cornwall AONB subject to the tests set out in NPPF para 177. This Management Plan, at Appendix ii, sets out the views of the AONB Partnership as to what should be considered to constitute “major development” in the AONB.

Policy PD P5: Seek to embed the statutory purposes of the AONB designation and AONB Management Plan policies, and requirement for a landscape-led approach in all relevant Cornwall Council and other stakeholder plans, policies, strategies and programmes.

Policy PD P6: Support appropriate characteristic green infrastructure within built development and the wider landscape, where this would follow the required landscape-led approach required for the AONB.

Policy PD P7: Support small scale developments that enable the identified needs of local people to be met in terms of provision of affordable housing, maintaining and enhancing local community amenities and services. Housing need and affordable housing need within the AONB should be based on robust evidence of local need arising from within the AONB. The extent to which the AONB is required to accommodate objectively assessed needs arising from outside the AONB should be limited. Any such development should be in sustainable locations with good access to services where landscape capacity and opportunity to conserve and enhance the protected landscape can be demonstrated. Exception sites for affordable housing related to any settlement within the AONB should be identified in the light of a “landscape-led” comparative analysis of alternative sites to ensure that only the most appropriate sites are brought forward.

Policy PD P8: Support new tourism, leisure and recreation development that conserves and enhances the diverse local landscape characteristics of the various sections of the Cornwall AONB. Development of such facilities should respond to the character, sensitivity and capacity of the designated landscape and not comprise a conspicuous uncharacteristic element harming the character, tranquillity and biodiversity of the landscape, ensuring that the scale, design, colour, and use of materials have appropriate regard to the protected landscape. Seek better integration of existing holiday sites, visitor infrastructure, and car parks in order to reduce landscape and visual impact.

Policy PD P11: Any development in, or within the setting of, the AONB must be sustainable development that:

- maintains local distinctiveness and contributes to the sense of place; it should respond to local historical, cultural and landscape context and enhance and feel part of the existing landscape. This can include responding to both built and natural attributes, for instance using characteristic local construction methods, built forms, field patterns and landscapes. It may also include retaining or enhancing key views, landscapes and buildings that provide a tangible link to Cornish culture;
- is appropriately located, and addresses landscape sensitivity and capacity being of a scale, density, layout, height and mass with a clear understanding and response to its landscape, seascape and townscape setting;
- reflects vernacular scale and detailing avoiding the uncharacteristic introduction of large scale dwellings with very extensive glazed elevations and imposing presence; Innovation in building design within the AONB should be landscape-led providing contextually responsive in the terms set out above, provide contemporary development that is well integrated into its setting and the AONB landscape.
- is compatible with the distinctive character of the location described by the Landscape Character Assessment, with particular regard to the setting of settlements and the rural landscape; does not compromise the special qualities and characteristics of the AONB designation as outlined for each local section and in relevant landscape character assessments;
- maintains ecological continuity/ semi-natural corridors and gives rise to biodiversity net

gain;

- supports the conservation of the historic environment as a whole, and in particular those designated heritage assets and their setting; including Conservation Areas and World Heritage Sites;
- respects and does not diminish dark skies, designated or otherwise, and maintains tranquillity. Any development that leads to increase light spill will not be supported
- protects ancient woodland, trees and notable trees, other important features and semi natural habitats in order that they can contribute to the conservation and enhancement of the natural beauty of the protected landscape. Particular care should be taken to ensure that development outside the AONB does not harm the natural beauty, character and special qualities of the AONB and/ or its setting or otherwise prejudice the achievement of the AONB purposes. The AONB enjoys equal protection from effects whether they result from development within or outside the designated area.

Policy PD 13: Support the use of local vernacular stone and other building materials used in vernacular ways within built development and infrastructure. If necessary, by the small-scale and sensitive reworking of local quarries.

Policy PD P15: Built development should provide gains for biodiversity; promoting habitat retention, creation, enhancement and species protection aligned with other relevant policies.

Policy PD P16: Any development within the marine, coastal and estuarine environment must take account of terrestrial and marine based planning policies and processes.

Policy PD P17: Farm diversification and infrastructure will generally be supported where they provide sustainable rural businesses, enhance local distinctiveness and cultural heritage and where the development is of a scale, design and location that can be accommodated within the sensitive landscapes of the AONB.

Policy PD P18: The conversion of existing redundant agricultural (and other similar) buildings to form dwellings will only be supported where:

- The existing buildings are characteristic, historic, vernacular buildings which are recognisably an important part of the local built and landscape context; and
- The existing buildings are worthy of retention in their own right; and
- The conversion very substantially retains the scale, character and appearance of the original building with repair generally preferred to renovation; and
- The conversion does not give rise to the introduction of uncharacteristic fenestration or domestication of the setting or the introduction of conspicuous domestic paraphernalia into the setting of the building. The conversion of redundant existing agricultural (and other) buildings such as pole barns, simple concrete block barns or portal frame buildings which in the absence of an agricultural use would form alien elements in the landscape will not generally be supported.

Policy PD P20: Require the conservation and enhancement of the existing character of the local road network and particularly the minor lanes within the designated landscape. The pattern and character of the roads of much of the designated landscape contributes appreciably to the character of the area, from sunken and enclosed lanes in wooded valleys to open unenclosed moorland roads. Changes to the roads and lanes in the designated landscape require particular design to ensure that their characteristic form is not lost or compromised. Widening, straightening, re-routing, kerbing and enclosure of currently unenclosed sections or the inclusion of uncharacteristic standard suburban details and particularly the proliferation of signage should be avoided. New openings to lanes through existing hedge banks or vegetation which require uncharacteristic contemporary design standards and uncharacteristic visibility splays will not be supported. Where new highway works are required these should adopt traditional approaches including locally appropriate

Cornish hedge banks and where appropriate characteristic soft passing places and should reflect characteristic local landscape patterns and boundaries. The management of verges should provide opportunity for biodiversity net gain.

PD Objective 3

Promote a pragmatic approach for coastal communities to accommodating the effects of climate change including the relocation of infrastructure and facilities where this is compatible with the primary purpose of the designation and other policy requirements.

South Coast Western Area Specific Policies

Policy SCW P4: Support the characteristic inclusion of local materials and vernacular design in new development, public realm, highways work, and public rights of way infrastructure using granite, serpentine, gabbro and schists as appropriate to reflect the varied geodiversity of this section.

Policy SCW P8: Support the conservation and positive management of mining features that are outside of the World Heritage Site, south of the A394 around Perranuthnoe, Rosudgeon, Kenegy, Praa Sands and Porthleven.

Policy SCW P11: Seek reduction of landscape and visual impacts of tourism including better integration of existing holiday sites, visitor infrastructure, car parks and signage. Pay particular attention to respecting local character in external works, landscaping and site design and have particular regard to increase in scale, massing and cumulative development for example at Marazion, Perranuthnoe, Porthleven, Praa Sands, Mullion and Kennack Sands.

SCW Objective 3: Help to support coastal management which promotes natural processes wherever possible and support initiatives with communities which consider the long term future and value of coastal areas e.g. Mullion Cove, Marazion, Mounts Bay, Porthleven, Loe Bar, Praa Sands, Gweek, Cadgwith, Coverack, and Maenporth in respect to predicted effects of sea level rise and increased storminess. Seek to support the delivery of appropriate measures to hold the line where infrastructure such as sewage outfalls and roads need to be protected. Manage realignment as identified in the Shoreline Management Plan where they conserve or enhance the landscape character and natural beauty of the AONB. Conserve the undeveloped nature of the coast in this section.

Landscape and Seascape Character

Policy LS-P1: Understand clearly the social, environmental and economic benefits of landscape and seascape and ensure this is reflected in decision making at every level, supported by comprehensive information and evidence

Policy LS-P2: Approach the conservation and enhancement of the AONB according to landscape-led principles based upon landscape and seascape character as required by Planning Policy and Guidance

Policy LS-P3: Safeguard and enhance characteristic high levels of peace and tranquillity in the AONB with dark night skies by minimising noise, intrusive development and light pollution.

Policy LS-P6: Conserve and enhance the historic built environment and rural heritage assets including engine houses and associated mine workings, traditional gates and gateposts, stone stiles, metal fingerposts and local vernacular Cornish hedges.

Policy LS-P4: Take a landscape-led approach to the management of the historic landscapes, settlements and seascapes of the AONB, using Landscape Characterisation, Historic Landscape Characterisation and Historic Seascape Assessment as key tools.

LS Objective 1: Maintain and enhance landscape character through sustainable farming, forestry and woodland practices which reflect and reinforce landscape character and seek to

ensure that policy and fiscal support for this is optimised.

Heritage and Culture

Aim: Heritage features identified as 'at risk and vulnerable' will be brought into better management. Improve recognition and conservation of the heritage character of the Cornwall AONB landscapes, historic buildings and assets for the benefit of current and future generations, recognising their value to creating a 'sense of place', and to the local distinctiveness of individual sections.

Policy HC-P2: Heritage features identified as 'at risk and vulnerable' will be brought into better management. Improve recognition and conservation of the heritage character of the Cornwall AONB landscapes, historic buildings and assets for the benefit of current and future generations, recognising their value to creating a 'sense of place', and to the local distinctiveness of individual sections.

HC Objective 8: Promote the cultural importance such as the benefits to people, place, nature and climate of the Cornish Hedge as a heritage asset.

Nature Recovery and Land Management

Aim: Protect, conserve and enhance the natural resources of Cornwall's AONB, through an integrated approach to sustainable land management which supports biodiversity conservation, habitat connectivity, enhances ecosystem-services supporting nature's resilience to climate change.

NRLM Objective 9: Support the appropriate management of Cornish hedges and road verges to encourage wildflowers and pollinators. Raise the profile of the Cornish hedge and its role in ecosystem services.

NRLM Objective 10: Support opportunities to enhance dark skies and conserve the nocturnal environment. Support initiatives which reduce artificial light and increase awareness of the impacts on the nocturnal environment.

Climate Change – Building Resilience

CC-BR Objective 3: Restore where appropriate, natural water management systems such as wetlands, peatlands, where they have previously been modified. Where appropriate within the landscape seek to reinstate or improve the management of woodland, wetland and Cornish hedges to slow water run-off and improve water quality.

CCBR Objective 4: Support the delivery of the recommendations for coastal zone management in the AONB as set out in the Cornwall and Isles of Scilly Shoreline Management Plan, with consideration for local landscape character.

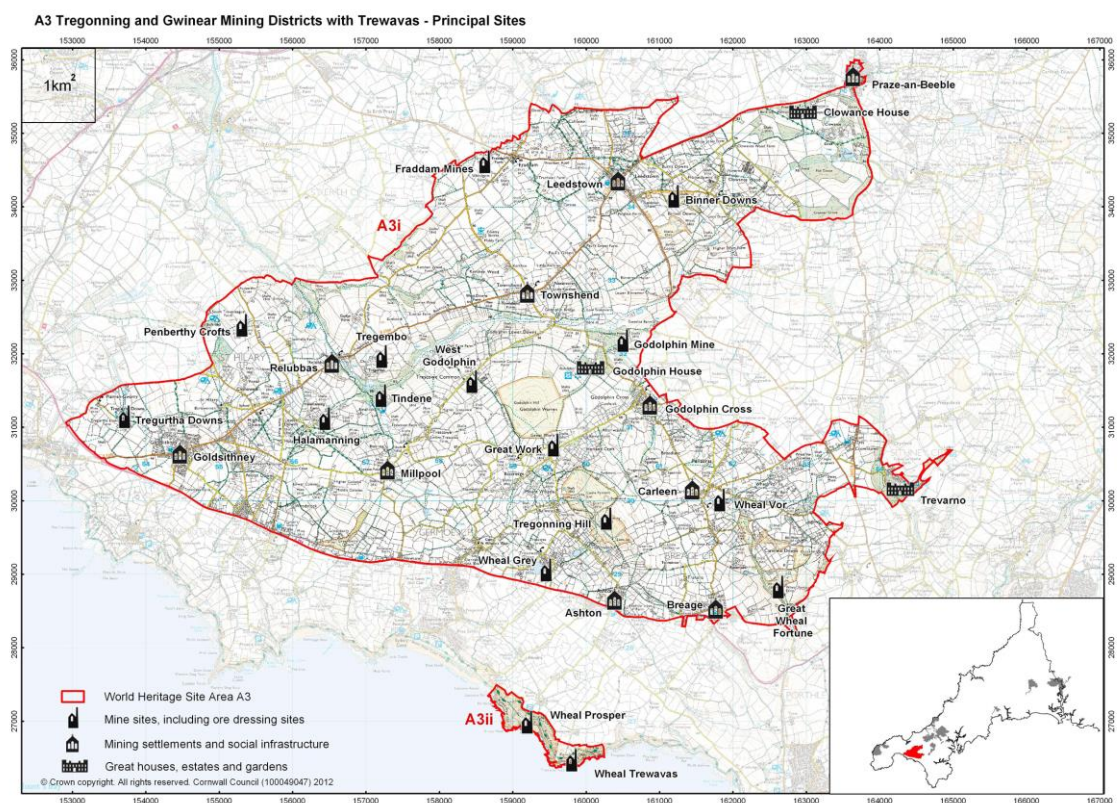
- 2.27. The AONB Planning Position Statement sets out the Cornwall AONB Unit's approach to development planning. It specifies that the AONB Unit is only able to 'submit such responses to Planning Applications within the AONB and its setting as resourcing permits' and that due to limited resources the AONB Unit is not able to comment on the majority of individual development proposals. Comments on individual Planning Applications by the AONB team are limited to: 'i) those identified as Major Development Proposals; ii) other applications referred to the Cornwall AONB Unit by Parish Councils and others; and iii) such other applications as the Cornwall AONB Unit considers warrant a specific response.'
- 2.28. It is important that the AONB position is clearly understood and that lack of comment by the AONB Unit on development proposals is not interpreted as implicit approval, as has been the case for some planning decisions in this Parish. This is an issue which was also raised at the national level in the recent DEFRA Landscapes Review (Julian Glover 2019)

who in assessing development planning impacts on AONB states ‘we have heard repeatedly how AONB planning officers play a role and give advice, but the extent to which their advice is listened to varies extensively. With so few resources to their own, they rely on Natural England as a statutory consultee, but it too lacks the resources...we heard how Natural England’s silence is often taken as consent. This system leaves AONBs incredibly vulnerable.’

Cornwall and West Devon Mining Landscape World Heritage Site

2.29. The Cornwall and West Devon Mining Landscape World Heritage Site (WHS) is established to preserve the distinctive cultural landscapes created by the industrialisation of hard rock mining processes in Cornwall during the period 1700 to 1914. Perranuthnoe Parish lies within ‘WHS Area 3: Tregonning and Gwinear Mining District with Trewavas’.

Figure 4: Cornwall and West Devon Mining Landscape World Heritage Site



2.30. The WHS designation provides high-level protection to heritage landscapes from any adverse impacts that affect the outstanding universal value (OUV) in line with the criteria under which it was inscribed in the World Heritage List. The National Planning Policy Framework (NPPF) describes the WHS as ‘a designated heritage asset of the highest significance.’ Under the international ‘Convention Concerning the Protection of the World Cultural and Natural Heritage’, the United Kingdom is required to protect, conserve, present and transmit to future generations its World Heritage Sites, and in the UK, this is achieved primarily through the spatial planning system.

2.31. The Cornwall and West Devon Mining Landscape World Heritage Site Management Plan²⁰ provides a description of the heritage features of each area, and presents a series of management and development planning policies, which should be used to support the

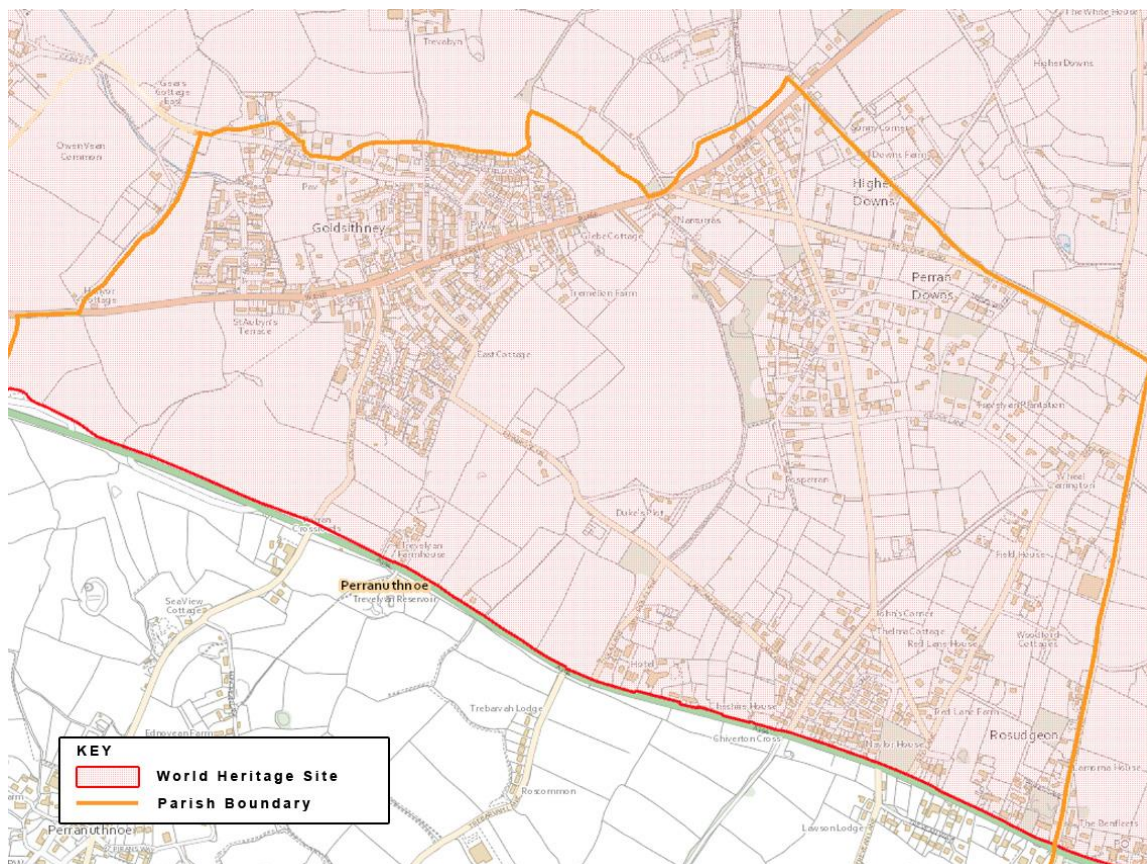
²⁰ The Plan can be accessed via the following link:
https://www.cornishmining.org.uk/media/Conservation/Management%20Plan/PDFs/CM_WHS_Management_Plan_page_01-23.pdf

conservation of mining heritage landscapes and assets. Cornwall Council has also developed a WHS Supplementary Planning Document (SPD).

2.32. The WHS Management Plan describes the key characteristics of the outstanding universal value (OUV) of the Tregonning and Gwinear Mining Districts with Trewavas area, within which Perranuthnoe Parish falls. These include: the ‘patchwork of small holdings’, and ‘long established farms and parkland associated with the great mining estates, where most mineworkers cottages are dispersed in a landscape of small fields ...or within small groups of mineworkers cottages set within substantial blocks of early nineteenth century miners’ smallholdings.’²¹ The Plan highlights that this area of the WHS contains ‘some of the richest and, at times, the deepest tin and copper mines in the region’. It states that ‘these rural mining districts include tin and copper mines (some of which were sites of important eighteenth-century technological developments), together with extensive mineworkers’ smallholdings, mining settlements and large estates related to the mining industry.’

2.33. The WHS area of the Parish also includes sites recognised for their biodiversity importance including the broad-leaved woodland within and around Perran Downs²², and the network of Cornish Hedges surrounding fields and properties across the area. The area of Perran Downs between Trescowe Road and Grove Lane is covered by a Tree Preservation Order, with further Tree Preservation Orders on the trees to the west and south of Bamfylde Way.

Figure 5: Area of the Parish covered by the WHS designation



²¹ Cornwall and West Devon Mining Landscape World Heritage Site Management Plan Tregonning and Gwinear Mining Districts with Trewavas, pages 35 and 36

²² designated as a UK Biodiversity Action Plan habitat

WHS Management Plan Policy Area: Protection

The policies in this section of the Plan focus on securing long-term protection of the OUV of the WHS. Those of most relevance to the NP are:

P2: All relevant strategic planning documents will make provision for the protection, conservation and enhancement of the Site and its setting.

P3: Planning authorities will ensure that new development protects, conserves and enhances the Site and its setting.

P7: There is a presumption against the removal, disturbance or burial of historic mine waste within the Site.

P8: Developments outside the Site that will adversely affect its OUV will be resisted.

WHS Management Plan Policy Area: Conservation and Enhancement

The policies in this section of the Plan cover a range of aspects involved in conserving the cultural landscape assets, including heritage-led regeneration, conservation and enhancement and improvements to public realm within the Site. Those of most relevance to the NP are:

C3: There will be a presumption in favour of retaining and reusing historic buildings which are important components of the Site, where this does not adversely affect OUV.

C7: Development proposals should ensure that the biodiversity and geological diversity that contributes to the distinctiveness of the Cornwall and West Devon mining landscape is conserved and where appropriate enhanced, having due regard to maintaining the authenticity and integrity of the Site. Developments of a significant nature will be expected to deliver appropriate biodiversity net gain.

C8: The conservation and continuing maintenance of the historic fabric of the Site will be undertaken to the highest standards to ensure authenticity and integrity.

C9: The historic character and distinctiveness of the Cornwall and West Devon Mining Landscape will be maintained.

C10: Traditional materials and skills will be encouraged in the maintenance of the authentic historic fabric within the Site.

C11: Where the historic fabric within the Site has been lost or compromised through non-authentic materials, inappropriate details and poor workmanship, historic character and detail will be reintroduced wherever and whenever possible.

C12: Resources available for conservation of the Site will be prioritised to address the Vision and Aims.

C13: Key moveable components will be preserved in situ unless relocation will conserve or enhance the OUV of the Site.

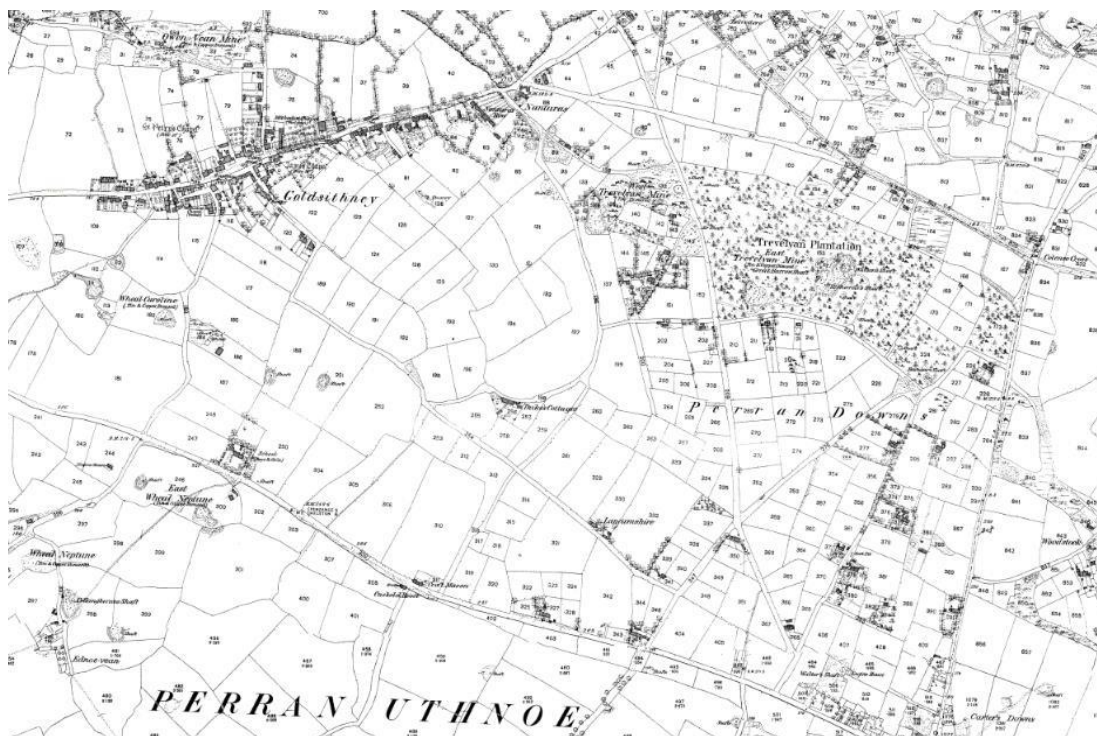
2.34. The National Planning Policy Framework (NPPF) provides guidance on development planning in areas of heritage significance. NPPF Section 16 'Conserving and enhancing the historic environment' identifies WHS as designated assets of the highest significance, stressing that: 'These assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations'²³. It also specifies that 'when

²³ NPPF Paragraph 189

considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.'²⁴

2.35. The Cornwall Local Plan (CLP) also includes policies to 'protect, promote, conserve, and enhance Cornwall's World Heritage Sites, their settings and buffer zones'. CLP Policy 24 provides specific guidance on conservation of the 'Historic Environment' in Cornwall. A Cornwall and West Devon Mining Landscape World Heritage Site Supplementary Planning Document (SPD) has also been developed, which provides more specific guidance for development planning within the World Heritage Site. The SPD is a material consideration for planning within WHS areas of the Parish.

Figure 6: An extract from Historic Maps showing the 'patchwork of small holdings and farms associated with the great mining estates.' Many of the fields remain the same scale as was shown on the 1875-1901 historic mapping



Heritage Conservation Areas

2.36. The Parish has two designated heritage Conservation Areas within the villages of Goldsithney and Perranuthnoe. There are also several listed buildings and features in the Parish.

Mounts Bay Marine Conservation Zone

2.37. The Parish lies on the edge of the Mounts Bay Marine Conservation Zone (MCZ)²⁵. The landward boundary of the MCZ follows the mean high-water mark from Cudden Point in the east, to a point between Long Rock and Cressars in the west. The seaward boundary extends south from this point for 2.8km towards Cudden Point. The site covers almost 12 km². The MCZ protects a range of habitats including different types of rock, both on the

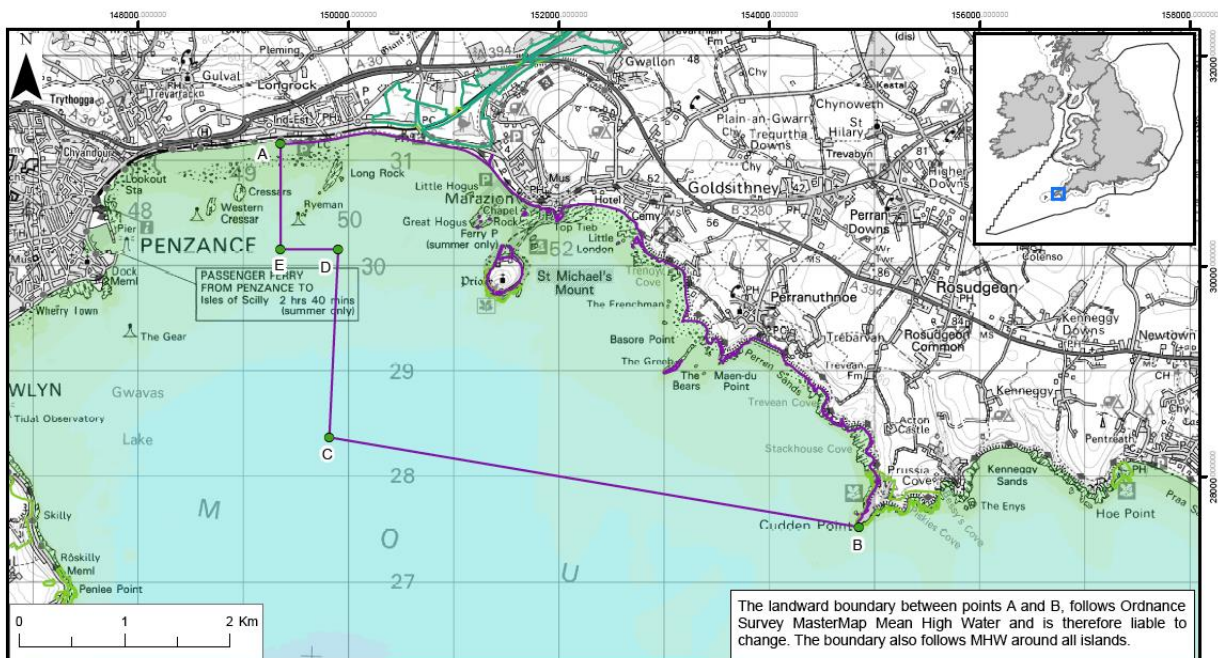
²⁴ NPPF paragraph 199

²⁵ <https://www.gov.uk/government/publications/marine-conservation-zones-mounts-bay>

shoreline and on the seabed and intertidal sediment and sand, which are above water at low tide and below water at high tide²⁶.

2.38. It is important that land-use and development activities in the Parish do not have adverse impacts on shoreline or marine habitats and wildlife within the MCZ. The NP establishes a Coastal Change Management Area (CCMA) with associated policy guidance. The CCMA policy aims to ensure that development planning in the coastal zone of the Parish is based on an understanding of coastal change processes, and that it works positively to plan for coastal change and to minimise the social, economic and environmental risks associated with it. The CCMA follows the guidance provided in the Cornwall and Isles of Scilly Shoreline Management Plan, and that provided in the Cornwall Local Plan inspector's 2016 report. It adopts an integrated coastal zone management approach as is required by the NPPF, and aligns with relevant NPPF, CLP and AONB Management Plan policies²⁷.

Figure 13: Mounts Bay Marine Conservation Zone



Other Relevant Management Areas and Sites of Recognised Landscape Significance

The Cornwall and Isles of Scilly Shoreline Management Plan

2.39. The Shoreline Management Plan (SMP) sets out the approach to managing the shoreline over the next 100 years. It provides an assessment of the risks associated with coastal change, and presents a framework to address risks to people and to the developed, historic and natural environment. The current SMP is a revised version SMP2. It is a non-statutory document which takes account of other existing planning and legislative requirements, and is intended to inform wider strategic planning. It establishes a series of policies for coastal defence management planning across defined management areas.

2.40. Perranuthnoe Parish lies across two management areas and three policy units: Management Area 18, Policy Units 18.1 and 18.4. Management Area 19, Policy Unit 19.1.

²⁶ The protected habitats support a variety of life, including 'worms and bivalves living in soft sediments and sea snails, anemones, starfish and sea squirts found on rocky shores. This site is also important for protecting the rare giant goby and stalked jellyfish'.

²⁷ Further information is provided under NP Policy NLB2

The management approach across all coastal areas of Perranuthnoe Parish is one of 'No Active Intervention' (NAI). A NAI management approach is a decision by the county not to invest in providing or maintaining defences along the coastline. The SMP refers to three epochs: Epoch 1: Present Day till 2025; Epoch 2: Medium Term 2025 - 2055; Epoch 3: Long Term 2055 – 2105.²⁸

Figure 7: SMP Policy Units 18.1 and 18.4



2.41. Policy Unit 18.1 is described in the SMP as 'undefended cliffs', the management approach proposed in the SMP is 'to continue to manage these areas on a non-interventional basis, in order to 'allow natural evolution of the coastline' and 'meet high level objectives for AONB'.

2.42. Policy Unit 18.4 is described as having a 'soft eroding frontage'. The SMP states that the 'current shoreline position is unsustainable, the scale of defence effort required to 'hold the line' (HTL)²⁹ is unlikely to justify holding purely for amenity beach access and few

²⁸ Refer: <https://www.cornwall.gov.uk/environment-and-planning/countryside/estuaries-rivers-and-wetlands/flood-risk/coastal-erosion-and-shoreline-management/shoreline-management-plans/>

²⁹ Hold the line (HTL) Policy: maintain or upgrade the level of protection provided by defences or natural coastline

properties.’ The SMP assesses the likely impact of coastal erosion in this area and potential impacts on the land and housing around Perranuthnoe village. It states: ‘The main village area is some 150m from the cliff top but there are some limited assets closer to the cliff edge, including access roads, slipway, car park and five residential and commercial properties closer to the cliff edge. A quite substantial amount of rock armour currently defends the slipway position plus there are masonry walls and granite and concrete steps. The cliffs are low head (soft boulder clay). Assessment of erosion risks indicates a possible zone of erosion which could cause retreat of the current cliff top by as much as 80m within 100 years under a no active intervention scenario. The defences around the slipway are substantial and will hold the slipway position and immediate cliff top for at least 20 years. The rock also partially defends the position of the closest properties to the cliff top. A continuing hold the line approach at these defences would mean ongoing and significant maintenance and investment. Over the period of 100 years the position of this section of shoreline would become increasingly unsustainable as the coast eroded back immediately to either side of the rock defences. Given that essentially the defences only protect amenity access to the beach and there is no commercial use of the slipway, it appears economically unjustified to enter into long term commitment to defend the current shoreline position which is already held forward of where it would naturally be in the absence of defences.’

2.43. The SMP identifies that during the next 20 years ‘there will be some cutting back of the cliffs to both sides and outflanking of the defences, particularly on the eastern side. A roll-back strategy would need to be used to manage the coastal change to the affected properties. It would be anticipated that any necessary action to make the beach safe for use as the defences fail would be part of the (No Active Intervention) NAI approach.’

Figure 8: SMP Policy Unit 19.1



2.44. The remaining Parish coastline falls within Policy Unit 19.1: The Greeb to Trenow Cove. The SMP notes that this area is an important sediment source for the intertidal area of Mounts Bay and recommends the need to ‘ensure that adequate baseline information is in place to allow on-going long term monitoring of erosion and beach behaviour.’ The 2016 SMP2 review upheld the NAI policy for this area.

Coastal Management

- 2.45. Cornwall Council is the designated Coastal Protection Authority (CPA) under the Coast Protection Act (1949). The Environment Agency works with Cornwall Council as the Risk Management Authority. Cornwall Council recognise the need to consider the implications of coastal change for communities where rates of shoreline erosion or flooding will be significant over the next 100 years, taking into account the impacts of climate change.
- 2.46. Coastal change and development planning issues vary significantly from one local area to another, and coastal change management measures will also vary. Planning and development in the coastal zone are managed through the establishment of Coastal Change Management Areas (CCMA). In 2016 the Cornwall Local Plan inspector identified Neighbourhood Development Plans as the most appropriate place for the delineation of CCMA and for the establishment of development planning policies relating to these areas³⁰.
- 2.47. Coastal management policies established within neighbourhood plans should be consistent with the guidance provided in the Cornwall and Isles of Scilly Shoreline Management Plan (SMP). The SMP recommends that Management Areas 18 and 19, within which Perranuthnoe Parish sits, should be designated as CCMA³¹.
- 2.48. CCMA policies within Neighbourhood Plans should make it clear what type and level of development and land-use are appropriate in coastal areas. Where areas are predicted to be significantly affected by coastal erosion, an Adaptation Plan should subsequently be developed to make provision for infrastructure which may need to be relocated away from areas affected by coastal erosion and to support communities to adapt to change.
- 2.49. The National Planning Policy Framework (NPPF) provides national strategic guidance on development planning and coastal change³². The overall principle set out in the NPPF is to 'reduce risk from coastal change by avoiding inappropriate development in vulnerable areas and not exacerbating the impacts of physical changes to the coast.' Cornwall Local Plan Policy 26 sets out county level policy guidance on Flood Risk Management and Coastal Change. It specifies that development planning should take account of, and be consistent with, the Cornwall and Isles of Scilly Shoreline Management Plan.

Coastal Erosion and Flooding Risk Data Perranuthnoe Parish

- 2.50. Predicted coastal erosion rates have been estimated by Cornwall Council, based on National Coastal Erosion Risk Mapping (NCERM) data. Cornwall Council's interactive online map charts the Coastal Vulnerability Zone (CVZ) around the county coastline³³. This shows estimated coastal erosion rates along the Parish coastline over the Short Term (ST) 20 years, Medium Term (MT) 50 years, and Long Term (LT) 100 years. The values under each of the ST, MT and LT scenarios are the likely erosion distance landward of the existing shoreline. The erosion map recommended for use in planning is the Long Term plus 5% scenarios with an added additional 10m buffer as a safety factor (NCERM_NAI_LT_05_10m). These zones can be viewed on Cornwall Council Strategic Flood Risk Assessment map.³⁴

³⁰ Cornwall Council Chief Planning Officers Advice Note: Planning for Coastal Change

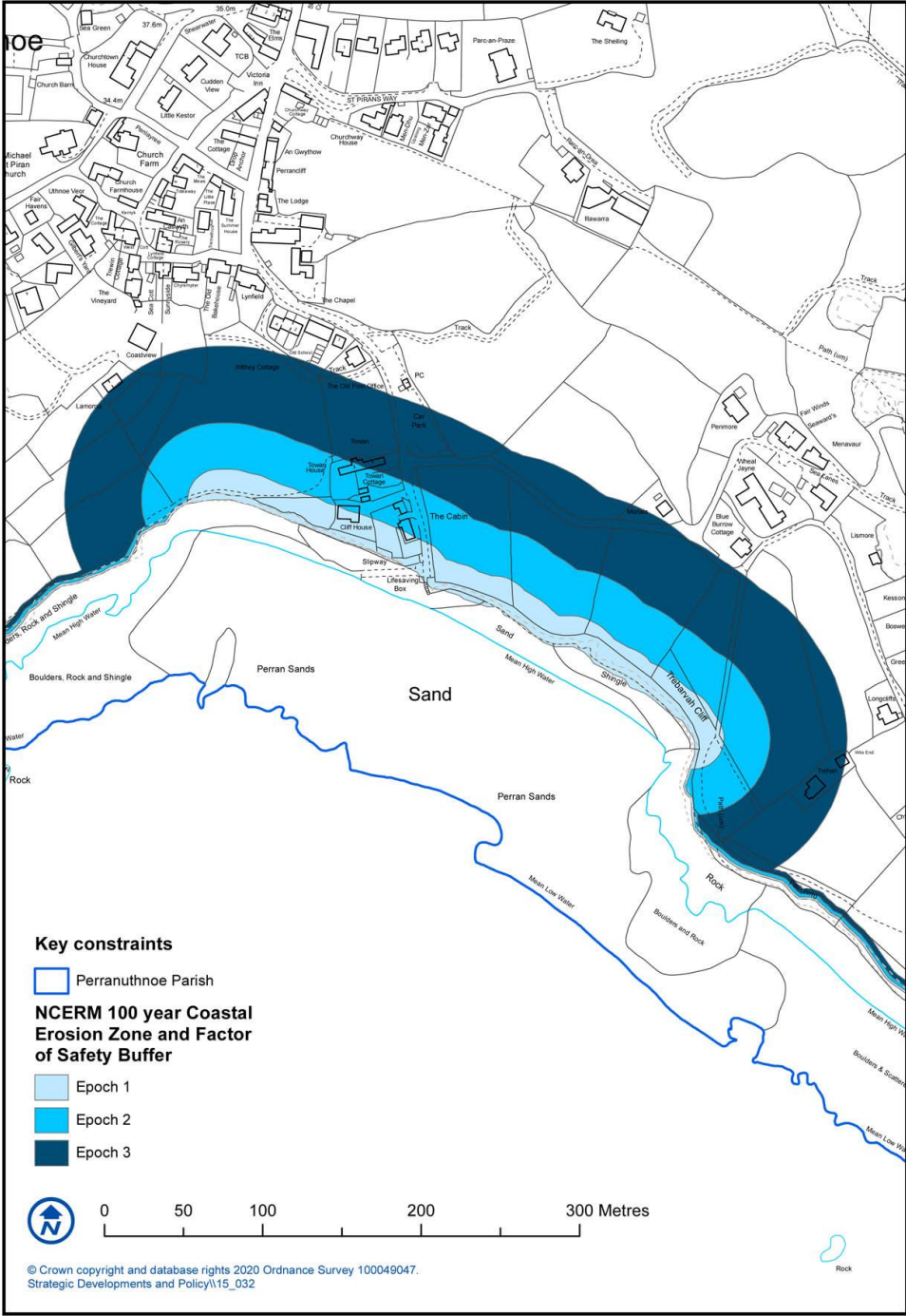
³¹ The national definition of a CCMA is an area directly affected by coastal change.

³² NPPF paragraphs 170 to 173

³³ The CVZ can be accessed at: <https://map.cornwall.gov.uk/website/ccmap>

³⁴ https://map.cornwall.gov.uk/website/ccmap/index.html?zoomlevel=7&xcoord=153222&ycoord=29439&wsName=sfra&layerName=SMP2%20-%20SMP%20units:Coastal%20erosion%20-%20NCERM:Coastal%20erosion%20-%20NCERM_NAI_95:Coastal%20erosion%20-%20NCERM_NAI_50:Coastal%20erosion%20-%20NCERM_NAI_05:Coastal%20erosion%20planning%20constraints

Figure 9: Cornwall Coastal Vulnerability Map (CVZ) showing predicted coastal erosion rates affecting Perranuthnoe Village over the short, medium and long term.

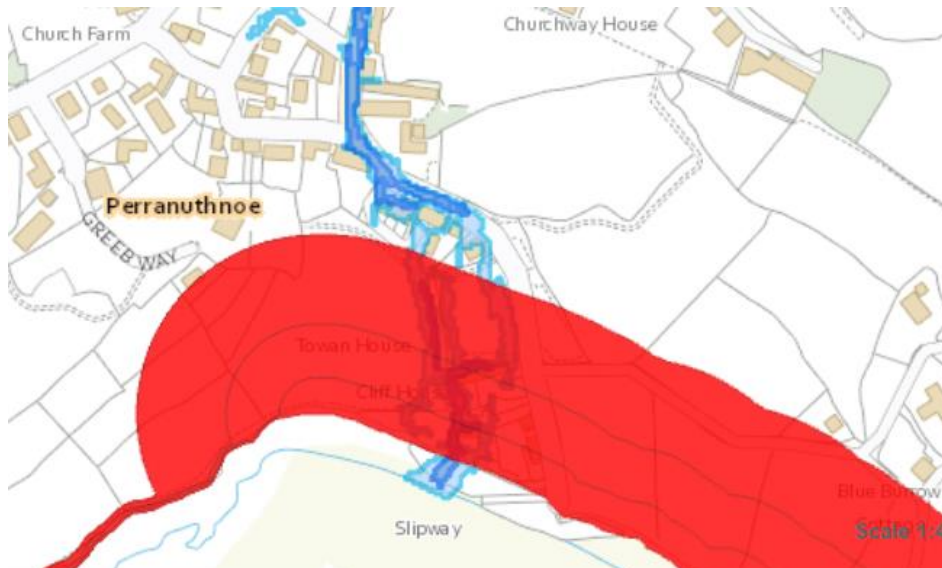


2.51. Cornwall Council’s interactive online Strategic Flood Risk map also shows inland flooding risk. There are no fluvial flood risk areas identified in the Parish. The main flood risk is from surface water run-off along roads and tracks, with the most significant flooding risks located on lower ground in the villages. There is an overlap between surface water flood risk and coastal erosion risk in an area between Perranuthnoe village and Perranuthnoe beach, which could exacerbate coastal erosion risks in this area.

Figure 10: Strategic Flood Risk Map showing surface water flooding risks for the Parish



Figure 11: Overlap between surface water flooding risk and coastal erosion near Perranuthnoe village. The area indicated in red shows the predicted 100 year zone of active erosion and the areas in blue indicate surface water flooding risk.



2.52. Other issues also affect rates of erosion, including natural events, such as strength and number of storms, levels of rainfall and human related activity including the removal of coastal vegetation and the extent of hard landscaping, which increases rates of surface water run-off and associated impacts on surrounding land. Vegetation removal and hard landscaping are exacerbating rates of erosion and flooding in some areas of the Parish.

2.53. Most of Perranuthnoe Parish is designated as an area affecting bathing waters³⁵. Managing surface water run-off from development and land-use is important to help to protect bathing waters and marine habitats from pollution. A number of other pollution issues currently affect the coastal areas of this Parish including dumping of rubbish, run off from agriculture and from built up areas.

Perranuthnoe Beach and coastline are impacted by coastal erosion, with removal of vegetation exacerbating rates of erosion over recent years



Biodiversity Conservation Priority Habitats

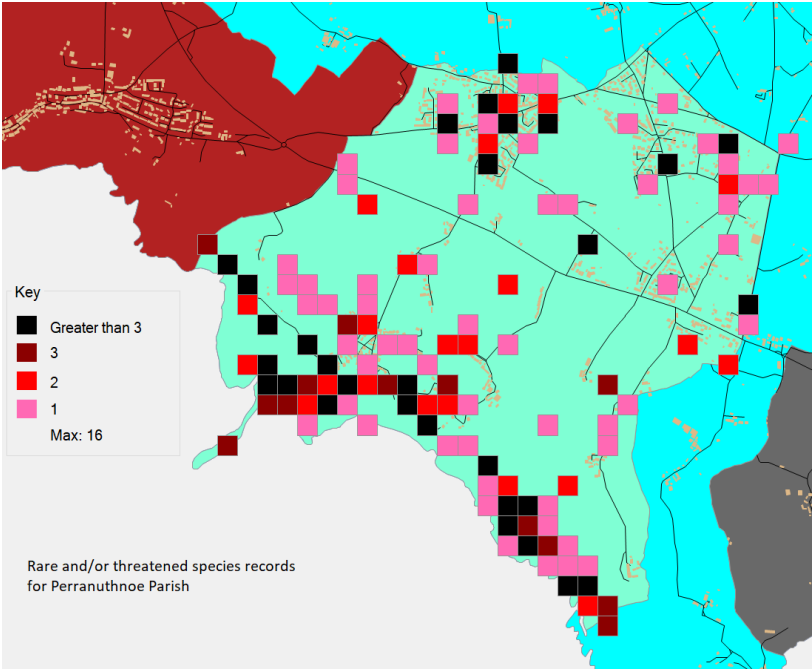
2.54. The Parish contains a number of areas of importance for biodiversity, including 'priority habitats' recognised within the national Biodiversity Strategy. The Cornish Biodiversity Network (CBN) has recorded 1717 different species of plants and animals within Perranuthnoe Parish of which 256 are designated as Rare or Threatened, with a notable concentration along the coast. Inland there are areas of semi-natural habitats and broad-leaved woodland, in particular around Perran Downs, while along the coastline areas are protected as 'Maritime Cliffs and Slope with Coastal Vegetated Shingle'³⁶. Some areas are identified as being under threat and the vegetation along the coastline is of particular importance in assisting with the stabilisation of the cliff edge. Most of the Parish coastline is recognised as a County Wildlife Site (CWS); the area between Stackhouse cove and Perran beach is designated P3.2 and links into the Mounts Bay CWS (P3.4) which covers the intertidal rocks from Perran Sands to the Parish boundary in the west.

2.55. The Perranuthnoe Parish Local Landscape Character Assessment (LLCA) highlights the importance of the range of diverse habitats across the Parish for biodiversity including Cornish Hedges, old mining spoil heaps, woodland, coastal grassland, coastal cliffs, slopes, vegetated shingle, heath and scrub bush. It also underlines the importance of features such as Cornish Hedges, scrub and grassland for achieving ecosystem connectivity between different habitat areas.

³⁵ The description associated with this mapping layer includes the following clarification: "dataset comprises a polygon relating to each site identified under the Bathing Water Directive; however these polygons have no formal status under the Bathing Water Directive. The polygon has been drawn as a simple guide to aid the work of the Environment Agency with permitting of discharges. These polygons are not appropriate for identifying areas suitable for bathing

³⁶ Protected as UK Biodiversity Action Plan Priority Habitat

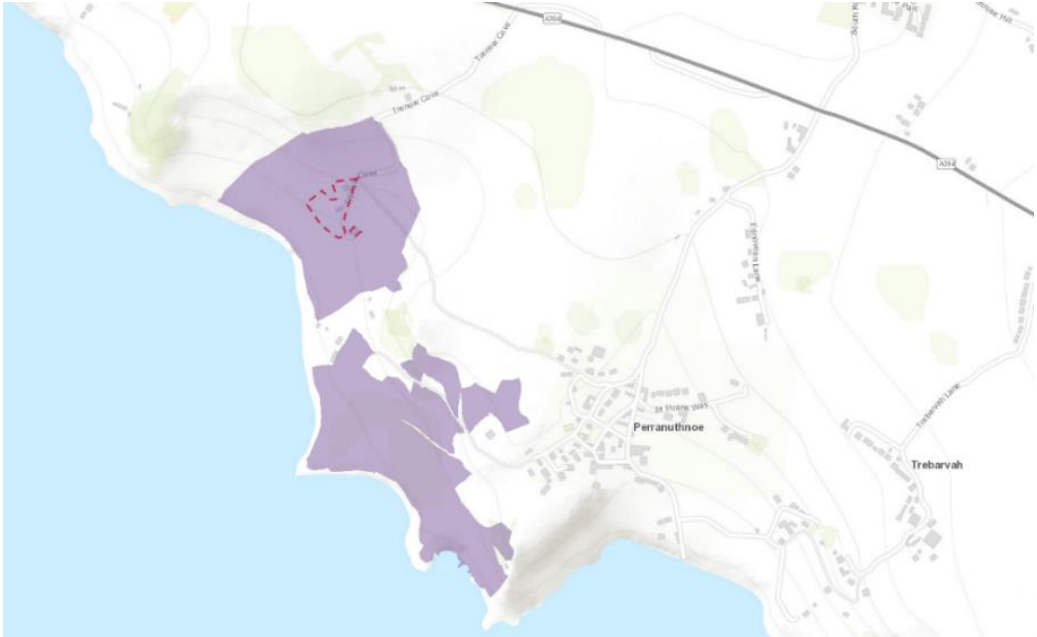
Figure 3: Rare or threatened species in the Parish identified by the Cornish Biodiversity Network (CBN) on the ERICA database³⁷



National Trust Sites

2.56. The National Trust owns an area of coastland in the south-west of the Parish. The overall objective of the National Trust is to manage land and buildings that are of national heritage and natural landscape value through a series of 6 conservation principles in line with its ten-year Strategy to 2025. Of particular relevance to the land in Perranuthnoe Parish is the Trust’s objective to ‘restore a healthy, beautiful natural environment.

Figure 12: Land areas owned by the National Trust



³⁷ Information provided by Dr Colin French BSc PhD West Cornwall Recorder for the Botanical Society for Britain and Ireland. The ERICA database can be referenced via the following link: <https://www.cornishbiodiversitynetwork.org/Erica.htm>

Cornish Killas National Character Area

2.57. National Character Areas (NCAs) have been established by Natural England³⁸ in order to help ensure that that planning and land-use management considers broader geographic landscapes, rather than purely administrative boundaries. NCAs are areas which share similar landscape characteristics, and which follow natural lines in the landscape. Consideration of NCA profiles and principles in neighbourhood planning is useful, as it helps to establish consistency across administrative Parish boundaries, supporting a landscape-led approach. This in turn aligns with the planning and development principles required for AONB and WHS.

2.58. Perranuthnoe Parish lies within the ‘Cornish Killas’ National Character Area. The core landscapes and habitats identified in the NCA profile for this area³⁹ include:

- Mixed low-intensity farmland in the coastal strip which supports a large number of species of insects, birds and mammals.
- The semi-natural habitats sandwiched between the marine environment and agricultural land in which the vegetation is heavily influenced by exposure to wind and salt spray and provides a refuge for many different species of plants and animals.
- Cornish hedges which provide a haven for plants and shelter for a diversity of invertebrates, small mammals and birds.
- Old mining areas, which provide sites for diverse communities of invertebrates, peregrine falcons, bats and metallophyte liverworts and mosses.

2.59. Natural England have established ‘Statement of Environmental Opportunity (SEO)’ Principles for each NCA; these highlight the key issues and considerations that should be taken into account in development planning, in order to support patterns and levels of development that are sustainable. The following table outlines the SEO Principles for the Cornish Killas area, which are of direct relevance to Perranuthnoe Parish.

Cornish Killas area SEO Principles
<p>SEO 1: Manage, restore, link and enhance the area’s rich mosaic of wildlife habitats, expanding their quality, extent and range where appropriate. This needs to be achieved alongside sustainable agricultural practices, which contribute to soil and water quality as well as providing habitat management. This benefits the local economy, minimises soil erosion and flooding and provides increased recreational opportunities. Development planning guidance of particular relevance to Perranuthnoe Parish includes:</p> <ul style="list-style-type: none"> ▪ Continuing to manage areas of lowland and coastal heath and realising opportunities to extend and re-connect fragmented sites. ▪ Reinstating or creating areas of herb-rich unimproved grasslands to re-connect habitats, particularly in areas where water infiltration can be improved, soil erosion prevented and nutrient leaching reduced. ▪ Maintaining and creating low-input grassland, integrated into arable areas, with interlinking grassland buffer strips and grass verges running across slopes in areas suffering from soil erosion and nutrient run-off.

³⁸ an executive non-departmental public body, sponsored by the Department for Environment, Food & Rural Affairs as the government’s adviser for the natural environment in England

³⁹ Refer Section 7, Cornish Killas NCA Profile

- Restoring hedgebanks, especially where they help to impede crossland flows, reduce soil erosion and agricultural run-off and enhance water infiltration, to prevent flooding. Such hedgebanks should maintain or reinstate historic field patterns, particularly in proximity to villages and hamlets.
- Identifying opportunities and mechanisms for and promoting working with coastal processes to provide a coast protection function.

SEO 2: Conserve, manage and increase understanding of the area's rich historic environment and its valuable interlinked geological and cultural heritage – including the mining legacy, the prehistoric and later settlements and ritual remains, and the unique Cornish hedges and field patterns which combine to bring a unique historical and cultural identity to Cornwall. Development planning guidance of particular relevance to Perranuthnoe Parish includes:

- Continuing to manage built features relating to past mining activity, such as engine houses, and remains such as spoil heaps, shafts, surface extraction pits, leats and tramways, particularly within the World Heritage Site.
- Identifying and maintaining surviving early patterns of enclosure and field boundaries, notably the Cornish hedgebanks that support rich and important assemblages of flora. Ensure the use of local stone and facing styles in Cornish hedgebanks to maintain local character, and the retention of stone stiles on pathways.
- Supporting and assisting the World Heritage Site committee in giving effect to the operative Management Plan and delivering agreed priorities in support of the site's Outstanding Universal Value, as is required of the Government by treaty.
- Promoting the heritage value of historic mineral extraction sites, spoil heaps, mining heritage and residual re-colonisation that benefits biodiversity, in particular as part of the Cornwall and West Devon Mining Landscape World Heritage Site.
- Conserving and interpreting archaeological earthworks and sub-surface archaeology, while recognising the potential for undiscovered remains, informed by understanding of historic landscape character.
- Protecting and increasing understanding of the cultural and biodiversity importance of the ancient field systems and Cornish hedgebanks and how, with other forms of interconnected habitats, they reflect millennia of change and create biodiversity stepping stones and corridors.
- Ensuring that the sense of tranquillity is maintained by encouraging only appropriate levels of development in appropriate locations and ensuring that the traditional character of the small, historic fishing and farming settlements and mining villages is retained through use of local building materials and styles.
- Maintaining and enhancing the distinctive settlement pattern of market towns, small villages and dispersed settlements and their diverse architectural styles, ensuring that future development recognises and retains the value of the area's biodiversity, access and heritage and contributes positively to its character.

SEO 3: Sustainably manage the visitor pressure associated with this distinctive landscape to ensure that the numerous recreational opportunities, such as the South West Coast Path and high-quality beaches, continue to be enjoyed sustainably by the local community and visitors. Develop volunteering opportunities both for local residents and for visitors, and endeavour to better connect people with places and natural assets.

- Sustainably managing the area's visitor and tourist industry to maintain, conserve and interpret the existing high-quality landscape and the historic and wildlife assets while ensuring that the local community and economy can continue to enjoy and benefit from this unique and heavily used recreational landscape.
- Promoting access to the natural and historic environment across the area, particularly incorporating sustainable access to the South West Coast Path and continued careful management of the National Trail itself. This needs to accommodate growth in visitor numbers while retaining the tranquillity and inspirational qualities of the area.
- Managing the visitor pressure at the various locations that are distinctive and widely recognised landmarks, and which bring high visitor numbers to the area.
- Conserving the cultural heritage, coastal views and undisturbed character of sections of the coastline to ensure that public enjoyment continues, while also ensuring that visitor pressure does not have a negative impact on the character.
- Maintaining an undeveloped coastline where appropriate, allowing natural coastal processes to operate unimpeded.
- Considering the cumulative impacts of development and land use change on the landscape. It is important that any proposals do not have a detrimental impact on the local character and tranquillity.

NEIGHBOURHOOD PLAN PREPARATION PROCESS

3.1. The neighbourhood planning process was initiated by Perranuthnoe Parish Council following a Parish wide scoping survey in 2014 in which all local residents were asked about their development aspirations for the Parish, development planning issues of importance to them in the Parish and whether they felt that the Parish should engage in neighbourhood planning. There was clear and overwhelming support for the development of a neighbourhood plan.

3.2. Perranuthnoe Parish Council formally agreed to initiate the neighbourhood planning process in July 2015 and subsequently submitted a neighbourhood area designation request to Cornwall Council Planning Department. The Parish was designated as a neighbourhood area in September 2015. The Perranuthnoe Parish Neighbourhood Plan (NP) has subsequently been formulated through an extensive process of consultation, research, policy and strategic assessment over the last six years.

The Role of the Parish Council and Steering Group

3.3. The Parish Council are the formal Neighbourhood Planning Body responsible for oversight of the process, decision-making and for formal submission of the Plan under the Neighbourhood Planning (General) Regulations 2012. They have provided consistent oversight throughout the NP process, including review and approval of all key documents.

3.4. The Parish Council recognised that neighbourhood planning provides a powerful set of tools that can enable local people to help ensure that development planning works positively to meet the long-term needs of communities and local businesses, is based on a real local knowledge and understanding of the area, addresses priority local development issues, and is sustainable.

Figure 14: The NP development process



3.5. The Council established a Steering Group to help facilitate the Neighbourhood Plan development process. It is made up of a partnership of community volunteers and Parish Council members. There has been consistent Parish Council and community membership of the Steering Group over the six-year period of Plan development, with community members participating from across the settlements in the Parish. The Group have met regularly and have worked closely together to help facilitate the evolution of the NP. Cornwall Council’s Neighbourhood Planning Team have also provided important support and guidance throughout the process, including review of the draft Plan and its policies.

3.6. A number of external planning professionals have been contracted by the Parish Council to support the process including for local landscape character assessment, the delineation of settlement boundaries, and to support policy development. A senior level planning expert was employed prior to formal submission of the NP to review its policies, undertake a pre-submission NP ‘health check’, and to complete the Basic Conditions Statement. This has enabled the Parish to ensure that the final NP is compliant with planning rules and regulations.

Consultation and Engagement

3.7. Neighbourhood planning is an inclusive approach, providing the opportunity for Parish communities, local businesses, public bodies and organisations, and all stakeholders affected by local planning processes to be directly involved in shaping the future development of the Parish. It helps to ensure that developers and planning authorities base future decisions on a real understanding of the local area and the needs and priorities of the communities that live there, so that development can work positively to support local needs, respect and conserve assets of local value, and be well integrated into local

landscapes and settlements. This in turn helps to achieve patterns and levels of development that are sustainable.

- 3.8. Consultation with and input by public sector bodies and organisations is important for the neighbourhood planning process, helping to ensure that the Neighbourhood Plan's policies align with broader sectoral and area specific plans, policies and regulations, and that the Plan works positively to support the achievement of broader sectoral, county and national plans and strategies.
- 3.9. The consultation and engagement process has been core to formulation of the Neighbourhood Plan for Perranuthnoe Parish, it has enabled local people to use their in-depth knowledge of the area to highlight priority development planning issues and challenges, identify the elements and areas of the Parish they most value and highlight their development aspirations for the Parish over the short and long-term. This has in turn informed the development of the Neighbourhood Plan Vision, Objectives and the policies needed to achieve them.
- 3.10. In order to ensure that the Parish followed a structured and well organised consultation and engagement process, the NP Steering Group drafted a 'Consultation and Engagement Strategy' early in the process. The Strategy has provided the structure and approach through which the Parish has planned and managed the consultative process, enabling the Steering Group to ensure that all local communities and stakeholders with interests in the Parish have had an ongoing opportunity to participate, and that a high level of community input has been achieved throughout the NP formulation process. Cornwall Council's Neighbourhood Planning Consultation and Engagement Toolkit has also provided valuable guidance on approaches and tools. A range of consultative methods have been used, including scoping surveys, public consultation events, stalls and activities at community fairs, engagement through the Parish Council website, the establishment of a dedicated Parish Neighbourhood Plan website, engagement of community groups, posters and displays on public notice boards and public places, door to door information dissemination, the use of social media, and specific consultation sessions focussed on key issues, reports and assessments.



- 3.11. The main stages at which statutory consultees have provided input has been during the initial application process, screening for Strategic Environmental Assessment (SEA), Regulation 14 pre-submission consultation on the draft Plan, and Regulation 16 consultation on the formally submitted Plan, prior to examination. Their advice and input have been core to development of the Plan, enabling the Parish to strengthen policies and ensure that the provisions in them are effectively aligned with broader sectoral and county strategies, plans and regulations.

- 3.12. The consultation and engagement process for the Neighbourhood Plan has highlighted the development planning issues of key importance in the Parish and has increased understanding of ways to address those issues, in order to help facilitate sustainable development that can achieve long-term positive social, economic and environmental outcomes. It has supported the development of local planning policies tailored to address the priority planning issues which the Parish faces, and which can help to ensure that national and county policies are effectively applied to the local context, charting a more informed and positive path for sustainable development in the Parish.
- 3.13. The neighbourhood planning process has also helped to raise public awareness of the ways in which local people can be engaged in helping to shape the future development of their Parish. It has increased public understanding of, and interest in, national and county development planning processes. Consultation for the Neighbourhood Plan revealed that many people feel frustrated that development planning is not currently based on an understanding of the local area, or of development issues of importance in the Parish, and that their concerns are currently not considered or given any weight within planning processes. The NP process has helped to demonstrate that people can have a voice and can help to shape planning in a way that respects place and people, whilst still meeting broader county and national development objectives and targets. It has given hope that the NP will be actively used in planning processes to help achieve more positive and locally responsive development.

Local Landscape Character Assessment

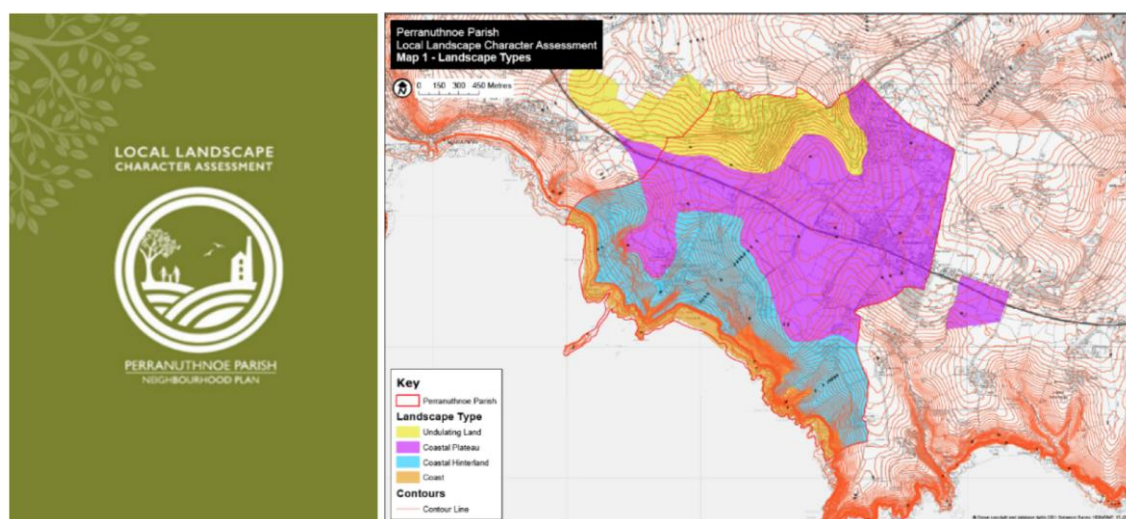
- 3.14. Landscape character assessment is a tool for understanding 'what the landscape is like today, how it has evolved and how it may change in the future'. Local Landscape Character Assessment (LLCA) can provide key information and analysis to help ensure that change and development does not undermine those elements of local landscapes that are core to their character and are value.

*'Landscape is about the relationship between people and place, and is the setting for our lives. Through landscape character assessment we can gain an understanding of what elements of the character are important and have value, to help in the decision-making process.'*⁴⁰

- 3.15. The National Planning Policy Framework (NPPF) underlines the importance of a strong evidence base for well-informed planning, and both the NPPF and Cornwall Council promote the use of landscape character assessments as part of this evidence base. A clear and professionally informed assessment of the character and value of local landscapes is of particular importance where Parishes contain landscapes recognised as being of national or international significance, such as AONB and WHS designated areas.
- 3.16. Landscape is a national strategic planning issue on which there is a duty for local planning authorities to co-operate. The NPPF and Cornwall Local Plan have specific policies outlining the requirement for strong consideration of development impact on the landscape character of areas recognised through national designation or international classification.
- 3.17. The LLCA for Perranuthnoe Parish provides a comprehensive assessment of landscape character across the Parish. It examines key landscape characteristics, patterns of land-

⁴⁰ Perranuthnoe Parish LLCA

use, natural and heritage features, topography, habitats, biodiversity and ‘aesthetic and sensory’ qualities, including descriptions of views, public areas and rights of way. It includes an assessment of the character of the small hamlets scattered in amongst these rural landscapes, and of the edges of the main settlements in the Parish, examining the extent to which the built environment blends in with and complements the wider rural landscape. The LLCA examines the impact of patterns of housing development and land-use on landscape character across the Parish. It identifies areas where development has had a negative impact on landscape character and provides recommendations on how to ensure that future development planning works to avoid adverse impacts.



3.18. The LLCA is a key baseline document for the NP, it provides a detailed and professional assessment of the unique combinations of elements and features that come together to create ‘sense of place’ and ‘local distinctiveness’. It includes maps and descriptions of key landscape features including: landscape types, designated areas, habitat types, quality of agricultural land, footpaths and rights of way, Cornish Hedges, heritage assets and historic landscape characterisation, areas of importance for wildlife and features of biodiversity conservation importance. The LLCA report highlights ‘landscape management and development considerations’ for each landscape area. These considerations and associated recommendations have informed development of NP policies. The LLCA is a material consideration for the determination of development proposals in the Parish.

Delineation of Development Boundaries

3.19. One of the objectives of the neighbourhood planning process is to ensure that levels and patterns of development over the timeframe of the Plan meet local housing needs, and that development is focussed in the most appropriate areas of the Parish, relative to local social, economic and environmentally sustainable development objectives.

3.20. Settlement or Development Boundaries are a local area planning tool that can help to clearly define where new development should be focussed. The boundary is used as a housing policy marker: inside the boundary is where market-led housing should be prioritised; outside the boundary, development is considered suitable for ‘exception sites’ such as affordable housing⁴¹.

3.21. Development Boundaries should be established through a process of assessment and consultation with local communities and stakeholders, taking into consideration local

⁴¹ applications would be considered in line with the CLP Housing in the Countryside or and Affordable Housing policies

housing needs and targets, the availability of infrastructure and services, and based on an understanding of local development opportunities and constraints. The neighbourhood planning process offers an ideal framework through which to achieve this.

- 3.22. Public consultation for the NP highlighted strong public concern over what consultees referred to as ‘poorly planned, development sprawl’ out from villages, hamlets and historic farmsteads, along roads and lanes into the surrounding countryside. Public concerns focussed on the detrimental impacts of this ‘development sprawl’ on AONB and WHS landscapes, and on community welfare. Specific issues raised included: pressures on services and facilities; increased congestion; erosion of village and community cohesion; restricted access; erosion of the Parish’s green infrastructure and spaces; detrimental impacts on local ‘sense of place’ and on AONB and WHS landscapes and assets.
- 3.23. The NP Steering Group reviewed the results of public consultation, reviewed local housing and population data, and studied national and county policies and guidelines, in order to understand the potential of settlement/development boundaries as a policy tool to help achieve more informed development that can meet local housing needs, whilst limiting the negative impacts of development sprawl into the AONB and WHS countryside.
- 3.24. Cornwall Council’s ‘Guidance on Development Boundaries for Neighbourhood Development Plans’ is particularly helpful in outlining the role of Development Boundaries and the steps to be followed in considering whether to establish them. The Chief Planning Officer Advice Note on Infill and Rounding also provides important guidance. Core to the process is assessment of the existing settlement edge and areas of land suitable for ‘infill’, ‘rounding off’ and use of ‘previously developed land’. The Guidelines include a series of guiding principles to help in identifying appropriate development boundaries to settlements, and seven core steps for determining the boundaries.
- 3.25. The Council’s Development Boundary Guidelines highlight the value of Local Landscape Character Assessment (LLCA) as a tool to assess the edge of settlements, and how they fit within broader landscapes. This is particularly important in designated AONB and WHS areas. Perranuthnoe Parish LLCA provides valuable assessment of the landscape setting of villages, includes settlement edge character assessments, and identifies where sporadic development has protruded into open countryside. It highlights the impact of sporadic development on local landscapes and charts the outward creep of development into AONB and WHS landscapes. One of its recommendations to the Parish is to give preference to infilling within core settlement areas, rather than allowing further spread of housing into these nationally protected landscapes.⁴² The establishment of development boundaries within the NP provides a means to support this.



⁴² LLCA p71

- 3.26. A core part of the process of determining development boundaries involves assessment of likely housing needs over the life of the Neighbourhood Plan. This is important to ensure that the area included within Development Boundaries can meet local housing needs to 2030. The assessment of likely local housing needs in the Parish involved: the analysis of County Council housing development data, predicted local housing needs and housing targets; analysis of the results of public consultation; assessment of local population data and statistics; analysis of development levels and impacts over the last 10 years; review of the provisions in the Cornwall Local Plan, and assessment of the capacity of local facilities and services to support further growth. Although affordable housing can be provided outside Development Boundaries, the NP Steering Group also assessed numbers on the Homechoice register.
- 3.27. Cornwall Council provided housing development figures for all Parishes in the West Penwith Community Network Area, relative to county housing targets. It was of interest to note that between 2010 and 2019, despite its small geographic size and the absence of any 'minimum housing requirement',⁴³ Perranuthnoe Parish has in fact provided the third highest level of housing development in the whole of the West Penwith Community Network Area, on a par with one of the largest parishes in Cornwall.
- 3.28. The delineation of Development Boundaries required an in-depth review of information in the Cornwall Local Plan, and of county and national housing policies and requirements. This was important to ensure that the approach and policy provisions established within the Neighbourhood Plan aligns with relevant higher-level policies and guidance.
- 3.29. Review of both the AONB and WHS Management Plans was also relevant to the development boundaries assessment, in order to understand the policy provisions for these designated landscapes. The Development Boundaries established in the NP should be viewed within the context of provisions for the conservation of natural and heritage landscape character inherent in AONB and WHS area designations.
- 3.30. The Parish commissioned a planning specialist to map the core settlements in the Parish, and to assess their shape and form. Four settlements were identified in the Parish: Goldsithney, Rosudgeon, Perran Downs and Perranuthnoe villages. A Development Boundary mapping exercise was subsequently undertaken in order to define Development Boundaries for each of the Parish's core settlements. Criteria were drawn up for the delineation of boundaries, based on national and county guidance and a review of criteria used by other Parishes. The results of the settlement boundary mapping exercise and development boundary assessment were put out for public consultation in early 2018, in order to inform drafting of the Neighbourhood Plan. There was further consultation on the first draft of the Neighbourhood Plan in 2019, and during Regulation 14 consultation on the draft Plan in 2020. Statutory consultees were consulted both during SEA/HRA screening and Regulation 14 consultation.
- 3.31. The consultation process⁴⁴ highlighted strong overall support for the establishment of a Development Boundaries policy within the NP, and for the boundaries proposed on the policy maps. However, there were some objections and requests for changes to be made to proposed boundaries. A small number of landowners with land on the edge of proposed Development Boundaries voiced objection, requesting that their land be included within the boundaries, to allow development of their land. Each of the concerns raised was assessed

⁴³ due to the fact that Parish lands are either designated as part of Cornwall's AONB or within the WHS, the Parish is exempt from any specific CLP 'minimum housing requirement' to build new housing.

⁴⁴ Details of the consultation process are outlined in the Consultation Statement

against the Development Boundary selection criteria, and some changes were made to boundaries where this was seen to align with the criteria.

- 3.32. At the stage of SEA screening, Natural England raised objection to the initial boundaries proposed for Perranuthnoe village, where a large area of garden had been included which protruded out into the coastal AONB landscape. Natural England objected that this was not appropriate development land and requested that it lie outside the Boundary. The Parish Council agreed that inclusion of this land area was not in line with the County / Parish Development Boundary selection criteria, or with policies for AONB. The land had been included in error due to being part of a steeply sloping garden which the Parish had not considered to be viable as development land. The area of land identified by Natural England was consequently removed from the Perranuthnoe village Development Boundary.
- 3.33. A concern was also raised within Regulation 14 consultation over the potential risk of overcrowding within settlement areas, if boundaries are drawn too tightly around the edge of the existing settlement area. This was recognised as an important consideration and strengthened policy provisions were incorporated within the NP to help address this risk, within policy HTA1, point 2 and policy BDL1.⁴⁵
- 3.34. The Development Boundaries established within Neighbourhood Plan policy HTA1 aim to provide clear guidance to ensure that housing development over the life of the NP is based on informed local area assessment, and is Plan-led, so that it is focussed in the most appropriate areas to meet local social and economic needs, whilst minimising negative impacts on designated natural and heritage landscapes, or valued local assets. Further detail on the policy and the evidence base for the proposed Development Boundaries is given in the Justification and Evidence Base section accompanying Policy HTA1, which also outlines the alignment of the policy with national and county planning policies and regulations.

Local Green Spaces

- 3.35. The Neighbourhood Plan consultation process highlighted the great value which local communities place on 'green spaces' across the Parish. These are valued for a variety of reasons including recreation, social interaction and sport, their key role in health and wellbeing, their natural beauty and wildlife, the opportunities they provide for environmental education, the inspiration they provide for local artists, artisans and photographers, and as core to the rural, 'green' character of AONB and WHS landscapes. It was clear from the results of public consultation that green spaces are a vital part of the social, economic and environmental fabric of the Parish.



⁴⁵ For a more detailed report of consultation feedback and the response to it, please refer to the Consultation Statement

- 3.36. The public consultation process also highlighted significant concern over increasing development threats to green spaces across the Parish, and the loss of green spaces of public importance. There is concern that currently decision-making on development proposals is being made without any recognition or consideration of green areas of value to local communities, and without an understanding of the qualities of these areas that makes them special.
- 3.37. The Neighbourhood Plan provides an opportunity to rectify this. Through the consultative neighbourhood planning process, the Parish can assess and record local knowledge on areas of particular value as green spaces, and why these areas are valued. Through the Neighbourhood Plan the Parish Council also has the opportunity to establish policies which can help to conserve green areas of special significance to local communities for the benefit of current and future generations. One of the most effective ways to do this is through the designation of 'local green spaces'.
- 3.38. Designation of areas of Local Green Space (LGS) within Neighbourhood Plans provides official recognition of areas of particularly high value to local communities. The National Planning Policy Framework (NPPF) specifies that *'the designation of land as Local Green Space through local and neighbourhood plans allows communities to identify and protect green areas of particular importance to them'*. In order to be considered as potential candidates for designation as LGS, areas of green space must meet the criteria set out in paragraph 102 of the NPPF. This states that: *"Local Green Space designation should only be used where the green space is:*
- a) in reasonably close proximity to the community it serves;*
 - b) demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and*
 - c) local in character and is not an extensive tract of land*
- 3.39. The NPPF does not define what qualifies as 'close proximity' or 'extensive tract of land'. However, Cornwall Council recommend using Natural England's Accessible Greenspace Standards which state that 'close proximity' can be defined as within 1.25 miles and an 'extensive tract of land' can be defined as over 20 hectares (50 acres).
- 3.40. It was clear from the results of public consultation that a wide range of areas and natural landscapes are valued across the Parish, however not all were necessarily candidates for designation as LGS. In order to identify the green areas of particularly high value to local communities, which might be suitable for designation as LGS, the Steering Group used a consultative audit process, following the NPPF criteria, and the information provided in national and county LGS guidelines.
- 3.41. The LGS assessment process drew on the results of public consultations, the Local Landscape Character Assessment (LLCA), site visits, research and assessment. Through this process, green areas of particularly high local value were identified. Further detail on the LGS assessment and auditing process is provided in the LGS Appraisal document, which accompanies the Neighbourhood Plan, including the LGS Audit Forms for each proposed LGS area. Neighbourhood Plan policy CW3 specifies the Local Green Space Areas put forward for designation, and the policy provisions to protect these areas.
- 3.42. It is important to emphasise that areas of 'local green space' should not be viewed as isolated pockets, they form part of the overall 'green infrastructure' of the Parish. Green Infrastructure is a term used to describe the networks of green spaces (including natural

and semi-natural green spaces) across an area. Natural habitats such as hedgerows, Cornish Hedges, woodland and scrubland which link areas of natural habitat are extremely important in providing this connectivity.

- 3.43. In order to support sustainable development and climate change resilience, it is important to conserve and enhance this overall interconnected network of natural habitats and green space across the Parish. Connectivity between 'green spaces' is extremely important for ecosystem function and for biodiversity which in turn is important for social, environmental and economic welfare and sustainable development. Where patterns and types of development destroy these habitats and isolate pockets of 'green space', this can correspondingly destroy biodiversity and weaken ecosystems. The green infrastructure of the Parish delivers a wide range of quality of life and environmental benefits⁴⁶ and it is important that the Parish conserves and enhances its overall green infrastructure, with Local Green Spaces just one policy tool within the overall sustainable development approach. The Neighbourhood Plan includes a number of policies under its Natural Landscapes and Biodiversity objective, which aim to help conserve and enhance the overall green infrastructure of the Parish.

Heritage Landscape Character Assessment and Area Appraisals

- 3.44. The NP consultation process highlighted the strong value which communities place on the local heritage character of landscapes, villages, hamlets and places of historic and cultural significance. These are valued as an important, irreplaceable resource, core to local 'sense of place', community identity and to the heritage of current and future generations. A number of local studies have been undertaken to uncover the heritage behind places, people and events, and to link this to places and people today. Historic festivals and events continue to form an important part of community life. Heritage places, stories and events are valued because they provide information about the story of the Parish from prehistoric times until the present day⁴⁷.



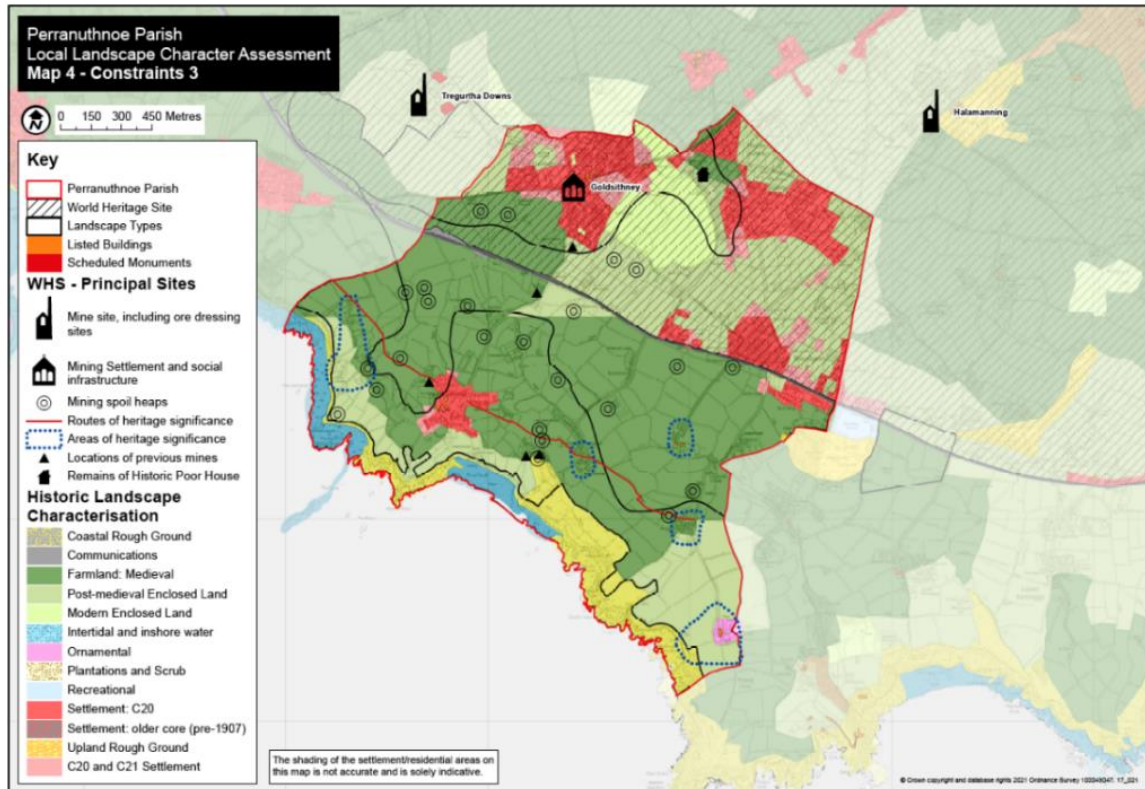
- 3.45. The consultation process also highlighted strong concerns amongst communities that currently the value and importance of local heritage landscapes, settlement areas, historic buildings and other valued heritage assets is not duly recognised in development planning; and that consequently places of local heritage significance are increasingly being eroded, or even lost entirely. Concerns were repeatedly raised that development proposals which impact on historic places and assets, rarely include any assessment or consideration of the impact on places or assets of local heritage significance. Planning processes rarely require

⁴⁶ a healthy green infrastructure is important for public health and wellbeing, to, build resilience to the effects of climate change, improve food security and it provides opportunities to protect and increase biodiversity.

⁴⁷ Examples: <http://perranuthnoe-history.blogspot.com/> ; https://www.perranuthnoe.com/Perranuthnoe%20Then_%26_Now.pdf

heritage assessment, and currently very little recognition or weight is given by planning decision-makers to places or assets of significant local heritage significance. Despite the designated status of AONB and WHS landscapes, an increasing number of insensitive developments are being approved, with each seemingly setting a precedent for the next. This is eroding the heritage of Parish communities at an escalating rate.

3.46. The Local Landscape Character Assessment (LLCA) includes an overall analysis of historic landscape features in the Parish. LLCA Map 4 highlights areas and features of heritage significance across the Parish.



3.47. Within the World Heritage Site (WHS) designated areas of the Parish, the LLCA describes the heritage character of local landscapes lying in the historic small-field patterns, Cornish Hedges which define them, the historic lanes and footpaths which cross-cut the area, the historic settlement area of Goldsithney village centre, and the ancient granite farm and mineworkers' buildings within these landscapes. It also describes modern housing development along lanes and clustered in housing estates, which has spread out from hamlets and Goldsithney village into agricultural and mining landscapes. Almost all of the historic mining sites have been built over, most spoil heaps and other landscape features associated with them have been lost, and many original miners' cottages have been replaced with modern dwellings. The LLCA underlines that 'reference needs to be made to the attributes of this (WHS) designation when considering new development' and that 'protection of the attributes should be a key consideration in the management of the WHS, particularly in spatial planning and management decisions'.

3.48. Within the AONB designated areas of the Parish, the LLCA highlights the significance of heritage assets, buildings and landscape features to local AONB landscape character, and the ancient footpaths and lanes interconnecting them. It describes the historic small-field patterns defined by Cornish Hedges which characterise agricultural landscapes, and the small historic farmsteads comprising clusters of 18th and 19th century granite farm buildings

within those landscapes. It maps the 19 mining spoil heaps associated with the five historic mines, now overgrown and forming distinctive landscape features.

3.49. The historic village of Perranuthnoe lies within the coastal hinterland and the church of St Piran and St Michael is a particularly prominent historic landscape feature. In addition to Perranuthnoe village, the LLCA maps five areas of special heritage landscape significance within the south of the Parish and lists a range of historic sites of interest.

3.50. The LLCA also assesses the impact of modern development on the distinctive local heritage character of landscapes within southern AONB areas of the Parish, describing how 'recent development in the area and the expansion of Perranuthnoe to the east is affecting the character of the undeveloped coastal hinterland and the traditional character of historic farm and mining settlements in the area'...it raises the concern that 'dwellings within this landscape type which do not appear to relate to historic settlements have created a peppering of dwellings which detract from the character of the coastal hinterland'. The LLCA recommends that it is important to 'ensure all management and development of land across this area supports AONB policies to prevent any development that is out of character or scale and negatively affects the AONB.'



3.51. The findings of the LLCA and the issues and concerns raised in public consultation highlighted that development impact on heritage areas, assets and landscape character is a priority development planning issue in Perranuthnoe Parish. It pointed to the need for more detailed heritage landscape character assessment, in order to record and increase understanding of the special heritage attributes of Parish landscapes, identify areas of special historic significance in the Parish, and to more clearly understand threats to areas of heritage value.

3.52. Current planning provisions supporting the conservation of heritage character and historic assets within the Parish include WHS designation in the north of the Parish, AONB designation in the south, and designation of the two historic settlement areas in the Parish as Conservation Areas. Several historic buildings are also listed, and a range of sites of historic interest are recorded by the Historic Environment Service as non-designated heritage assets on the Cornwall and Isles of Scilly Historic Environment Record (HER).⁴⁸ These include historic settlement areas, buildings, mining sites, historic artefacts and sites of prehistoric interest.

3.53. The HER describes the Historic Landscape Character (HLC) of the Parish as characterised by '*medieval farmland*', *enclosed since at least the medieval period and possibly much earlier. Traditional granite Cornish Hedges border each field and define the field patterns in the landscape. Historic mining sites are scattered across the area including*

⁴⁸ Refer <https://map.cornwall.gov.uk/website/ccmap/?zoomlevel=6&xcoord=153993&ycoord=30812&wsName=ccmap&layerName=>

one of Cornwall's silver mines; these form an integral and distinctive part of the local landscape.'

- 3.54. The two heritage Conservation Areas are: the centre of Goldsithney village, designated in 1974, and the centre of Perranuthnoe village, designated in 1990. No heritage character assessments have been undertaken in the Parish by the County Council since 1990. The Parish contacted the Historic Environment Service to understand why there have not been any heritage character assessments in the Parish since 1990, and why no assessments have been undertaken outside the two village centres. The Service clarified that 'there is unlikely to be a specific reason why further assessment has not been undertaken. As a general rule Heritage Assessment in Cornwall has been undertaken in response to threat, to answer specific research questions or to support management policies. Other surveys have targeted industrial settlements or towns. Comparatively few Conservation Area Assessments have been undertaken outside of villages, principally because of the costs of undertaking them.'
- 3.55. The neighbourhood planning process provides an opportunity for the Parish to contribute time and resources to fill this vacuum. The Localism Act 2011 provides a strong basis for communities to be directly engaged in the identification of local heritage assets, and neighbourhood planning is a valuable process through which to identify areas of special local heritage significance for listing as 'non-designated heritage assets' (NDHA).
- 3.56. Heritage Landscape Character Assessment (HLCA) is a tool for understanding historic patterns of land use, how they are interconnected, and how communities connect with and value the history and cultural heritage of the area in which they live. It can be undertaken at various scales and levels of detail. The HLCA process for Perranuthnoe Parish built on the results of the LLCA, drawing on analysis of data and information from historic records⁴⁹, local knowledge and consultation, site field visits, assessment of designated landscapes, and review of planning applications and decisions, to better understand the issues and concerns raised through the consultation process.
- 3.57. The HLCA process generated a clear understanding of heritage landscapes across the Parish, and of how and why historic landscape character, historic settlement areas, buildings and features are valued by local communities. It also provided a framework for assessing development impacts on areas of heritage value, and threats to these areas. A number of areas of special local heritage significance were identified through the process, which lie outside the two designated Conservation Areas of Goldsithney and Perranuthnoe village centres. A detailed Heritage Character Appraisal (HCA) was undertaken for each of these areas, in order to identify and define the features of heritage interest and significance (attributes) of each area, assess threats to them, and to determine suitability for Local Listing. The overall HLCA and HCA process helped to increase understanding of why there is such strong public concern over the impact of development on areas and assets of local heritage value, and to identify ways in which the NP can address those concerns.
- 3.58. The HLCA and HCA provide an important baseline of information, identifying heritage areas, assets and landscape features of significance in the Parish and the characteristics which give them special local heritage significance. The published documents are important material considerations for the determination of development proposals in the Parish. The HLCA process also increased the Parish's understanding of how the Neighbourhood Plan can support more effective application of national and county planning policy provisions to

⁴⁹ Referenced through Heritage Gateway

the local Parish context, in order to support the conservation of areas and features of special local heritage significance and value for the benefit of current and future generations.

Strategic Environmental Assessment Screening

3.59. In October 2019, the Parish Council submitted the draft Neighbourhood Plan for strategic environmental assessment (SEA) screening, in line with the Environmental Assessment of Plans and Programmes Regulations 2004 and the Habitats Directive. Comments and recommendations were received from a number of statutory consultees, and a meeting was held with Cornwall Council to discuss the SEA response. The draft Neighbourhood Plan was subsequently revised to address the issues raised, and statutory consultees continued to provide valuable information and advice to enable the Parish to strengthen the information base for local area planning, and correspondingly the Neighbourhood Plan policies. Following revision of the NP, Cornwall Council issued a screening decision notice which confirms that 'Based on the scale and location of development proposed in the draft plan, Cornwall Council is of the opinion that the Perranuthnoe Parish NDP, is unlikely to have significant effects on the environment and that SEA and HRA are therefore not required. This view has been confirmed by the statutory bodies.' The SEA and HRA screening decision letter and report are appended to the Basic Conditions Statement. SEA consultees comments and recommendations and the Parish response to them, are provided in the Consultation Statement.

Pre-submission Consultation (Regulation 14)

3.60. The draft Neighbourhood Plan was approved by the Parish Council for pre-submission consultation in June 2020. The NP Steering Group organised the consultation process, with an extensive amount of work put in to develop consultation and awareness raising material and a strategy and action plan, to ensure that the consultative process was organised, publicised and executed in a way that would reach as many people as possible. Due to the limitations imposed by the Covid epidemic, an extended consultation period was allocated for pre-submission consultation, which covered a total period of 16 weeks. There were three core components to the Reg 14 process: 1: formal consultation with statutory consultees; 2: consultation with organisations with strategic interests in the Parish who may wish to comment on the NP; 3: consultation with Parish communities and local stakeholders through a variety of mechanisms. Official Response Forms were used for the Regulation 14 consultation process, and a core focus of the Parish effort was on local community consultation. Extensive work was undertaken by the Steering Group and other community volunteers to ensure that the consultation process was widely publicised, and that the public had the information needed to be able to respond clearly. Extensive feedback was received from both statutory and public consultees.

3.61. Details of the Regulation 14 consultation process are provided in the appended Consultation Statement, which also records the comments and recommendations received from consultees, alongside a summary of if and how the NP was amended to respond to those comments. The feedback received through the Reg 14 process indicated strong overall support for the NP and its policies from both statutory consultees and local communities, with valuable recommendations on ways to strengthen the Plan.

HOUSING STATEMENT

- 4.1. Perranuthnoe Parish lies within the West Penwith Community Network Area (CNA). The CNA comprises the 15 parishes of Ludgvan, Madron, Marazion, Morvah, Paul, Penzance, Perranuthnoe, Sancreed, Sennen, St Buryan, St Hilary, St Just, St Levan, St Michael's Mount and Zennor.
- 4.2. Cornwall Council's Local Plan 'Strategic Policies' document sets out the key housing targets to be met (as a minimum) through the course of the Local Plan period (2010-2030). These are presented as targets specific to towns and Community Network Areas (CNAs). Cornwall Council in their role as Local Planning Authority (LPA), calculate estimated housing targets for each Parish within the CNA, in order to ensure that the overall CNA Housing Target is met by 2030. Cornwall Council have confirmed to the Parish that West Penwith CNA is on course to achieve 130% of the Local Plan housing target by 2030 (1,299 homes).
- 4.3. Local Plan Policy 3: Role and Function of Places describes how these targets will be delivered: outside the main towns this will be through infill, rounding off, use of previously developed land and exception sites.
- 4.4. Perranuthnoe Parish has not been allocated a specific 'housing target', due to the fact that over half of the Parish lies within Cornwall's Area of Outstanding Natural Beauty (AONB), and the remaining part within Cornwall's Mining World Heritage Site (WHS). Housing targets are not allocated to AONB and WHS designated areas due to the fact that great weight should be given, under national and international regulations and plans, to conservation of the outstanding natural and heritage landscapes and assets of value within these designated areas.
- 4.5. It is important for a Neighbourhood Plan to include a 'Housing Statement'. This should demonstrate how the Plan will meet or exceed the housing target allocated for the area. Although Perranuthnoe Parish has no specific 'housing target', the Parish Council would like in this Statement to present the Parish's approach to provision of housing, and to demonstrate how the Plan can help to meet local housing needs.
- 4.6. The Parish has supported considerable housing development over recent years. Table 1 presents the 2010 to 2021 housing data provided by Cornwall Council. Between March 2010 and March 2021 in the Parish there were 96 completions, and 46 commitments (41 extant dwellings with permission and 5 under construction). Overall, in the CNA, there were 750 completions with and commitments (67 under construction and 401 not yet started).

Table 1: 2010-2021 housing data provided by Cornwall Council showing Commitments and Completions for Perranuthnoe Parish and for the West Penwith CNA

CNA	Local Plan Housing Figure	CNA Commitments	CNA Completions	Remainder of Local Plan Housing Figure
West Penwith Rural	1000	448	750	-
Parish	Adjusted pro rata rate	Parish Commitments	Parish Completions	Parish baseline Figure (pro rata of CNA remainder)
Perranuthnoe	Not Applicable	46	96	Not Applicable

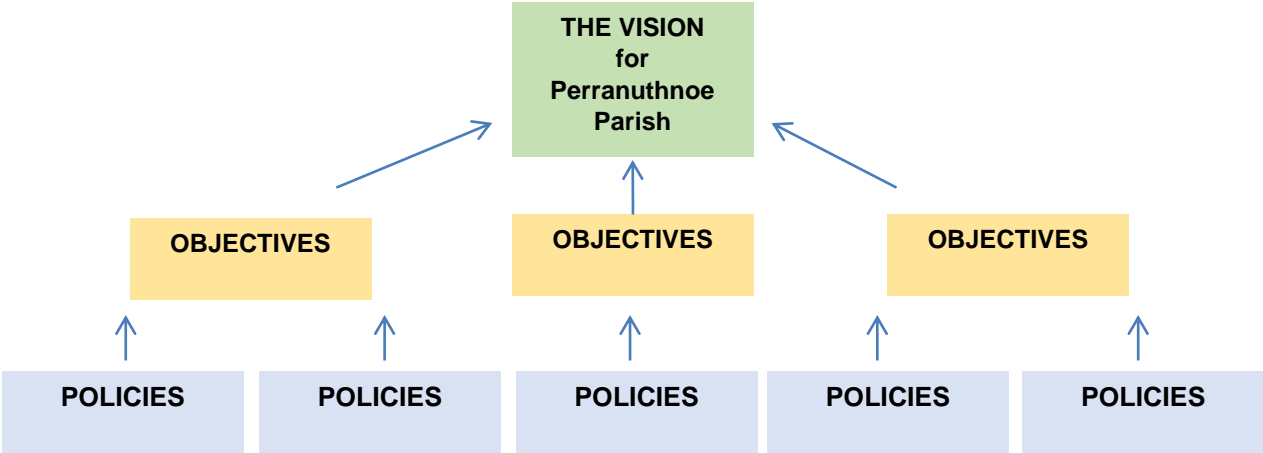
- 4.7. The Parish actively supports the provision of housing to meet local needs, and the Parish Council has a good track record of working closely with Housing Associations to deliver schemes to meet local need, including for social and affordable rent and shared ownership. The Parish has an existing stock of approximately 100 affordable and social homes to rent with a smaller number of affordable homes for low-cost ownership. A scheme of 18 affordable homes was completed in 2019 and there are a number of currently uncompleted plots for affordable homes granted permission under Cornwall Councils' 'affordable-led' planning policy. The Parish aims to continue its support for the provision of affordable housing for those most in need in the Parish.
- 4.8. Comparative housing commitments and completions data were provided by Cornwall Council for all 15 parishes in the West Penwith CNA rural area in 2019. This showed that in 2019, when commitments and completions data is considered, this Parish contributed the third highest percentage of all housing in the CNA rural area, on a par with the second highest housing contributor, Ludgvan, which is one of the largest parishes in Cornwall. Relative to its size and given the designated status of landscapes within the Parish, Perranuthnoe has provided a considerable housing contribution to the overall CNA target.
- 4.9. This level of housing development has however impacted on local villages, hamlets, assets and landscapes, with both positive and negative consequences for local communities. It has also had an impact on AONB and WHS landscapes and assets across the Parish. The NP community consultation process highlighted significant concerns over the impact which patterns (location and use-types) and forms (scale and design) of development are having on villages, hamlets, local landscapes and heritage and natural assets, and over the extent to which housing is spreading out into areas of open countryside. The local landscape character assessment (LLCA), provided detailed information and analysis which has helped to clarify the impact of housing development on the local character and outstanding quality of AONB and WHS landscapes across the Parish, with recommendations as to how development can be achieved that is more sensitive to local landscapes.
- 4.10. The NP consultative design process highlighted the need for more locally informed development planning, in order to achieve housing development that is based on a clear understanding of local housing needs, settlement areas, pressure points, areas and assets of special local value, and of how development can be achieved whilst still conserving local AONB and WHS landscape character, and assets and places of special local value.
- 4.11. The Neighbourhood Plan aims to establish a clear and transparent policy framework for the allocation of land for housing in the Parish over the life of the Plan. It aims to ensure that local housing needs can be met in a way that does not result in negative impacts on communities, settlements, designated landscapes, or assets of local value. The NP provides the local policy guidance to ensure that housing development in the Parish over the life of the Plan takes place in the most appropriate locations, meets local affordable housing needs, and is of a scale and design that is in keeping with local settlements and landscapes, so that it works positively to conserve the cohesiveness and identity of communities, the local character of AONB and WHS landscapes and settlements, and does not erode areas or assets of significant local value.
- 4.12. The Plan's Vision, Objectives and Policies have been developed based on the priority issues and recommendations arising from the stakeholder consultation process, and drawing on local data, research and detailed assessment and analysis. Core to this was assessment of likely housing needs to 2030, informed through consultation with local communities, the LPA, and relevant stakeholder groups, review of numbers on the

Homechoice register, assessment of development levels and impacts over the last 10 years, and analysis of the capacity of local facilities and services to support further growth.

- 4.13. The suite of policies within the Neighbourhood Plan establishes an integrated and locally informed development planning framework, to guide the provision of housing to 2030. This includes policies which specify where housing development would be most and least acceptable. Through these policies the Parish aims to meet priority local housing needs to 2030, support socially cohesive settlement areas, and support well-planned and locally informed development that will maintain the distinct identity of villages and hamlets, conserve assets and places of special value, and conserve the local character of AONB and WHS landscapes, for the benefit of current and future generations.
- 4.14. Development Boundaries clarify where infill and rounding off of existing settlements is supported. Specific policy provisions are provided for Affordable Housing, to support the identification and allocation of 'exception sites'. The Parish aims to ensure that affordable housing meets the needs of Parish communities, and that affordable homes are reserved for those most in need. The NP also provides clarity on where built development would be least appropriate, including through the delineation of green areas of special value to local communities as Local Green Space, and identification of the areas most at risk of coastal erosion, with the establishment of a Coastal Change Management Area.
- 4.15. The NP aims to provide the local detail and specificity necessary to support appropriate implementation of broader national and county planning policies at the local level. The integrated framework of policies in the NP will help to ensure that sustainable development planning in the Parish is based on an understanding of the local Parish context and of the communities that live here, and that it works positively to achieve long-term social, economic and environmental benefits, meeting priority local housing needs to 2030. The following sections of the NP provide further detail on how the NP can achieve this.

NEIGHBOURHOOD PLAN VISION, OBJECTIVES AND POLICIES

The following section sets out the Neighbourhood Plan Vision, Objectives and the policies to be used in decision-making on the development and use of land in Perranuthnoe Parish. The Vision outlines in a few words the overall long term sustainable development aspiration for the Parish. To achieve this Vision, the Neighbourhood Plan has a series of core Objectives. A suite of policies then lies under each Objective, and together these provide the local planning policy framework needed to achieve each Objective. The way in which the Policies work together to achieve the Objectives, which in turn work together to achieve the long-term sustainable development Vision is illustrated below.



The Vision and Objectives for Perranuthnoe Parish Neighbourhood Development Plan

Vision: Perranuthnoe Parish-a special place to live, work and visit

The Neighbourhood Plan is based on an understanding of what makes Perranuthnoe Parish such a special place in which to live, work, and visit. Through this Plan, the Parish aims to achieve well-informed development planning, based on an understanding of the area and what people value. It will enable Parish communities to get the types and levels of development needed, ensure development is resilient and sustainable, and will protect natural and heritage assets, the valued local character of settlements and hamlets, and the outstanding scenic beauty of landscapes, recognising their importance on a local, national and international scale.

Perranuthnoe Parish Neighbourhood Plan Objectives

Objective 1 Community Welfare: To ensure that sustainable development in the Parish supports robust local communities, with a pride in their Parish, able to enjoy its many assets, whilst acting as custodians for future generations.

Objective 2 Housing and Temporary Accommodation: To ensure that the housing and accommodation needs of Parish communities are met and that the Parish maintains the distinct identity of villages and hamlets, avoiding further coalescence between them and maintaining the open space character of landscapes around them.

Objective 3 Building Design and Landscaping: To ensure that the design of new and replacement buildings in the Parish, and of modifications to existing buildings, results in developments that are well integrated into their surroundings, and which contribute to the valued local character of landscapes and settlements.

Objective 4 Natural Landscapes and Biodiversity: To protect the outstanding natural beauty of landscapes and to ensure that development across all parts of the Parish supports the conservation of biodiversity and geo-diversity, enhancing ecosystem integrity and strengthening climate change resilience.

Objective 5 Heritage Character and Assets: To safeguard heritage assets, historic landscapes and areas of traditional settlement character across the Parish for current and future generations, recognising their international, national and local significance.

Objective 6 Economy and Business: To support sustainable businesses that contribute to thriving communities and to a pattern of economic development that works positively to sustain valued assets and landscape character across the Parish.

Perranuthnoe Parish Neighbourhood Plan Policy Framework

The Neighbourhood Plan (NP) provides the policy framework to support locally-informed and well thought-through planning, to help achieve patterns of development that are sustainable. It will help to ensure that development works positively for local communities and local businesses, is environmentally sensitive, and that it recognises and conserves the special, valued characteristics of Parish landscapes, settlements and natural and heritage assets.

The vision, objectives and policies in the Plan have been designed through an extensive research and consultation process over the last six years, to address the development planning needs and priorities identified by Parish communities, with advice and input from public-sector agencies, professional organisations and other stakeholder groups.

The policies work together to achieve the Objectives, they are mutually supportive and should be used alongside each other as part of an integrated approach to sustainable development planning in the Parish. Effective implementation of the NP policies will help to ensure that development is tailored to fit the local context, and that it reflects the special characteristics and qualities of this Parish, for the benefit of current and future generations.

The NP adopts a presumption in favour of sustainable development. The definition of 'sustainable development' referred to throughout the NP is that agreed internationally by the United Nations General Assembly⁵⁰; it is development which aims to 'meet the needs of the present without compromising the ability of future generations to meet their own needs.'⁵¹ The NP follows the UK planning system's sustainable development framework⁵², which has three overarching sustainability objectives: social, economic and environmental. Consideration of sustainability cuts across all policies in the NP, supporting an integrated development planning approach that can build long-term community, economic and ecosystem resilience. The NP provides the local planning framework to secure net gains across each of these elements of sustainability.

A rural coastal parish, located within Cornwall's Area of Outstanding Natural Beauty (AONB) and World Heritage Site (WHS), the social, environmental and economic value of the Parish's natural and heritage resource base has emerged as a key planning issue. The results of public consultation and baseline assessments highlight significant concerns over the negative impact which types and patterns of development are having on natural and heritage assets across the Parish. National and county policies and regulations should afford strong protection to the AONB and WHS, however there is concern that, in practice, development planning decisions are not currently giving due weight or consideration to conserving these valued areas, and are not based on a clear understanding and appreciation of areas, assets and features of special local value and significance. Consequently, landscapes and assets of significant value to the Parish, and to the AONB and WHS, are increasingly being lost or damaged through insensitive or ill-informed development.

In NP consultations, Parish communities repeatedly stressed that development has a long-term impact, and that it is vital that decision-making on development proposals is based on a clear understanding of the local context, and on assessment of development impacts on people and places. There is concern that currently generic county policies are not being applied appropriately to the local context, leading to ad-hoc and sometimes intrusive development patterns and styles, with associated detrimental impacts for communities, valued assets and landscapes.

The policies in this Plan have been developed to 'reflect and respond to the unique characteristics and planning context' of the Parish, in line with national Planning Practice Guidance. They add detail, clarity and specificity to generic county and national policies, so that these can be applied effectively to the local Parish context, and so that decision-making is based on knowledge and understanding of the area, communities' needs, and of sites and assets of significant local value.

The NP policy framework includes a mix of criteria based, site specific and principle-based policies. These have been designed to provide adequate detail to enable clear and well-informed planning, without being prescriptive. This follows the guidance in the NPPF which states that plans should 'contain policies that are clearly written and unambiguous, so it is evident how a decision maker should react to development proposals'⁵³. The NP policies will

⁵⁰ enshrined in the 17 international Sustainable Development Goals (SDGs) to be achieved by 2030

⁵¹ Report of the World Commission on Environment and Development: Our Common Future, (the Brundtland Report)

⁵² as specified in the NPPF (paragraphs 7 & 8) and reflected in the CLP Vision and Objectives, page 11

⁵³ NPPF paragraph 16(d)

help to reduce ambiguity in the use and application of national and county planning policies at the local level.

Within the main Neighbourhood Plan document, the 'Justification and Evidence Base' for each NP policy is presented alongside it. This highlights how the policy aligns with and supports implementation of higher-level national and county policies and regulations; responds to the results of public consultation and baseline studies; and why the policy is needed. Each NP policy supports the implementation of a wide range of county and national planning policies, including: the Cornwall Local Plan and associated supplementary planning documents; the AONB Management Plan; Mining WHS Management Plan; the Cornwall and Isles of Scilly Shoreline Management Plan; the National Planning Policy Framework and associated national planning rules, regulations and guidelines. The level of analysis which has been undertaken to ensure alignment with this broad and sometimes complex national and county policy framework has resulted in a lengthy Plan.

The following document extracts solely the Plan's Vision, Objectives and Policies. It aims to provide a more easily navigable document for day-to-day decision-making on development planning in the Parish.

As outlined in the NPPF, 'once a neighbourhood plan has been brought into force, the policies it contains take precedence over existing non-strategic policies in a local plan covering the neighbourhood area, where they are in conflict; unless they are superseded by strategic or non-strategic policies that are adopted subsequently'⁵⁴.

It is hoped that use of the local policy framework outlined in this Neighbourhood Plan for development planning in this Parish, will contribute to the achievement of a key aspiration of the Cornwall Local Plan which is to 'protect what we know is special while taking responsibility to shape future development positively, for all our residents and visitors'⁵⁵.

⁵⁴ NPPF paragraph 30

⁵⁵ Cornwall Plan page 11 paragraph 1.15

PERRANUTHNOE PARISH NEIGHBOURHOOD PLAN POLICIES

OBJECTIVE 1: Community Welfare (CW)

To ensure that sustainable development in the Parish supports robust local communities, with a pride in their Parish, able to enjoy its many assets, whilst acting as custodians for future generations.

POLICY CW 1: Community Assets and Facilities

Intent: To ensure that development planning considers the social value of buildings or land which provide an important community support function. In line with Cornwall Local Plan policy 4, loss of provision will only be acceptable where it is demonstrated that the facility is not needed, is unviable or is/can be re-provided in a similarly accessible location.

Policy CW1: Community Assets and Facilities

Development proposals for the change of use of buildings and / or land that currently provide an important community support function will only be supported where they are in accordance with Cornwall Local Plan policy 4.

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

The Parish has a number of buildings and land areas which currently provide an important community welfare and support function. These include St Piran's Hall, the playing fields and playground area, St Piran and St Michaels Church and the associated church room, Goldsithney Methodist Chapel, Goldsithney Cricket Club, Public Houses, allotments, public toilets and car parks.

This policy aims to ensure that when proposals are made for the change of use of land or buildings which serve an important community function, their social value is recognised. Development planning should work positively to maintain and enhance community facilities, taking into consideration the potential needs of both current and future generations.

Alignment with County and National Plans, Guidelines and Frameworks

The Cornwall Local Plan (CLP) provides guidance to help define community facilities and their importance stating that:

Paragraph 1.80: Community facilities are essential for local residents. They also impact on the health and wellbeing of communities. Any growth in jobs and homes needs to be supported by adequate infrastructure provision, this includes community facilities. It is important that these facilities and services are accessible to all.

Paragraph 1.81: The definition of community facilities is wide ranging and includes public services, community centres and public halls, arts and cultural facilities, policing, fire and ambulance services, health and education facilities, public houses, public toilets, youth centres, nurseries, libraries, leisure centres, allotments, playing fields, social care facilities including day centres, places of worship and services provided by the community and voluntary sector.

CLP policy 4: Shopping Services and Community Facilities specifies that: 'Community facilities and village shops should, wherever possible, be retained and new ones supported. Loss of provision will only be acceptable where the proposal shows:

- a. no need for the facility or service;
- b. it is not viable; or

c. adequate facilities or services exist or the service can be provided in locations that are similarly accessible by walking, cycling or public transport.'

National Planning Policy Framework (NPPF)

NPPF paragraphs 84 and 93 underline the importance of retaining accessible local services and community facilities, and of planning positively for the provision and use of shared spaces. The following NPPF paragraphs are of particular relevance:

NPPF paragraph 84: 'Planning policies and decisions should enable:

d) the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.

NPPF paragraph 93: To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;

POLICY CW 2: Public Rights of Way

Policy Intent: This policy recognises the core importance of Public Rights of Way (PRoW) for community health and wellbeing. It aims to ensure that due consideration is given to the potential impact of development on both access to and enjoyment of them.

Policy CW2: Public Rights of Way

1: Development and land-use change should not have an adverse impact on public access to use or enjoyment of Public Rights of Way (PRoW)

2: Within the AONB and WHS, development proposals are encouraged to consider impacts on the public visual amenity value of PROW, and to ensure that development works positively to conserve the natural and local heritage character of the setting of PROW. Non designated heritage assets on PROWs, such as granite styles, waymarks or granite gate posts will be protected in accordance with national policy

3: To protect the character and setting of public rights of way (PRoW), buildings should be set-back on the plot and not include any visually intrusive features, such as extensive lighting or glass frontage facing the PROW. Fencing and plot boundary features should give due consideration to the local character of the setting

4: A strong priority is placed on continuance of the south-west coast path along the coastline; development and land-use change proposals should align with the provisions of Policy NLB2 and should ensure that sufficient land area is allocated to allow space for the coast path to roll-back as the coast erodes

5: Opportunities to create new footpaths and cycle-ways, which can connect into the existing network will be supported, recognising the importance of the PROW network for long-term community health and well-being, and carbon efficient travel

Policy Map CW2: Footpaths and bridleways in Perranuthnoe Parish⁵⁶



Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Public consultation for the NP highlighted the importance of the local network of footpaths and bridleways in enabling people to enjoy the natural and heritage landscapes of the AONB and WHS, and for public health and well-being. The Parish has 44 PROW including a mix of footpaths, bridleways, tracks, lanes and cycleways. All are regularly used by local residents. PROW and the spectacular views from them are also important to the local tourism industry. In particular, the SW coast path and footpaths connecting to it are one of the key attractions for visitors to this area, bringing with them economic benefits for local businesses both within and outside this Parish. PROW provide access to the beach, coves, villages, hamlets, fields and woodlands and connectivity between villages and hamlets. Many of the paths are rooted in the farming and mining heritage of this area. Responses from public consultation also pointed to a desire for the establishment new footpaths, cycleways and bridleways, in particular to link the Parish to Marazion and to connect with St Hilary School.

There is significant local concern over the impact of development on peoples' enjoyment of PROW, in particular where development is permitted which due to its scale and design is physically overbearing on footpaths, or is visually intrusive on iconic views from them. The increasing trend for large and incongruous development within coastal AONB areas of the Parish was highlighted as being of particular concern, detracting from local 'sense of place' and on peoples' enjoyment of views of local landscapes from PROW. Within the WHS, concerns focussed on the extent of new housing development, and the lack of consideration given to the

⁵⁶ This map has been taken from Cornwall Council's online mapping service. Public rights of way are also indicated on Ordnance Survey Map Land Ranger 102: Land's End

impact of housing on the people's enjoyment and use of PROW. There is a strong feeling that planning should not just consider the legalities of whether a development will prevent access to a PROW, but also the impact of development on public 'convenience and enjoyment of' PROW. There is concern that currently decision-making on development proposals does not appear to give any consideration to this. Of particular concern are cases where development blocks or significantly alters iconic views from PROW, or impinges on the designated natural and heritage character of the landscapes surrounding them.

The Local Landscape Character Assessment (LLCA) describes the network of footpaths, bridleways, public rights of way and byways across all areas of the Parish and the value of them to local people. It describes how 'these public rights of way follow historic routes connecting the settlements with the mines, and historic farms' and how 'an extensive network of footpaths create links to the coast, and inland' which are 'very popular for recreation, both with local residents and visitors to the area.' The LLCA describes 'the stunning open extensive views along the coast from the majority of the footpaths in the AONB', highlighting the relevance of this to the fact that many of the footpaths within the AONB area have the highest gold status.

Alignment with County and National Plans, Guidelines and Frameworks

Countryside and Rights of Way Act [CROW] 2000 places specific obligations on local authorities in relation to rights of way and Areas of Outstanding Natural Beauty (AONB). Section 85 states: 'In exercising or performing any functions in relation to, or so as to affect, land in an Area of Outstanding Natural Beauty, a relevant authority shall have regard to the purpose of conserving and enhancing the natural beauty of the area.'

National Planning Policy Framework (NPPF)⁵⁷

The following provisions in the NPPF are relevant to this policy:

Paragraph 92: 'Planning policies and decisions should aim to achieve healthy, inclusive and safe places which: c) enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.'

Paragraph 100: Planning policies and decisions should protect and enhance public rights of way and access, including taking opportunities to provide better facilities for users, for example by adding links to existing rights of way networks including National Trails.

Paragraph 104 c: 'opportunities to promote walking, cycling and public transport use are identified and pursued'

Paragraph 106 d): 'provide for attractive and well-designed walking and cycling networks with supporting facilities such as secure cycle parking (drawing on Local Cycling and Walking Infrastructure Plans);

Paragraph 174: Planning policies and decisions should contribute to and enhance the natural and local environment by: c) maintaining the character of the undeveloped coast, while improving public access to it where appropriate;

Cornwall Local Plan (CLP)

The following provisions in the CLP are relevant to this policy:

CLP Policy 16 'Health and Wellbeing': 'To improve the health and wellbeing of Cornwall's communities, residents, workers and visitors, development should Maximise the opportunity

⁵⁷ 2019 revised

for physical activity through the use of open space, indoor and outdoor sports and leisure facilities and providing or enhancing active travel networks that support and encourage walking, riding and cycling.’

One of the indicators for measuring the level of achievement of Policy 16 is ‘the Net amount of formal open spaces and travel networks provided by type including: Recreation grounds, parks and gardens, play space, sports pitches, footpaths and cycle paths.’

CLP Policy 25: ‘Green Infrastructure’: The existing green infrastructure network in Cornwall, which is important to recreation, leisure, community use, townscape and landscape quality and visual amenity will be protected and enhanced.’

This NP Policy provides the local policy direction to support the implementation of CLP Policies 16 and 25 in the Parish.

The AONB Management Plan 2022-2027 recognises the importance of footpaths for public access to and enjoyment of AONB landscapes and assets. AONB MP RSA Objective 2 is to: Support partners in maintaining footpaths and bridleways in good condition, including the South West Coast Path, circular routes, cross county trails and connections to AONB settlements.

The following AONB Management Plan policies are relevant to this Neighbourhood Plan policy:

AONB Management Plan Policy PD P1: All development within the AONB will be required to adopt a “landscape-led” approach as set out within this document in order to conserve and enhance the natural beauty of the AONB. This approach will provide for the statutory protection of the AONB landscapes and will deliver the policy requirements that stem from this. Development proposals within the AONB landscape will be required to demonstrate a contextual understanding and response to the unique and characteristic attributes of the site and its setting and to demonstrate how the proposed development positively responds to these in conserving and enhancing the designated landscape.

SCW P4: Support the characteristic inclusion of local materials and vernacular design in new development, public realm, highways work, and public rights of way infrastructure using granite, serpentine, gabbro and schists as appropriate to reflect the varied geodiversity of this section.

2022 -2030 Strategy for Cornwall’s Historic Environment

This Neighbourhood Plan policy supports the following objectives of the Strategy:

Objective 18: Support greater protection of rural historic landscape and heritage assets, such as Cornish hedges and network of stiles

Objective 54: Contribute to place-making and regeneration, in strategic, neighbourhood and master planning, and through formal planning processes and development management

Cornwall Countryside Access Strategy was written in 2007 and is the first strategic plan that Cornwall has had for the management and development of access to the coast and countryside. The Strategy recognises that ‘Cornwall has an outstanding coastline and countryside of nationally and internationally renowned importance. Access to this resource is recognised as an essential part of the lives of the people who live here. It provides a cultural connection and an enormous sense of well-being, together with benefits to health and is a largely free, recreational resource. It is also recognised as one of Cornwall's most important tourism assets, which attracts visitors to the county, providing economic benefits through underpinning jobs and investment.’

The document highlights that Cornwall Council has a statutory duty to produce a Rights of Way Improvement Plan (ROWIP), and includes guidance on a broad range of environmental and heritage issues relevant to countryside access in Cornwall.

Cornwall Countryside Access Forum (CCAF) advise the Council on matters relating to countryside access. The Cornwall Countryside Access Forum (CCAF) is an independent body set up by Cornwall Council under the Countryside and Rights of Way Act 2000 (CROW) to advise on making the countryside more accessible and enjoyable to the public for open air recreation, in ways which address social, economic and environmental interests.

The Green Infrastructure Strategy for Cornwall specifically recognises the importance of multi-use trails as part of the 'planned network of green spaces and inter-connecting links designed, developed and managed to meet the environmental, social and economic needs of the surrounding area'. It states that 'green infrastructure provides many benefits for local people including areas for exercise, relaxation and play, wildlife areas, flood alleviation, food and fuel production and sustainable transport links. Improving and protecting these assets is a key aspect of planning in Cornwall.'

Cornwall's Environmental Growth Strategy is a material consideration for Planning. This NP policy supports the following Target Outcomes of this Strategy:

TO1 – "People are connected with Cornwall's nature and culture,"

1a) - Urban and rural landscapes that are designed to support local access for communities to enjoy and experience nature.

TO2 – "Cornwall is a happy healthy place to be,"

2c) Communities where homes and healthy workplaces are connected by green infrastructure to support healthy, active lives and transportation.

2e) Opportunity, ability, and access to outdoor spaces for education, exercise and recreation.

Enhancing paths and access to nature also fits with the overall principle of environmental growth (going beyond protection of existing access to increasing and improving it).

Cornwall Maritime Strategy is a material consideration for Planning. This NP policy supports the following Target Outcomes and Objectives of this Strategy:

Target Outcome D: "Cornwall has happy, safe and vibrant coastal communities that have a strong relationship with the sea and coastal environment".

Objective D3) Promote coastal access to beach and water for visitors and residents of all ages, abilities and socio-economic backgrounds,

Objective D4) promote coastal walking and cycling as a means of healthy and enjoyable transport.

Target Outcome F: "Cornwall's coastal communities are better connected through sustainable low carbon transport."

Objective F2) Seek solutions to better connect people with waterfront land, beaches, the sea and estuaries and their associated activities,

Objective F3) Seek to ensure that coastal communities are better connected with each other and with employment centres, particularly by walking, cycling and public transport routes,

Objective F6) Deliver measures to enhance, promote and support the sustainable use of the south-west coast path, adjacent land, coastal public open spaces and beaches, for example by improving public transport connections and preparing for sea-level rise and increased risk of coastal erosion.

In 2019 Cornwall Council developed a Climate Change Action Plan, which aims to create 'conditions for change through direct action and a new form of place-based leadership for Cornwall to become net carbon neutral'. The Council has set a target for the county to become carbon neutral by 2030. The Climate Emergency Development Planning Document (DPD)

provides climate change adaptation guidance to support this. The Climate Change Action Plan outlines that Cornwall Council will undertake a Facilitating Programme to try to influence wider change in Cornwall, this includes 'delivery of a Cornwall-wide walking and cycling trails network' (Action Plan point 7.5 page 39). This NP Policy contributes directly to that objective, safeguarding public rights of way and encouraging use of walking and cycling trails.

Maintenance of PROW and the importance of partnership with the Ramblers Society

The Ramblers Society currently undertake important work in the Parish and have recently reinstated valued historic paths. The Parish Council and community groups work in partnership with the Ramblers society to ensure that all PROW are well maintained. The Parish Council has an appointed Councillor responsible for PROW. Members of the community help to maintain footpaths to keep them clear and accessible. Where support is needed from Cornwall Council such as for signage or for the creation of new paths and bridleways the Parish Council works with the Ramblers Society to request the support of Cornwall Council.

The Parish places a strong priority on ensuring that the network of PROW stays open and accessible. It should be recognised however that the Town and Country Planning (General Development Procedure) Order 1995 (S.I. 1995/419) allows, in exceptional circumstances, for local authorities or central government to close or divert a PROW. In either case a notice must be published in a local paper and also placed at both ends of the path, and at least 28 days must be allowed for objections. Path diversions should not take place if the new route will be substantially less convenient to the public than the existing one, and account must also be taken of the effect which the diversion may have on public enjoyment of the path as a whole.

Government advice on this subject is provided by DEFRA⁵⁸ which states that:

'7.2 The effect of development on a public right of way is a material consideration in the determination of applications for planning permission and local planning authorities should ensure that the potential consequences are taken into account whenever such applications are considered.'

7.10 The Town and Country Planning (General Development Procedure) Order 1995 (S.I. 1995/419) states that development affecting a PROW must be advertised in a local newspaper and by posting a notice on the site (this is entirely separate from any notices and advertisements required when making and confirming a subsequent extinguishment or diversion order).

7.11 The grant of planning permission does not entitle developers to obstruct a public right of way. It cannot be assumed that because planning permission has been granted that an order under section 247 or 257 of the 1990 Act, for the diversion or extinguishment of the right of way, will invariably be made or confirmed. Development, in so far as it affects a right of way, should not be started and the right of way should be kept open for public use, unless or until the necessary order has come into effect. The requirement to keep a public right of way open for public use will preclude the developer from using the existing footpath, bridleway or restricted byway as a vehicular access to the site unless there are existing additional private rights. Planning authorities must ensure that applicants whose proposals may affect public rights of way are made aware of the limitations to their entitlement to start work at the time planning permission is granted.

⁵⁸ Refer Section 7 of Defra's Rights of Way Circular 1/09

POLICY CW 3 Local Green Space

Policy Intent: To achieve development planning which recognises and conserves areas of green space that are of special significance to local communities.

Policy CW3: Local Green Space

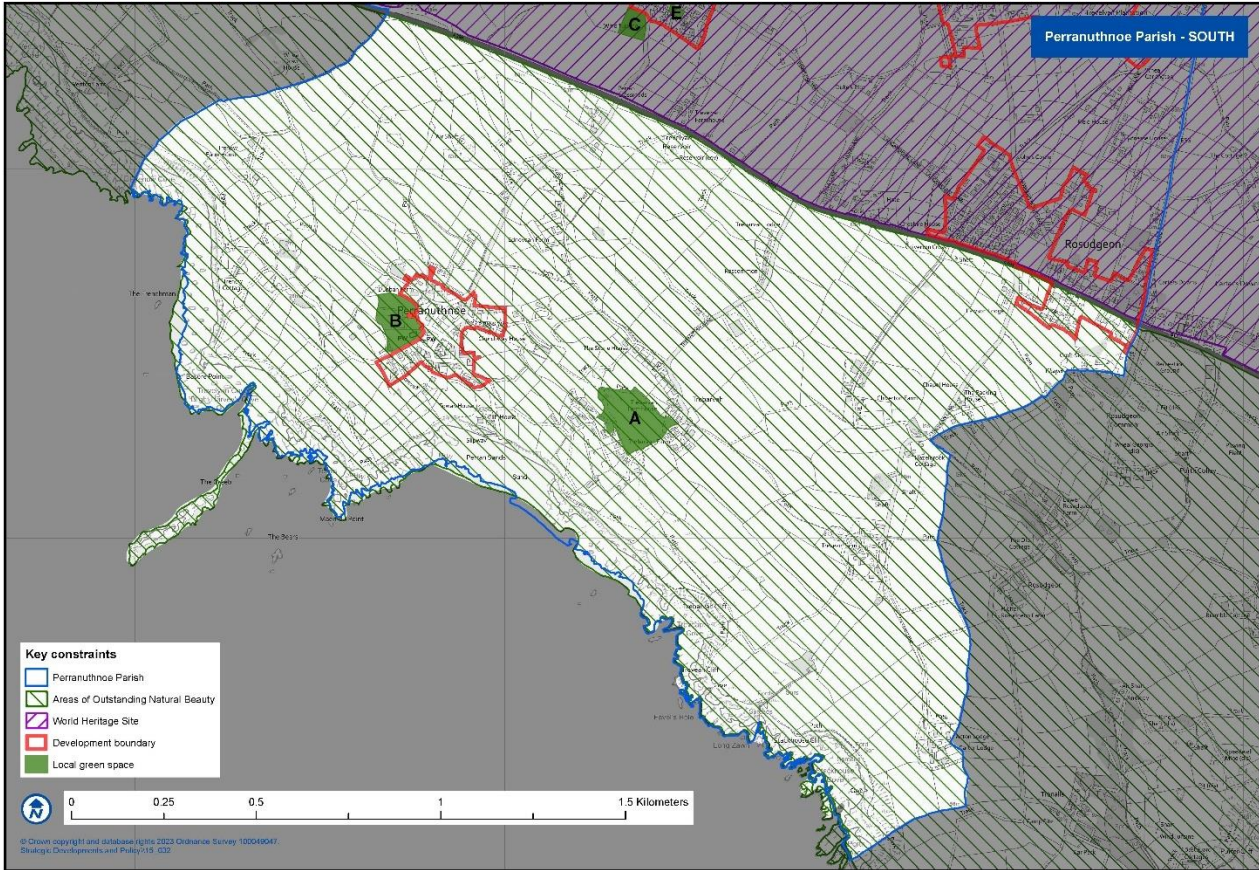
Policy Maps CW3i and CW3ii outline the areas designated for protection as ‘Local Green Space’ (LGS), in recognition of their significance as areas that are demonstrably special to Parish communities. The designated LGS areas are as follows:

- Area A: Churchway and Wheal Trebarvah Green space
- Area B: St Michael & St Piran Church Graveyard Green space
- Area C: St Piran’s Field, South Road
- Area D: Goldsithney Cricket Field
- Area E: Green, Collygree Parc, Goldsithney

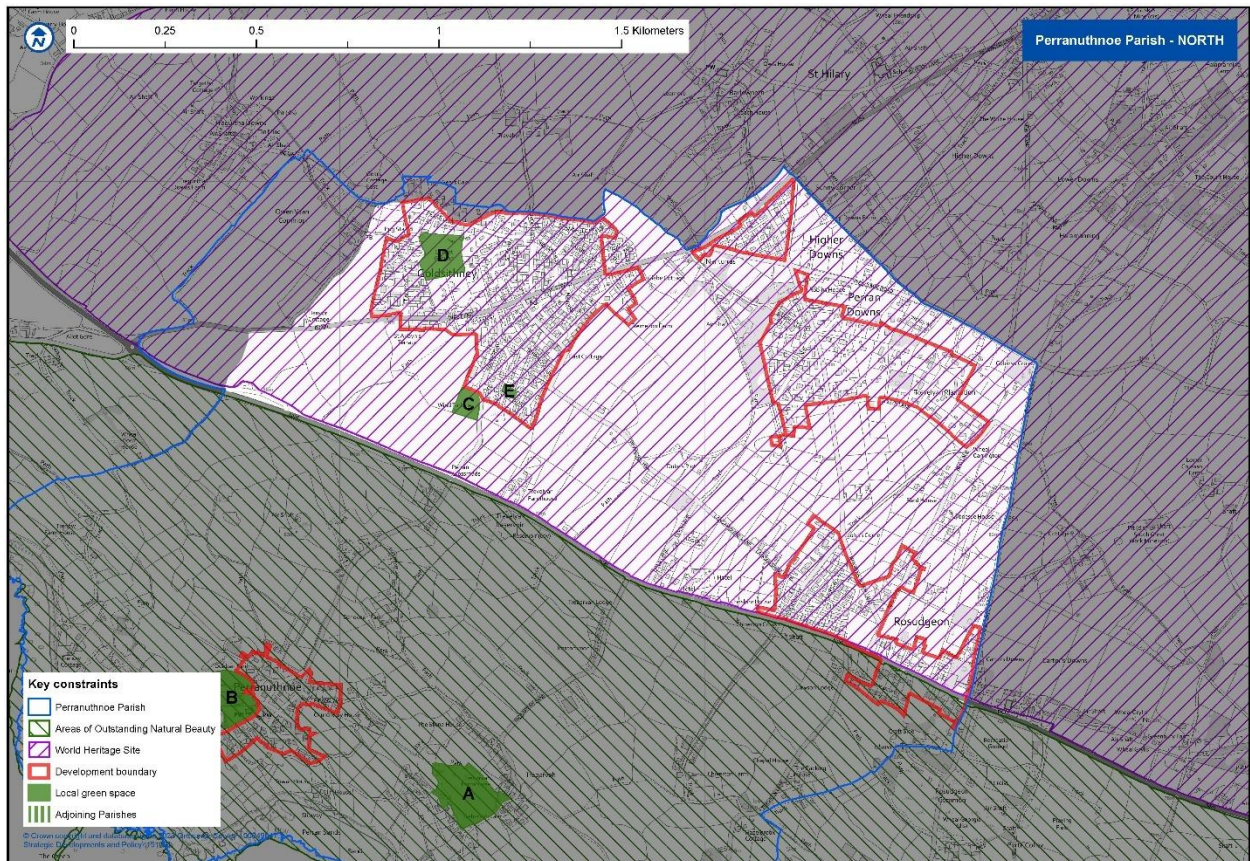
Inappropriate development* will not be supported except in very special circumstances.

* Ref paragraphs 103 and 147 of the NPPF 2021

Policy Map CW3i: Designated ‘Local Green Space’ areas in the south of the Parish



Policy Map CW3ii: Designated 'Local Green Space' areas in the north of the Parish



Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Public consultation highlighted the importance of green spaces and landscapes to local communities. The significance of these areas, and the reasons they are valued, varies, including for recreation, sport, social interaction, growing food (allotment areas), their heritage significance, educational value, natural beauty, importance for wildlife, visual amenity and local 'sense of place', as inspiration for artisans and local businesses, open space characteristics, tranquillity and the way in which they contribute to community life. Many areas are valued for a combination of these elements.

The results of public consultation pointed to significant local concern over the negative impact which development is having on green spaces of community significance, and on people's use and enjoyment of these areas. There is concern that currently there is no, or weak, recognition of these areas within development planning, and that decision-making on development proposals is being made without the local information and knowledge necessary to achieve positive, long-term, sustainable development planning that will work to conserve green areas of core importance to Parish communities. The NP is seen as an opportunity to fill this vacuum.

A consultative assessment and audit process was undertaken to identify priority areas for potential designation as LGS, and to assess the valued attributes of areas valued by local communities, against NPPF criteria following national and county guidelines. An outline of the assessment process, the results of public consultation, LGS Audit Forms for each area and, maps of the LGS areas are provided in the LGS Assessment and Appraisal document appended to this Neighbourhood Plan.

The NPPF specifies in paragraph 102 that: The Local Green Space designation should only be used where the green space is:

- a) in reasonably close proximity to the community it serves;
- b) demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
- c) local in character and is not an extensive tract of land.

The NPPF does not define what qualifies as ‘close proximity’ or ‘extensive tract of land’. However, Natural England’s Accessible Greenspace Standards provides a useful guide, suggesting that ‘close proximity’ can be defined as within 1.25 miles and an ‘extensive tract of land’ can be defined as over 20 hectares (50 acres).

This LGS policy does not attempt to identify every green area of local importance in the Parish. AONB and WHS designation should afford strong grounds for conservation of green landscapes and assets across the Parish. Within the AONB, conservation of the natural beauty of Parish landscapes is a priority planning consideration. Within the WHS, the outstanding universal value (OUV) of Parish landscapes is related directly to the small field systems and the historic character of the remaining areas of Trevelyan Plantation

All of the areas designated for protection as Local Green Space in this policy meet the criteria outlined in the NPPF. All sites are located in close proximity to the local community; are local in character; not extensive tracts of land (not over 20 hectares); and are demonstrably special to the local community.

The following table outlines why each of the LGS areas is demonstrably special to local communities. Further detail on each area is provided in the Audit Forms, within the appended LGS Assessment and Appraisal document.

Site	Name	Demonstrably Special to the local community					
		Beauty	Recreation / Social Value	Historic / Heritage Significance	Wildlife / Nature Significance	Aesthetic / PAV*	Tranquillity
A	Churchway and Wheal Trebarvah Green space	✓	✓	✓	✓	✓	✓
B	St Michael & St Piran Church Graveyard Green space	✓	✓	✓	✓	✓	✓
C	St Piran’s Field, South Road		✓			✓	
D	Goldsithney Cricket Field		✓			✓	
E	Green, Collygree Parc, Goldsithney		✓			✓	

* PAV = Public Amenity Value

Defining these areas as Local Green Space gives official recognition to their local significance. The Parish Council will support LGS landowners in conserving and enhancing the characteristics that led to their selection. For example, LGS areas will be prioritised for any initiatives or funding which becomes available to support sustainable agriculture, biodiversity conservation, or the conservation of heritage features.

The NPPF LGS selection criteria are strictly applied and the Neighbourhood Plan Examiner will only accept an LGS designation if they feel that the area 'holds a particular local significance' and is 'demonstrably special to a local community'. Some of the areas originally proposed for designation in the draft Neighbourhood Plan were not accepted by the Examiner as having the characteristics necessary for LGS designation. Her Examination Report provides her assessment and explains the grounds on which she did not accept these areas. She states: 'Whilst I accept that these areas contribute significantly to the landscape setting of the parish, (this has been well documented in the landscape assessments submitted with the plan) I do not consider they meet the tests to be designated as LGSs. I understand that the community may be disappointed by my decision however it should be noted that all the areas I have excluded from designation do benefit from considerable policy protection provided either from being located within the AONB or WHS'

Alignment with County and National Plans, Guidelines and Frameworks

National Planning Policy Framework (NPPF)

Design of this NP policy and identification of LGS areas has followed the criteria outlined in the NPPF and process specified in national / county guidelines.

NPPF paragraph 101 specifies that: 'The designation of land as Local Green Space through local and neighbourhood plans allows communities to identify and protect green areas of particular importance to them. Designating land as Local Green Space should be consistent with the local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services. Local Green Spaces should only be designated when a plan is prepared or updated, and be capable of enduring beyond the end of the plan period.'

NPPF paragraph 102 outlines the requirements for LGS designation, as listed above. All LGS areas in this NP policy meet those requirements.

The Cornwall Local Plan (CLP) recognises the importance of green spaces to local communities. It also recognises the importance of the county's 'green infrastructure', as 'a vital element of sustainable communities and...part of the delivery of Cornwall's Environmental Growth Strategy.' CLP paragraph 2.191 specifies that 'green infrastructure planning requires an ecosystem services approach to understanding the value of creating and maintaining green spaces and corridors to provide opportunities for recreation, walking and cycling, increasing biodiversity and taking benefit from our natural environment without depleting it.' This NP policy supports delivery of the following CLP policies:

Policy 16: Health and wellbeing, in particular sections:

5. Encourage provision for growing local food in private gardens which are large enough to accommodate vegetable growing or greenhouses or through the provision of allotments; and
6. Provide flexible community open spaces that can be adapted to the health needs of the community and encourage social interaction.

It also supports all components of Cornwall Local Plan Policy 25: Green Infrastructure, which specifies that: 'The existing green infrastructure network in Cornwall, which is important to recreation, leisure, community use, townscape and landscape quality and visual amenity will be protected and enhanced. Development proposals should contribute to an enhanced connected and functional network of habitat, open spaces and waterscapes by:

1. Retaining and enhancing the most important environmental infrastructure assets and connections that contribute to the functionality of networks of ecosystems and our Strategic Environmental Infrastructure Network in their existing location; and
2. Demonstrating that all the functional environmental infrastructure and connections have been taken into account in the design of the scheme or site layout, including impacts on ecosystem services; biodiversity; coastal processes and recreation within and near to the application site and show how this understanding has positively contributed to place making and influenced the proposal; and
3. Providing appropriate buffers to natural spaces that have community, biodiversity and heritage significance; and
4. Restoring or enhancing connectivity for nature and people through the site and linking to adjacent sites or green routes, helping to provide better links between urban and rural landscapes and coastal areas, creating accessible and attractive places for communities to make regular contact with the natural environment; and
5. Providing accessible and good quality open space and where applicable improved access to coastal space; and
6. Providing clear arrangements for the long-term maintenance and management and/or enhancement of the green infrastructure assets.

By affording protection to key areas of local green space NP policy CW3 also contributes directly to Cornwall's Environmental Growth Strategy (EGS), in particular to EGS Target Outcomes 1, 2, 3, 5, 6,8, 9 and 10.

Cornwall Council's Climate Change Action Plan aims to create 'conditions for change through direct action and a new form of place-based leadership for Cornwall to become net carbon neutral'. Local Green Space areas will provide opportunities for communities to increase sustainable local food production, and public outdoor recreational spaces will support community health and wellbeing in a way that is carbon neutral. The proximity of Local Green Spaces to communities will help to reduce the need for people to drive to places for recreation.

AONB Management Plan 2022-27

The AONB MP recognises the importance of green infrastructure as core to the AONB's landscape led approach to development planning. Policy PD P6 is to 'Support appropriate characteristic green infrastructure within built development and the wider landscape, where this would follow the required landscape-led approach required for the AONB.'

Landscape and Visual Impact Assessment (LVIA)

Conservation of the 'public visual amenity value' of green areas of special significance should be a core consideration within planning. It is especially important in areas designated for their scenic beauty, and where green landscapes form part of local designated characteristics, as is the case with AONB and WHS landscapes in the Parish. LVIA is a tool that can provide important guidance for both the conceptualisation and design of developments and for decision-making on development proposals. It increases understanding of the effects of proposed development on the landscape and visual amenity of an area.

The Parish encourages use of LVIA wherever development may impact on public enjoyment of LGS. National guidance by the Landscape Institute states that LVIA should be undertaken at the scale proportionate to the development proposed, and as set out in their best practice guidelines. <https://www.landscapeinstitute.org/technical/glvia3-panel/> These guidelines outline that in prominent sites, even if a development is not considered to require EIA, some form of LVIA may be required if it has the potential to affect the landscape. When undertaking such an appraisal GLVIA3 should be followed (refer Chapter 1 p4 GLVIA 3rd Edition).

POLICY CW 4: Principal Residency

Policy Intent: To support sustainable and robust communities by ensuring that any new buildings provide homes for local residents. This policy applies to the area of the Parish most severely impacted by the loss of housing to second homes and holiday lets.

Policy CW4: Principal Residency

Due to the current and latent impact upon the local housing market of the uncontrolled growth of dwellings used for holiday accommodation (as second or holiday homes) in the area shown on Policy Map CW4, new open market housing, excluding replacement dwellings, will only be supported where: there is a restriction to ensure its occupancy as a principal residence. Sufficient guarantee must be provided of such occupancy restriction through the imposition of a planning condition or legal agreement.

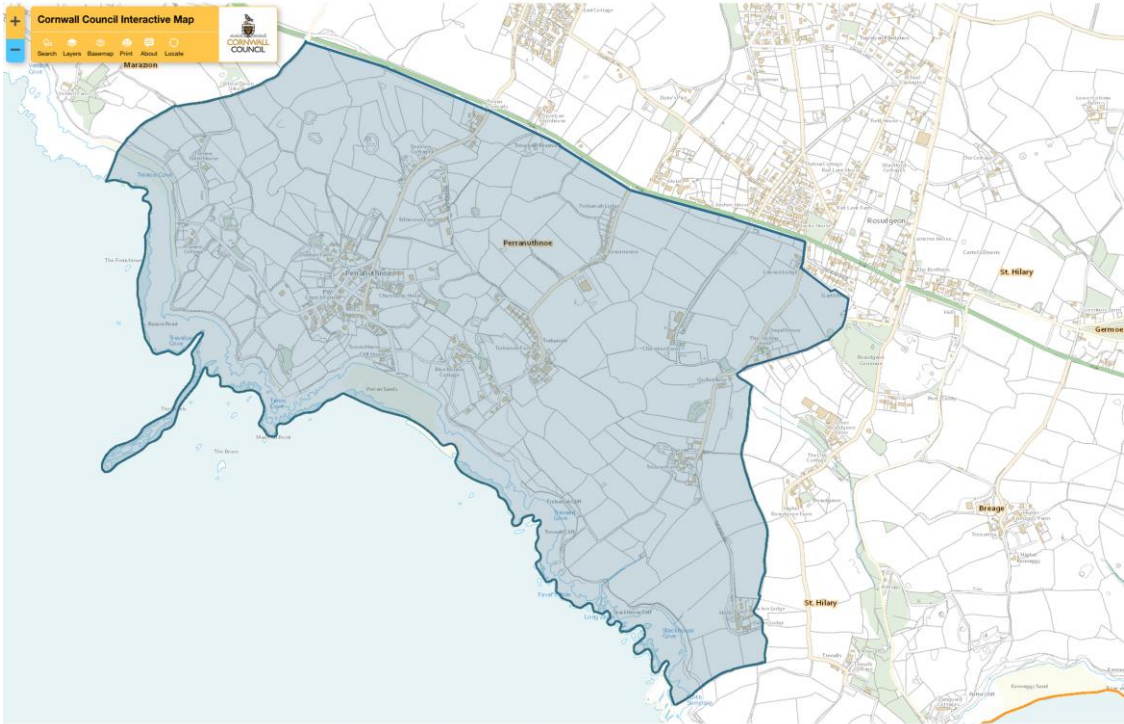
New unrestricted second homes will not be supported at any time.

Principal residences are defined as those occupied as the resident’s sole or main residence, where the residents spend the majority of their time when not working away from home. The condition or obligation on new open market homes will require that they are occupied only as the primary residence of those persons entitled to occupy them. Occupiers of homes with a principal residence condition will be required to keep proof that they are meeting the obligation or condition and be obliged to provide this proof if/when Cornwall Council requests this information. Proof of principal residence is via verifiable evidence which could include, for example (but not limited to) residents being registered on the local electoral register and being registered for and attending local services (such as healthcare, schools etc.).

Where planning permission is required, this policy will apply to building conversions where the conversion is of a building not previously used as a dwelling house.

Proposals for the removal of a Principal Residency condition will not be supported.

Policy Map CW4: Area to which the Principal Residency policy will be applied



Area where Principal Residency Clause will be applied.

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Public consultation for the NP highlighted the great value which local people place on maintaining vibrant communities in the Parish. The importance of ‘community’ and the strength of community spirit has a long history in the Parish, and is core to its social fabric. The support which community members offer to each other has shone through during the latest Covid epidemic. There is a strong feeling amongst Parish residents that it is important to try to ensure that Parish villages and hamlets retain a ‘core community’ of residents, and that it would be a great tragedy if communities continue to be eroded through the buy-up of dwelling houses by those living outside the Parish, for use as second homes and holiday lets / investment property.

As in many other parts of Cornwall, it is the coastal AONB areas which are most under threat. Over the last 10 years there has been an ongoing escalation in the purchase of community dwelling houses by property investors for use as holiday-lets and second homes and this is threatening the sustainability of communities in Perranuthnoe village and outlying hamlets.

Cornwall Council Planning Department were only able to provide data from the 2011 census⁵⁹, which shows that at that time, the number of non-residential properties in the Parish was between 28 to 38% in the AONB area (south of the A394) and 6-8% in the WHS area to the north. The Planning Department no longer collate or refer to any data which differentiates between houses used as residences and those used as holiday-lets and second homes, so they were not able to provide any updated information.

As current data was not available, the Parish undertook its own local survey to calculate the number and ratio of local residences to holiday lets and second homes in the Parish. This enabled the Parish to identify the area most affected. Currently 43% of housing in the area outlined in Policy Map CW4 is not lived in as a residence, and is being used as holiday-lets and second homes.

A working group initially undertook a desk-based assessment of properties within the Parish that are listed as holiday lets by local agents, on AirBnB or on private websites. It became clear that the coastal AONB area of the Parish is that which is most affected. The initial assessment was then backed up via a detailed house to house ‘on the ground’ assessment in the AONB areas of the Parish by long-term local residents with good knowledge of which houses are lived in and which are holiday lets or second homes. The results of the house-to-house survey largely tallied with the online information, providing clear data to support NP policy development.

The beauty of Parish landscapes, the character and heritage of the area, the network of footpaths, the beach and coves are not only greatly treasured by those living here, but also bring visitors to the area, important for Cornwall’s economy. The natural attractiveness of the coastal landscapes in the area is correspondingly increasingly attracting property investors to the Parish, with some investors buying up multiple properties as part of ‘property portfolios’. This is increasingly threatening the sustainability of communities in coastal areas of the Parish, and is also driving up house prices, out of the reach of many local people. Over recent years coastal agricultural land has also been bought-up by private individuals. It is a pattern of development that has caused the demise of many communities in other areas of Cornwall and there is great concern amongst communities in this Parish, that it may suffer the same fate.

In consultations for the Neighbourhood Plan, Parish residents emphasised that while they welcome visitors, there is currently a more than adequate supply of holiday-let accommodation in the Parish to meet demand. The availability of visitor accommodation is also supplemented during the summer holidays, when many residents move out of their homes and temporarily make them available for rent, adding to the pool of holiday accommodation available during

⁵⁹ The 2021 census was ongoing at the time of finalisation of the draft NP, but the data not yet available.

busy periods. There are also a considerable number of bed and breakfast accommodation opportunities. This pattern of home rental and bed and breakfast creates a positive feedback loop for local communities, in which finance from private residences brings valuable income during holiday periods.

There was a strong recommendation from the NP consultative process that something needs to be done to address the ongoing erosion of community homes, and associated negative impacts on communities in the AONB area of the Parish. The Parish Council also underlined its concern on these issues in its position statement in 2016 stating that: 'The Parish is concerned that any development should contribute to the sustainability of village life. The Parish already has a significant number of second and holiday homes. It is proposed that all new homes constructed should be the principal home of the occupier'.

The NP provides an opportunity to support a more sustainable pattern of development, in order to try to safeguard homes for local residents in the area most badly affected. There is nothing that an NP can do to limit the buy-up of existing houses for use as holiday-lets and second homes. The only way that an NP is currently able to address the issue is through a 'principal residency' policy, which establishes a requirement for all new houses built, to be used solely as residences for local residents. This is achieved through a planning condition or legal agreement.

This Principal Residency policy is focussed on the area most under threat, i.e., the area with the highest ratio of holiday-lets/second homes to local residential property and where buy-up of housing for use as holiday-lets/ homes continues to rise exponentially. It is hoped that this policy will set a positive path to secure homes for local people, in the only way currently possible to do so.

Alignment with County and National Plans, Guidelines and Frameworks

National Planning Policy Framework (NPPF)

8b. Support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations.

11a. All plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area.

78. In rural areas, planning policies and decisions should be responsive to local circumstances and support housing developments that reflect local needs

Cornwall Local Plan

Policy 23 specifies that development proposals within the AONB must 'provide only for an identified local need and be appropriately located to address the AONB's sensitivity and capacity'. NP policy CW4 supports development planning focused on providing for local need.

Policies 6, 7, 8 and 9 provide the county strategic framework for housing. NP policy CW4 will help to ensure that new housing within the principal residency area is used to meet local housing needs.

The Cornwall Local Plan Briefing Note on the issue of second home and its impact on housing stock in Cornwall highlights that the Council is investigating options to manage the negative impact this is having on communities and on the pool of housing available for local residents. It states that: 'The level of second home ownership in Cornwall is such an issue that Cornwall Council has voted to press for a change in the planning regulations which would mean that homeowners who want to use their property as a second home or as a holiday let would require planning permission. The Council states that 'whilst every effort is being made to reduce the number of empty properties there are in a community, and bring them back into use, no such

devise is available for second homes. Cornwall Council is pressing for a change in the law but this has not been determined as yet.'

The AONB Management Plan highlights that 'Second home ownership is a huge issue and the continued viability and prosperity of small rural communities is a real challenge. Many of the communities within the AONB have their roots in the primary economic sectors of farming, forestry, mining and fishing, although the main economic activities within the AONB are now tourism and hospitality.'⁶⁰ NP Policy CW4 seeks to address this challenge.

Principle Residency policies within other Neighbourhood Plans in Cornwall: A number of other Neighbourhood Plans in Cornwall have established Principal Residency policies and this has provided valuable experience and information on which Perranuthnoe Parish neighbourhood plan policy builds. In assessing current pressures on local housing stock across the Parish and in developing the evidence base for this Principal Residency policy, the Parish has followed a similar approach to that adopted by Portreath.

POLICY CW 5 Spatial Planning

Policy Intent: To achieve spatial planning which considers the long-term, cumulative, social, physical and aesthetic impacts of development. This policy aims to help ensure that patterns, types and levels of development are sensitively integrated into local settlements and landscapes, and do not result overcrowding, or other negative social welfare impacts.

Policy CW5: Spatial Planning

To protect the special character and appearance of the Parish, development proposals should demonstrate a social, physical and aesthetic understanding of their location and a sensitivity to the capacity of the area to absorb the development or land-use change proposed. Applicants are encouraged to assess the cumulative impact of development on the surrounding area.

Development will be supported where the proposals will:

- i) maintain or enhance ease of access by individuals, service and emergency vehicles to homes, businesses and public facilities; and
- ii) support social cohesion and not result in over-crowding or create conditions for anti-social behaviour, crime or disorder; and
- iii) conserve and enhance the natural beauty of the AONB and protect the designated WHS landscapes and assets in accordance with national and local policy, referencing the findings of the Perranuthnoe Parish Local Landscape Character Assessment (LLCA); and
- iv) maintain or enhance the Parish's green infrastructure

POLICY CW 5i: Access, Parking and Congestion

Policy Intent: To ensure that development does not create or exacerbate problems of congestion and safe access, or put further pressure on limited parking availability, recognising that these are critical issues for Goldsithney and Perranuthnoe villages.

⁶⁰ AONB Management Plan page 27

Policy CW5i: Access, Parking and Congestion

1: Development should not impact on the ease of access by service and emergency vehicles, people to their homes, the delivery of goods, or the safe use of access routes by pedestrians, cyclists and vehicles. Core considerations are:

- a) Proposals should demonstrate that they have provided for sufficient off-street parking capacity⁶¹ for the expected levels of use of the building or land⁶²; and
- b) Landscaping of the site should not involve the creation of new access points onto lanes or village streets where this may increase the risk of congestion, or affect safe access⁶³;

2) The maintenance of safe public access is a critical planning consideration in the villages of Goldsithney and Perranuthnoe due to existing pressures;⁶⁴ developments proposed in these villages should clearly demonstrate that they will not create or exacerbate issues of congestion and safe access, or put further pressure on limited parking availability.

3: Development proposals for buildings or extensions alongside the A394, on sites where no public pavement currently exists, should include provisions for a public pavement of standard width and construction along the roadside boundary of the property. Wherever possible, this should join with any adjacent areas of pavement.

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

The Parish aims to achieve patterns of development that are sustainable and contribute positively to community welfare, so that development does not create or exacerbate risks to and pressures on, people, their families, homes or businesses, and does not have an unreasonable negative impact on local landscapes and places of value to communities. To achieve development patterns, types and levels which are 'sustainable', it is important to ensure that there is long-term spatial planning, and that individual development proposals are assessed within this broader context. The risk with a solely site-based approach is that there is no, or weak, long-term spatial planning. This can result in development patterns and levels that have negative social, economic and environmental outcomes, and do not therefore represent 'sustainable development'.

Public consultation results highlighted significant concern over the current development planning approach, whereby development proposals are considered on a site-by-site basis, in isolation, without due consideration given to development impact on the setting of the proposed development site, or on broader social, economic and environmental impacts. Core to this is consideration of the cumulative impact of development, recognising that cumulative impact is often greater than the sum of its parts.

In order to achieve sustainable development, there is a need for development planning to take a long-term approach, recognising that buildings are longstanding features that will affect communities for generations. Concerns were repeatedly raised in public consultation over the current piecemeal approach to development planning, and the lack of consideration given to the cumulative impact of development on people and places.

The visually intrusive impact of both individual buildings and clusters of buildings on designated landscapes and assets across the Parish was repeatedly highlighted as an issue of concern in

⁶¹ following Highways guidance and Cornwall Council Parking Standards

⁶² including for new buildings, conversions, renovations or for change of use or where proposed change in land-use is likely to result in increased car parking needs

⁶³ for example on tight corners, narrow sections of lanes/streets, or where street side parking restricts traffic flow.

⁶⁴ limited parking availability and narrow lanes which have resulted in restricted access for emergency service vehicles.

public consultation for the NP. Again, in relation to this issue, there is concern over the lack of consideration given to the impact of individual development proposals on their setting, and the lack of consideration given to the cumulative impact of development on the local character and beauty of AONB and WHS landscapes across the Parish.

It is important for development impacts on the public amenity value of landscapes and settlements to be considered within development proposals. A number of methods exist to assess public amenity value, and the Parish encourages use of the Helliwell System, which places a monetary value on the amenity value of areas of public importance. Policies under NP Objectives 4 and 5 provide more specific planning guidance in relation to consideration of development impacts on natural and heritage landscapes.

There is also specific concern over the effect of poorly planned development in exacerbating traffic congestion, in particular in the villages of Goldsithney and Perranuthnoe, where excessive street-side parking creates numerous problems. Residents' access to their homes is frequently blocked, which can be a particular problem for the elderly, those with young children, or those with disabilities, and there have been instances where emergency services have been unable to access properties, and delivery vehicles unable to deliver goods. Congestion and a shortage of parking also affects local businesses, including cafes, pubs, and farms across the Parish, in particular in the summer months when there is an additional influx of tourists.

The small local lanes are used by pedestrians, cyclists, and horse riders across the Parish. Many school children walk along the lanes to get to the public bus stops. There have been numerous instances of dogs, cats and vehicles being hit by passing traffic, and many narrow escapes by children and adults. Poorly planned development has exacerbated safety issues for people and animals when permission has been granted for development which creates new access points onto lanes where there is poor visibility. There appears to be no consideration given to the use of lanes by pedestrians, and this is of significant public concern. Spatial planning should include consideration of public safety issues, and landscaping of the site should not involve the creation of new access points onto lanes or village streets where this may increase risks for pedestrian users of lanes.

Along the A394 some areas have a pavement and others do not, which creates a specific public safety risk for pedestrians along this busy highway. The Parish wishes to increase the roadside area covered by a pavement. NP policy CW5i, requires all developments along the A394 to include provision for a pavement where a pavement does not currently exist.

Long-term, locally informed spatial planning is also important to ensure that development supports social cohesion. In their Reg 14 consultation feedback, the Devon & Cornwall Constabulary emphasised that it is important to consider the potential implications of development in creating conditions for anti-social behaviour, crime and disorder.

This NP policy aims to ensure that planning decisions are based on an understanding of the local area and that consideration is given to potential impacts on safe access, parking and congestion. It promotes a long-term spatial planning approach in which the assessment of development proposals considers the cumulative impacts of development on local communities, businesses, and designated landscapes.

Assessment of spatial planning implications is important at all stages of planning including outline planning, full planning, lawful development certificates, changes in land use, and in the assessment of material change of use. Assessment of whether a proposed change represents a 'material change of use' requires an understanding of the spatial context and use of the area, in order to determine whether the new use is significantly different from previous uses, and how that change will affect people and area.

Developers are encouraged to discuss with the Parish Council and with those who may be affected by a development at an early stage, to ensure that they understand the current patterns of use of the area, and how it is valued by local communities. Through a considered and consultative approach, development can be achieved which contributes positively to place and people.

Alignment with County and National Plans, Guidelines and Frameworks

This NP policy aligns with the following Cornwall Local Plan (CLP) policies:

CLP Policy 2 Spatial Strategy

1. Respecting and enhancing quality of place:

Proposals should maintain and respect the special character of Cornwall, recognising that all urban and rural landscapes, designated and undesignated, are important by:

- a. Ensuring that the design of development is high quality and demonstrates a cultural, physical and aesthetic understanding of its location;
- b. Considering the impact of development upon the biodiversity, beauty and diversity of landscape and seascape, character and setting of settlements, wealth of natural resources, agricultural, historic and recreational value of Cornwall;
- c. Identifying the value and sensitivity, of the character and importance of landscapes, biodiversity and geodiversity and historic assets;
- d. Protecting, conserving and enhancing the natural and historic landscape, heritage, cultural, biodiversity and geodiversity assets of Cornwall in recognition of their international, national and local status, in accordance with national legislation and policy, as amplified by the other policies of this plan.

CLP Policy 13: Development Standards

'All new development will be expected to achieve the provision of the following...

- 3) An appropriate level of off street parking and cycle parking taking into account the accessibility of the location in terms of public transport and proximity to facilities and services.
- 5) Avoidance of adverse impacts, either individually or cumulatively, resulting from noise, dust, odour, vibration, vermin, waste, pollution and visual effects.'

In addition to this, the Chief Planning Officers Advice note on Good Design in Cornwall states that development should have a focus on 'creating safe and attractive environments that can be shared by people and slow moving traffic.'

CLP Policy 23 point 2: 'Development should be of an appropriate scale, mass and design that recognises and respects landscape character. Development must take into account and respect the sensitivity of the landscape asset, considering cumulative impact.'

CLP Policy 25: Green Infrastructure.

Good quality well planned and appropriately located green infrastructure is critical to Cornwall's future. Not only does it help us to live more healthily, sustainably and self-sufficiently, it helps to increase resilience and adaptation to climate change and supports ecosystems services providing for food production, flood control and wildlife and their component parts: water, soil, nutrients and organisms. The policy specifies that; 'The existing green infrastructure network in Cornwall, which is important to recreation, leisure, community use, townscape and landscape quality and visual amenity will be protected and enhanced. Development proposals should contribute to an enhanced connected and functional network of habitat, open spaces and waterscapes'. It outlines 6 criteria, all of which are relevant to this Parish.

CLP Policy 27: Transport and accessibility specifies that development should 'not cause a significant adverse impact on the local or strategic road network' and this policy provides local planning guidance to help ensure that public road networks remain open.

This policy also aligns with Cornwall Council's Parking Standards Guidance and relevant provisions within the Cornwall Design Guide relating to parking.

Cornwall's Climate Emergency Development Planning Document (DPD) (draft)

This policy aligns with and supports effective implementation of provisions in the DPD policy TT2 Parking' and associated guidance provided in section 16.2. The DPD document specifies under paragraph 16.2.6 that 'Neighbourhood Development Plans will be expected to follow the guidance set out in this DPD, the Council's Parking Standards Guidance and the Cornwall Design Guide when considering policies regarding the provision of parking in the neighbourhood plan area. DPD policy TT2:

- Point 5 requires that 'Cars should be accommodated in, but not dominate layouts. Residential car parking should predominately be provided off-plot in specifically designed on-street parking bays or other purposely designed spaces that are well designed in terms of safety, supervision, circulation, appearance and assist access by pedestrians and cyclists. Layouts should not increase pressure for parking for off-site parking and should contribute to on-street parking controls where necessary'

- Point 6 requires that development should: 'Provide electric charging points for cars and bicycles in line with the following as a minimum: New residential building - where there is associated car parking (including buildings undergoing a material change of use to create a dwelling(s)) provision will be made for infrastructure for electric vehicle charging on-street or in communal spaces; or New non-residential development with 10 car parking bays or more - at least one charging point per 10 spaces and the infrastructure to enable future installation of charging points in every parking bay. Consideration should be given to grouping parking bays to optimise provision of charging infrastructure.

AONB Management Plan 2022-27

This NP policy supports implementation of the following AONB Management Plan policies:

Policy PD P2: Development management decisions should specifically consider the cumulative effects of individual developments on the designated landscape. The addition of further individual developments and particularly replacement and redevelopment of existing dwellings and buildings and the extension of settlements will be supported where these are landscape led and do not exceed the sensitivity and capacity of their designated landscape setting and where they do not give rise to cumulative effects particularly through the inclusion of uncharacteristic contemporary elements, domestic paraphernalia and light spill. The unique historic character of many of the settlements and clusters of dwellings in the designated landscape reflect both their vernacular form and buildings and also their relationship to their landscape setting. The loss of either characteristic will be disproportionately harmful.

Policy PD P20: Require the conservation and enhancement of the existing character of the local road network and particularly the minor lanes within the designated landscape. The pattern and character of the roads of much of the designated landscape contributes appreciably to the character of the area, from sunken and enclosed lanes in wooded valleys to open unenclosed moorland roads. Changes to the roads and lanes in the designated landscape require particular design to ensure that their characteristic form is not lost or compromised. Widening, straightening, re-routing, kerbing and enclosure of currently unenclosed sections or the inclusion of uncharacteristic standard suburban details and particularly the proliferation of signage should be avoided. New openings to lanes through existing hedge banks or vegetation which require uncharacteristic contemporary design standards and uncharacteristic visibility

splays will not be supported. Where new highway works are required, these should adopt traditional approaches including locally appropriate Cornish hedge banks and where appropriate characteristic soft passing places and should reflect characteristic local landscape patterns and boundaries. The management of verges should provide opportunity for biodiversity net gain.

Policy LS-P3: Safeguard and enhance characteristic high levels of peace and tranquillity in the AONB with dark night skies by minimising noise, intrusive development and light pollution.

National Planning Policy Framework (NPPF)

In providing specific local planning policy direction that encourages long-term spatial planning and in requiring development proposals to ‘demonstrate a social, physical and aesthetic understanding of their location and a sensitivity to the capacity of the area to absorb the development or land-use change proposed’ this NP policy addresses a priority planning issue in this Parish: It encourages a move away from the current status-quo where planning is focused solely on ‘development site’ based assessment, towards one which considers the long-term, cumulative, social, physical and aesthetic impacts of development on place and people. In so doing it supports effective local application of provisions within the following NPPF paragraphs:

8c. Protect and enhance our natural, built and historic environment; including making effective use of land’

11a. All plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects.

112 ‘...applications for development should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.’

174. Planning policies and decisions should contribute to and enhance the natural and local environment by: b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland.

185: Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development.

The Town and Country Planning (General Permitted Development) (England) Act 1990; Town and Country Planning (General Permitted Development) (England) Order 2015; Town and Country Planning (Use Classes) (Amendment) (England) 2015 and associated government guidance also provide specific provisions relating to spatial planning.

POLICY CW 6: Flooding, Erosion and Subsidence

Policy Intent: To ensure that development does not exacerbate flooding, erosion and subsidence risks, and that impacts on 'downstream' properties are fully considered.

CW6: Flooding, Erosion and Subsidence

1: Development should not lead to increased flooding, erosion or subsidence risks to residential property, business assets (including farmland), public assets (including footpaths and local green space), water supplies, or sites of heritage and environmental significance. Proposals should demonstrate that risks to surrounding areas have been assessed and where relevant satisfactorily addressed.

2: Where appropriate, applications should be supported by a site-specific flood-risk assessment.

3: Proposals should incorporate Sustainable Drainage Systems (SuDS) unless there is clear evidence that this would be inappropriate, and developers are encouraged to consider the siting and layout of SuDS at concept stage. SuDS should minimise risk of flooding both on and off site, and development proposals should demonstrate that surface water drainage is designed and will be managed so as to have no adverse effects on surrounding properties or areas of public importance, including bathing water quality, protected habitats or the Mounts Bay Marine Conservation Zone. If it is agreed with the LPA that SuDS are not required, the developer should specify what type of drainage system will be installed and provide evidence of its effectiveness in preventing flood or erosion risks on the site, and to any affected areas, through professional, independent assessment.

4: Wherever possible (SuDS) should be open green systems. The use of green infrastructure including planting of trees in appropriate sites is strongly encouraged as a valuable natural way of slowing down surface water run-off and reducing erosion risks.

5: Non-permeable hard landscaping will not be supported in the Parish, unless there are exceptional circumstances, and it is clearly demonstrated that all other reasonable options for meeting the identified exceptional need have been fully examined.

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

The risk of flooding and erosion caused by surface water run-off from roads and developed land affects many areas across the Parish. Cornwall Council's interactive online Strategic Flood Risk map shows the areas of greatest flooding risk in the Parish.⁶⁵ The areas affected indicate that flooding risk is greatest around roads and tracks, which channel surface water.

Public Consultation: The impact of surface water run off on footpaths, tracks, peoples' homes and gardens, agricultural land and on local businesses was raised as an issue of concern, and that poorly planned development and land-use change are exacerbating flooding, erosion and subsidence risks in some areas. Key issues include the use of hard-landscaping and resultant increase in rates and levels of surface water run-off and erosion; the layout of buildings on development plots and drainage systems; the removal of vegetation in particular Tamarisk and other coastal plants which help to stabilise cliffs in coastal areas, and the potential implications of climate change in increasing flooding, erosion and subsidence risks.

This NP policy recognises that patterns and types of development can result in increased rates and channels of water flow after heavy or prolonged periods of rain, which can in turn increase

⁶⁵ <https://map.cornwall.gov.uk/website/ccmap/index.html?zoomlevel=6&xcoord=153384&ycoord=29809&wsName=sfra&layerName=1%20in%2030%20year:1%20in%20100%20year:1%20in%201000%20year:Flood%20asset%20register%20-%20lines>

rates of erosion and cause surface water flooding. Of particular concern are development proposals which include areas of hard landscaping or where changes are made to either the surfacing or routing of tracks, paths or roads.

It is important that development planning considers the potential impact of individual development proposals, and the cumulative impact of patterns and levels of development, in increasing flooding and subsidence risks to homes, businesses, farms, heritage assets, public spaces, footpaths, bridleways and roads, sites of importance for biodiversity and coastal areas.

The Parish encourages the use of open green Sustainable Drainage Systems (SuDS) rather than storing water in underground tanks, which are harder to maintain. Green SuDS reduce maintenance costs and provide additional biodiversity and public realm enhancements. The Parish aims to ensure that SuDS and landscaping are multifunctional, providing environmental gains as well as water management. Developers should consider the siting and layout of SuDS at concept stage, to avoid having to retrofit systems. Professional guidance should be followed on the use of features which respond to the natural water flows in an area, and are adapted to natural topography rather than levelling. The Environment Agency's surface water flood risk maps provide a useful tool for designing SuDS.

Alignment with County and National Plans, Guidelines and Frameworks

Cornwall Local Plan (CLP) Policy 26 and Cornwall Local Flood Risk Management Strategy include provisions to 'encourage utilisation of sustainable drainage systems that increase habitat wherever appropriate to reduce the pressure on existing drainage systems in accordance with Cornwall Council's Sustainable Drainage Systems policy'

National Planning Policy Framework (NPPF)

NPPF Chapter 14: Meeting the Challenge of Climate Change, Flooding and Coastal Change, places emphasis on the importance of assessing all sources of flood risk within development planning. It encourages the use of green infrastructure and natural flood management techniques. The following NPPF Chapter 14 sections are of direct relevance to this NP policy.

Planning and Flood Risk

159. Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.

161: All plans should apply a sequential, risk-based approach to the location of development - taking into account the current and future impacts of climate change so as to avoid, where possible, flood risk to people and property. They should do this, and manage any residual risk, by:

- a) applying the sequential test and then, if necessary, the exception test as set out below;
- b) safeguarding land from development that is required, or likely to be required, for current or future flood management;
- c) using opportunities provided by new development and improvements in green and other infrastructure to reduce the causes and impacts of flooding, (making as much use as possible of natural flood management techniques as part of an integrated approach to flood risk management); and
- d) where climate change is expected to increase flood risk so that some existing development may not be sustainable in the long-term, seeking opportunities to relocate development, including housing, to more sustainable locations.

162: The aim of the sequential test is to steer new development to areas with the lowest risk of flooding from any source. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower risk of flooding. The strategic flood risk assessment will provide the basis for applying this test. The sequential approach should be used in areas known to be at risk now or in the future from any form of flooding.

163. If it is not possible for development to be located in areas with a lower risk of flooding (taking into account wider sustainable development objectives), the exception test may have to be applied. The need for the exception test will depend on the potential vulnerability of the site and of the development proposed, in line with the Flood Risk Vulnerability Classification

167. When determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere. Where appropriate, applications should be supported by a site-specific flood-risk assessment

Ground conditions and pollution

183. Planning policies and decisions should ensure that: a) a site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination. This includes risks arising from natural hazards or former activities such as mining, and any proposals for mitigation including land remediation (as well as potential impacts on the natural environment arising from that remediation);

185: Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should:

- a) mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life;

- b) identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason; and

- c) limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

Cornwall Council's Climate Change Action Plan aims to create 'conditions for change through direct action and a new form of place-based leadership for Cornwall to become net carbon neutral'. The Action Plan recognises that 'Cornwall acts as a break-weather and break-water for the south of the UK, and is particularly susceptible to flood risk from intense rainfall and our coastal communities are at risk from storms and erosion.' This NP policy supports Action Plan point 6.39 'Climate impacts' in which Cornwall Council pledge to 'ensure that we are managing the variety of increasing impacts of climate change on our assets to keep communities safe, to support their ambitions for change and deliver long term adaptation outcomes.'

The AONB Management Plan 2022 -2027 highlights the importance of natural ecosystems as natural flood defence mechanisms, and the value of Cornish Hedges in channelling and retention of flood water (page 52). One of the aims of the Plan is to build climate change resilience. AONB Management Plan Policy CCBR P1 is to 'Support appropriate green infrastructure, and natural flood management systems, which mitigate the impacts of climate change, whilst conserving and enhancing the landscape.' One of the focal areas under the aim of Nature Recovery and Land Management is to 'support natural flood management and a natural water management systems approach'.

OBJECTIVE 2: Housing and Temporary Accommodation (HTA)

To ensure that the housing and accommodation needs of Parish communities are met and that the Parish maintains the distinct identity of villages and hamlets, avoiding further coalescence between them and maintaining the open space character of landscapes around them.

POLICY HTA 1: Development Boundaries

Policy Intent: To achieve patterns and levels of development that will meet housing needs to 2030, whilst maintaining the distinct identity of villages and hamlets within AONB and WHS landscapes and sustaining cohesive communities.

Policy HTA 1: Development Boundaries

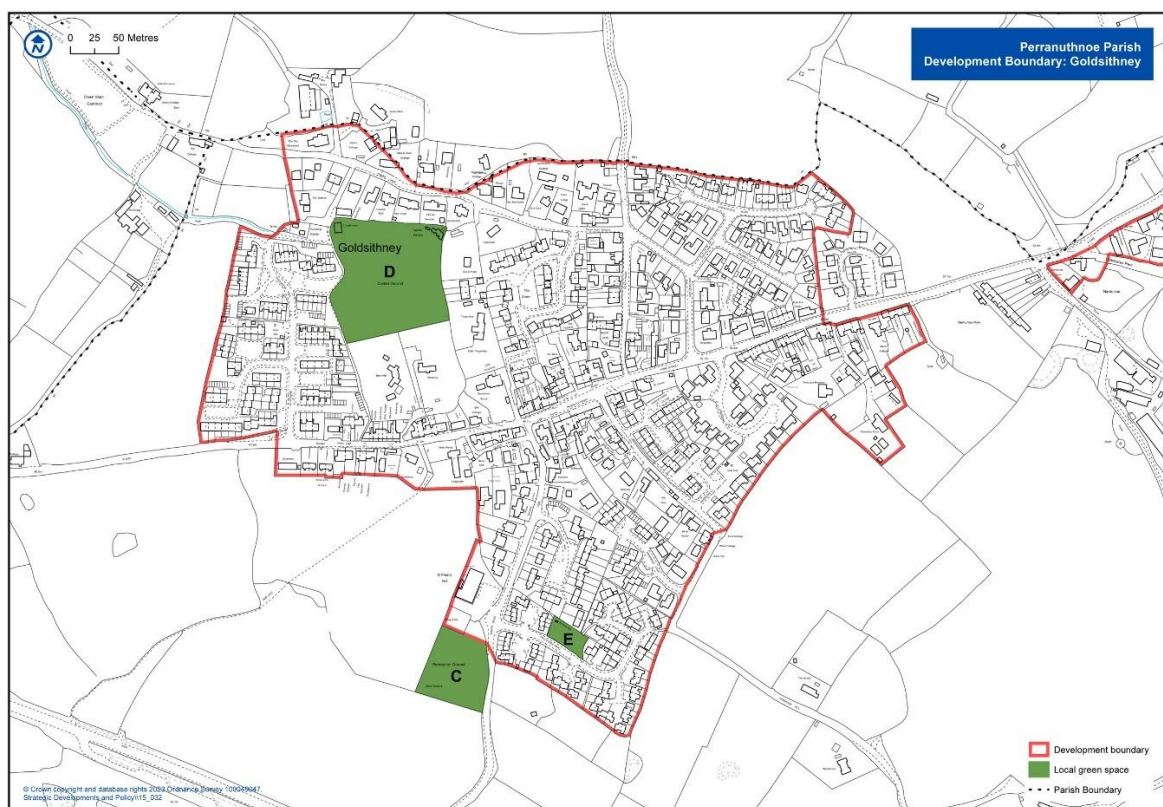
1: The Development Boundaries defined in the Policy Maps below show the areas within which new development will be supported, provided that it complements the function and character of the settlement and aligns with policy provisions for designated AONB / WHS areas.

2: The density of development should be appropriate for and in keeping with its setting. The size, layout and location of development should not result in overcrowding, or unacceptably compromise the amenity value of neighbouring properties, public assets or designated AONB / WHS areas.

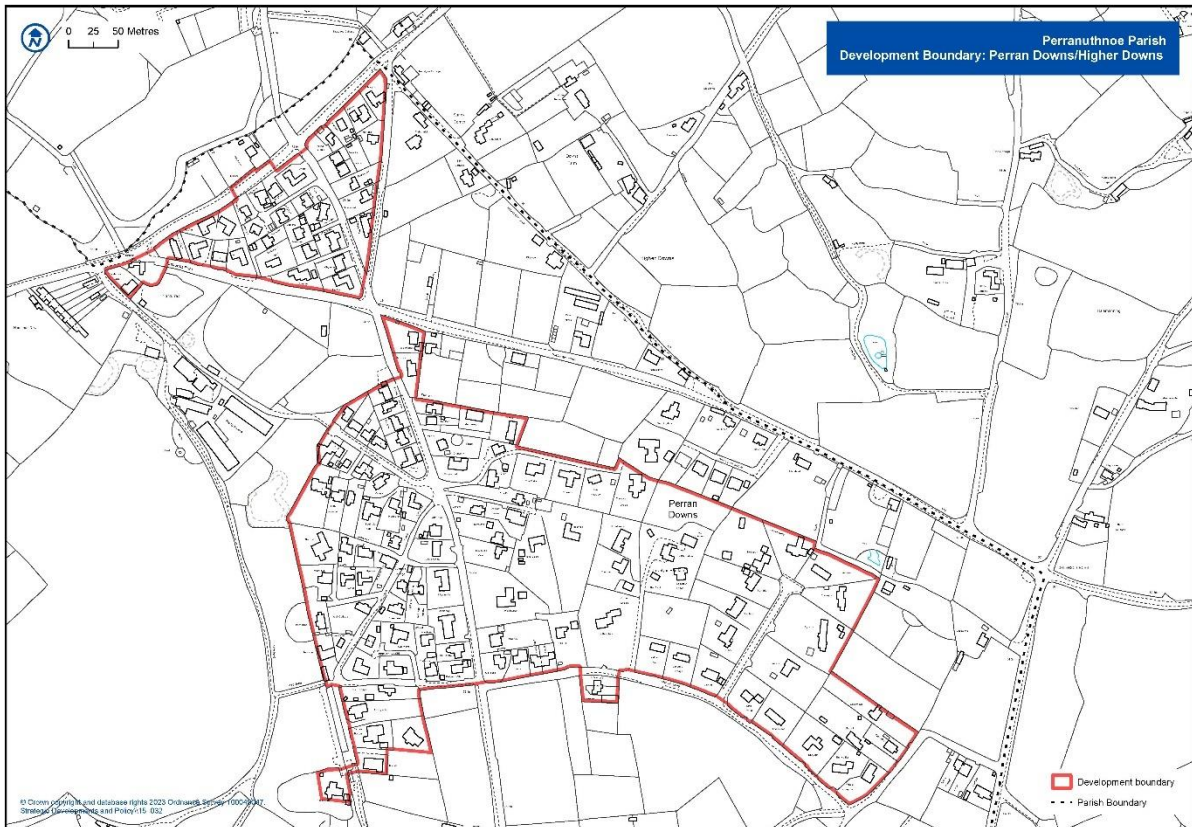
3: Development proposals will only be permitted outside the defined Development Boundaries where they are:

- a. clearly in accordance with national and county policies and regulations for Rural Exception Sites and in accordance with associated policies in this Neighbourhood Plan;
- b. for an appropriate reuse or redevelopment of an existing building, in accordance with Policy HTA2

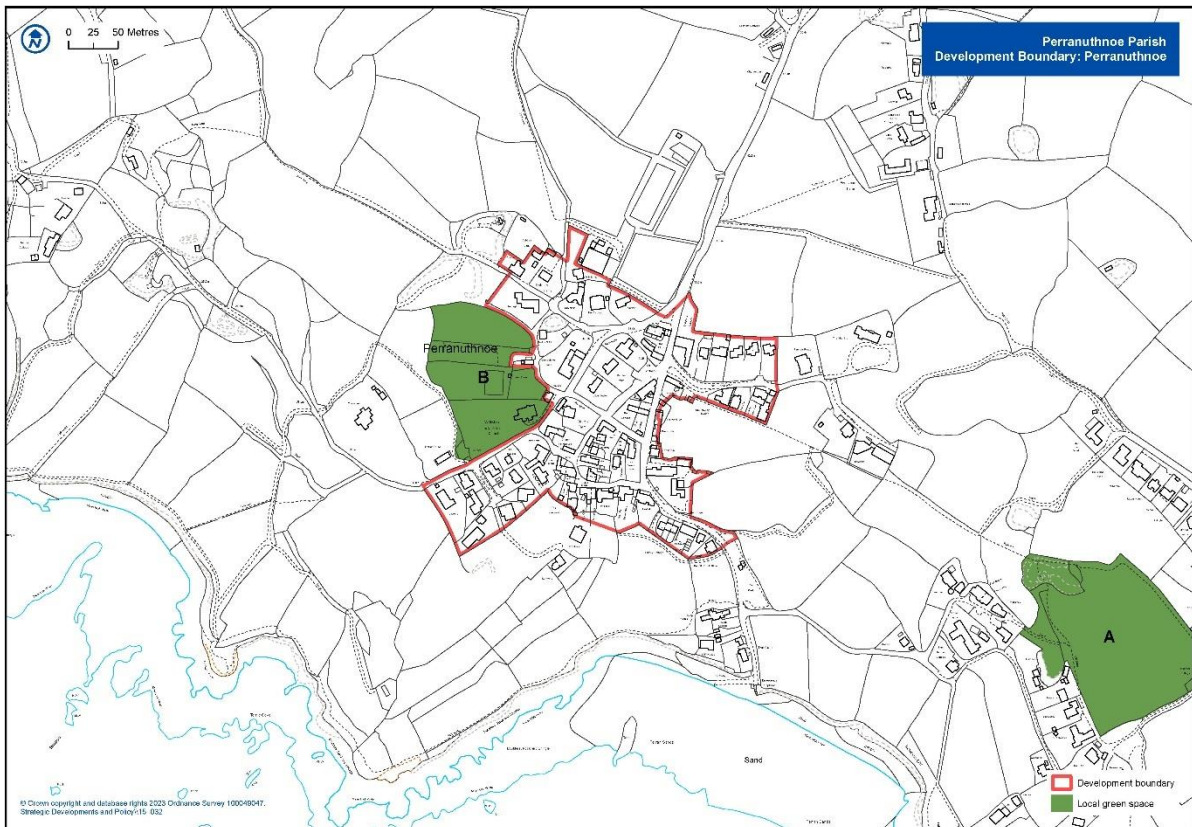
Policy Map HTA1i: Development Boundary Goldsithney



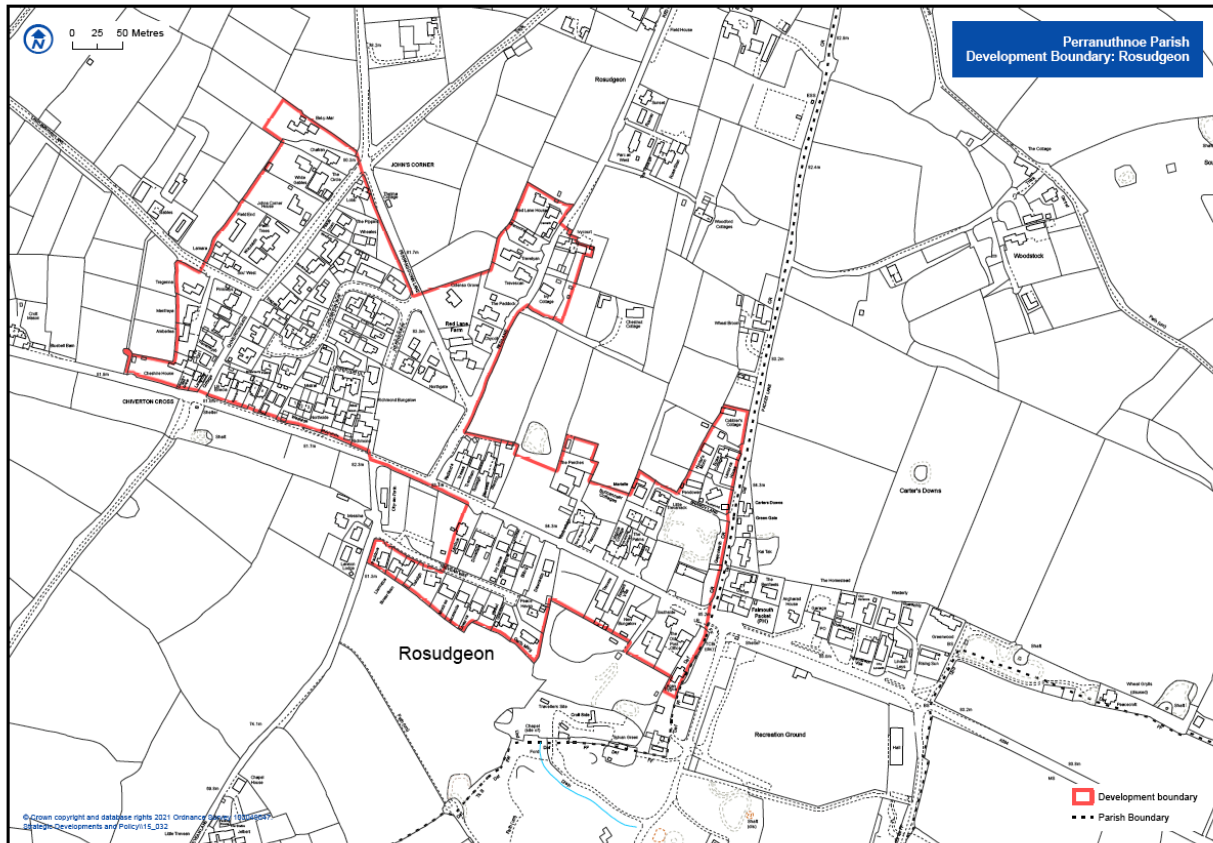
Policy Map HTA1ii: Development Boundary Perran Downs



Policy Map HTA1iii: Development Boundary Perranuthnoe



Policy Map HTA1iv: Development Boundary Rosudgeon



Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Public consultation highlighted significant concern over the increasing ‘sprawl’ of housing out from villages and hamlets into the surrounding countryside. Concerns in particular highlighted that this increasing expansion of the built environment is outstripping the facilities and road networks available to support communities, diluting community cohesion and identity, and eroding the valued local character of settlements, AONB and WHS landscapes.

The inclusion of a Settlement / Development Boundary policy within the NP was identified as the most effective planning tool to achieve more locally informed and planned development. The boundary can be used as a housing policy marker: inside the boundary is where market-led housing can be located; outside the boundary, development should only be permitted for ‘exception sites’, such as affordable housing⁶⁶.

Consultation results indicated that in defining these boundaries, key considerations should be how to achieve patterns of development that work to conserve community cohesion, settlement identity and local sense of place, and avoid the merging of villages and hamlets or further erosion of the local character of settlements and designated AONB / WHS landscapes.

The process which the Parish followed for determination of the development boundaries is outlined in more detail in Part 1 of the Neighbourhood plan, and in the Consultation Statement. The Parish commissioned a planning specialist to map the core settlements in the Parish, and to assess their shape and form. Four settlements were identified in the Parish: Goldsithney, Rosudgeon, Perran Downs and Perranuthnoe villages. A Development Boundary mapping exercise was subsequently undertaken in order to define Development Boundaries for each of the Parish’s core settlements. Criteria were drawn up for the delineation of boundaries, based

⁶⁶ in line with the CLP Housing in the Countryside or and Affordable Housing policies

on national and county guidance and a review of criteria used by other Parishes. The results of the settlement boundary mapping exercise and development boundary assessment were put out for public consultation in early 2018, in order to inform drafting of the Neighbourhood Plan. There was further consultation on the first draft of the Neighbourhood Plan in 2019, and during Regulation 14 consultation on the draft Plan in 2020. Statutory consultees were consulted both during SEA/HRA screening and Regulation 14 consultation.

The Local Landscape Character Assessment (LLCA) includes settlement edge assessments for each of the main settlements, and identifies where sporadic development has protruded into open countryside, highlighting the negative impact of this pattern of development on AONB and WHS landscape character. One of its recommendations is to give preference to infilling within core settlement areas, rather than allowing further spread of housing into these nationally protected landscapes.⁶⁷ The LLCA provides an important baseline of information for the NP and consideration of landscape impacts is a strong planning priority in the Parish considering the exceptional quality of designated AONB or WHS landscapes. The Development Boundaries proposed in NP Policy HTA1 and the policy provisions in it, have drawn directly from a the LLCA findings and recommendations.

The establishment of Development Boundaries within policy HTA 1 aims to create a clear policy framework for the location of open-market housing in the Parish to 2030. Outside the Development Boundary 'exception sites' may be permitted, such as for affordable housing, where county provisions for exception sites are clearly met.

The NP uses the term 'Development Boundary' to make it clear that the boundary delineates the area within which new development may be permitted; it is not intended to geographically 'map' settlements. The aim is to meet local open-market housing needs to 2030, whilst maintaining cohesive, geographically bounded settlement areas. The development boundaries proposed in the NP should be used within the context of broader county planning frameworks, and provisions for the conservation of natural and heritage landscape character inherent in AONB and WHS area designations.

It should be noted that inclusion of land within a development boundary does not automatically mean that all land within the boundary is suitable for new development. Development should not result in overcrowding and should conform with national and local policies for Conservation Areas, and for AONB and WHS designated areas. The density of development should be appropriate for, and in keeping with, its setting, and should not unacceptably compromise the amenity value of neighbouring properties or designated areas of landscapes. Land within the development boundary may also be subject to other constraints, for example tree preservation orders, local green space, biodiversity significance, Conservation Areas, Scheduled Monuments, listed buildings, areas of heritage value or special local character, etc.

Alignment with County and National Plans, Guidelines and Frameworks

National Planning Policy Framework (NPPF)

The following provisions in the NPPF are relevant to this policy:

8b. Support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generation

8c. Protect and enhance our natural, built and historic environment; including making effective use of land

11a. All plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change

⁶⁷ LLCA p71

Cornwall Local Plan (CLP)

This NP policy aligns with the following provisions in the CLP:

CLP Policy 7: Housing in the Countryside states that ‘The development of new homes in the open countryside will only be permitted where there are special circumstances.’ It specifies that ‘the focus for rural settlements is to meet local need while reflecting and respecting the character of settlements. Neighbourhood Plans may, if they feel it appropriate, look to identify specific settlement boundaries consistent with this approach.’

The CLP gives provisions for settlement boundaries to be used within neighbourhood plans in order to determine where market-led housing will be focussed, typically referred to as ‘infill’ housing development, and including ‘rounding off’ and development on ‘previously developed land’ as defined in the supporting text (paragraphs 1.52 to 1.72) of CLP Policy 3.

Paragraph 1.68 provides specific guidance relative to infill, rounding off, previously developed land and rural exception sites, specifying that:

- ‘infill development’ of 1 or 2 dwellings may be allowed in settlements. Infilling is defined as ‘the filling of a small gap in an otherwise continuously built-up frontage that does not physically extend the settlement into the open countryside’.
- ‘rounding off’ applies to development on land that is substantially enclosed but outside the urban form of a settlement and where its edge is clearly defined by a physical feature that also acts as a barrier to further growth. It should not visually extend building into the open countryside

Chief Officers Advice Note on Infill/Rounding Off: The Advice note provides guidance as to the situations under which land within or on the outskirts of settlement areas can be considered to be suitable as land for infill or rounding off, and provided important guidance for the delineation of development boundaries within this NP policy.

In defining ‘a settlement’, the advice note quotes the CLP: settlements should have “form and shape and clearly definable boundaries, not just a low density straggle of development’ (paragraph 1.68 CLP). The guidance also underlines that ‘in defining the settlement area ‘Local residents are well placed to assist with making this judgement...This can be a reflection of how a place feels from the perspective of residents including community and social networks as well as services and facilities.’ The consultative process followed to develop this NP policy, including to define the settlement/development boundaries within it, has ensured that this policy has been built on the knowledge and judgement of local residents.

The Chief Officer’s Advice note specifies that: ‘the decision-maker should consider the proposal in relation to the role and function of that place (LP: SP Policies 2 and 3). Proposals should be of a scale and nature to be considered ‘organic’ growth appropriate to the character, role and needs of the community (LP: SP1.64). Decision makers will need to balance other considerations and consider when rounding off becomes disproportionate to the size of settlement or housing target.’ For rounding off or infill development, 1 or 2 dwellings may be an appropriate scale (CLP paragraph 1.68).

Cornwall’s AONB Management Plan 2022 -2027

AONB policies emphasise the need to protect the natural scenic beauty of AONB landscapes from inappropriate or excessive development. The AONB Management Plan cites Perranuthnoe as one of the places in Cornwall where there has been development that detracts from the natural beauty and local character of the AONB, stating that ‘recent housing developments and

the replacement of individual dwellings at...Perranuthnoe have had negative visual and character impacts⁶⁸.

The AONB Management Plan's development planning policies require a landscape-led approach to be taken and in delineating the Perranuthnoe village Development Boundary, full consideration was given to the results of the Local Landscape Character Assessment (LLCA).

This NP policy supports the following AONB MP policies:

Policy PD P1: All development within the AONB will be required to adopt a "landscape-led" approach as set out within this document in order to conserve and enhance the natural beauty of the AONB. This approach will provide for the statutory protection of the AONB landscapes and will deliver the policy requirements that stem from this. Development proposals within the AONB landscape will be required to demonstrate a contextual understanding and response to the unique and characteristic attributes of the site and its setting and to demonstrate how the proposed development positively responds to these in conserving and enhancing the designated landscape.

and as outlined the following provisions within Policy PD P11

Any development in, or within the setting of, the AONB must be sustainable development that:

- maintains local distinctiveness and contributes to the sense of place; it should respond to local historical, cultural and landscape context and enhance and feel part of the existing landscape. This can include responding to both built and natural attributes, for instance using characteristic local construction methods, built forms, field patterns and landscapes. It may also include retaining or enhancing key views, landscapes and buildings that provide a tangible link to Cornish culture;
- is compatible with the distinctive character of the location described by the Landscape Character Assessment, with particular regard to the setting of settlements and the rural landscape; does not compromise the special qualities and characteristics of the AONB designation as outlined for each local section and in relevant landscape character assessments;

This NP policy can help to support more landscape sensitive development, by reducing the risk of ribbon development and 'sprawl' out from existing villages and hamlets within the AONB. The Perranuthnoe village Development Boundary will help to conserve the landscape character of the AONB in the sensitive coastal area of the Parish.

Cornwall & Isles of Scilly Shoreline Management Plan. Delineation of the seaward edge of the development boundary for Perranuthnoe village has taken into consideration the information and recommendations provided in the Cornwall & Isles of Scilly Shoreline Management Plan (SMP). The SMP assesses the risks associated with coastal change and presents a framework to address risks to people and the developed, historic and natural environment. Perranuthnoe Parish lies across two management areas and three policy units within the SMP and the management approach across all coastal areas of Perranuthnoe Parish is for 'No Active Intervention' (NAI)⁶⁹. The Development Boundary for Perranuthnoe village has been located outside the Coastal Vulnerability Zone.

⁶⁸ AONB Management Plan p205

⁶⁹ No active intervention (NAI) Policy: a decision not to invest in providing or maintaining defences or natural coastline.

POLICY HTA 2: Replacement Buildings and Conversions

Policy Intent: To establish local policy criteria through which to help ensure that replacement buildings and conversions are well-integrated within their setting, so that they do not lead to further visually intrusive or incongruous development within AONB and WHS landscapes.

HTA2i: Building Conversions

Where permission is required, proposals for the conversion of existing buildings to dwellings or businesses will be supported where:

- i) The building is a historic structure, and the proposal demonstrates that the conversion will conserve the local heritage character of the building; or
- ii) it is a permanent structure, is structurally suitable for conversion and the size, scale and footprint of the building will not be significantly increased; and
- iii) Modifications to the appearance of the building, or for landscaping of the site, conserve and enhance distinctive local landscape character of the AONB, and adhere to the policy requirements for WHS designation, and with relevant policies in this Neighbourhood Plan. Preference is for the conversion of buildings that clearly incorporate distinctive local features, such as granite walls and slate roofs; and
- iv) The building is accessible from an existing road or lane and is situated near to services such as electricity and mains water.

The conversion of buildings for residential use which require the creation of new access routes for vehicles through land within designated AONB or WHS landscapes will not be supported.

HTA2ii: Replacement Buildings

Development proposals for replacement buildings will be supported where:

- i) The existing structure is not a building of heritage character integral to the distinctive local character of the surrounding AONB or WHS landscape or settlement, other than in exceptional circumstances; and
- ii) The design of the replacement building, layout and landscaping of the site will work positively to conserve local landscape / settlement character and be well integrated within the surrounding landscape and / or settlement context; and
- iii) The replacement building will be sited in the same or a less prominent position to the original building, broadly comparable to the size, scale and bulk of the dwelling being replaced and of an appropriate scale and character to their location. Preference is for buildings that exemplify distinctive vernacular features; and
- iv) Habitat connectivity and green space should be maintained on the site, and preferably enhanced, and the proposal should demonstrate good surface water management through use of a sustainable drainage systems and permeable surfaces.

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

This policy responds to concerns raised by Parish communities, the Local Landscape Character Assessment and within Cornwall's AONB Management Plan, over the visually intrusive impact which a number of replacement buildings and conversions have had on landscapes and settlements in the Parish.

The Local Landscape Character Assessment (LLCA) outlines the negative impact which recently constructed large and visually incongruous houses have had on the local character of Perranuthnoe village and surrounding coastal landscapes. It assesses that: 'recent development in the area and the expansion of Perranuthnoe to the east is affecting the character of the undeveloped coastal hinterland and the traditional character of historic farm and mining settlements in the area. Set on increasingly higher ground, development to the east of Perranuthnoe has a significant visual impact on the enjoyment of vistas from public footpaths and rights of way and from the beach...On the more open and exposed southern and western edge there has been modern development, which appears out of scale and mass with the other houses within the village. These houses have developed on new ground or have demolished previous properties and rebuilt. These larger modern properties due to their size, mass, style and building materials are more dominant in the edge of the settlement, and appear out of scale and character with the landscape and settlement.' Cornwall's AONB Management Plan also specifically highlights Perranuthnoe as an area where replacement buildings have had a negative visual impact on coastal AONB landscapes.

Public consultation results highlight specific concerns over the negative impact which building conversions and replacement buildings have had on local Parish landscapes and settlement in particular in AONB areas of the Parish. Public concerns centre on:

- a) the extent to which replacement buildings have been permitted which greatly exceeded the scale of the buildings they replaced; and
- b) the impact of visually intrusive building design, where this is insensitive to, incongruous with, and/or overly imposing on local landscapes and settlements.

There is concern that the protection which should be accorded to AONB and WHS landscapes is not being respected in this Parish; and there is evident public frustration that this is a pattern of development which appears to be increasing, with each incongruous development seemingly being used as a precedent for the next. The NP is seen as an opportunity to draw a line under this negative spiral of development impact on local Parish landscapes and settlements.

Policy HTA2 recognises that replacement buildings and conversions are a planning issue of specific concern in this Parish. It aims to provide clear local policy direction to help ensure that moving forward, replacement buildings and conversions are sensitively integrated within their setting, so that they do not lead to further visually intrusive or incongruous development within AONB and WHS landscapes.

Alignment with County and National Plans, Guidelines and Frameworks

NP Policy HTA 2 directly supports Cornwall Local Plan Policy 7: Housing in the Countryside which specifies that: 'The development of new homes in the open countryside will only be permitted where there are special circumstances. New dwellings will be restricted to:

1. Replacement dwellings broadly comparable to the size, scale and bulk of the dwelling being replaced and of an appropriate scale and character to their location; or
2. the subdivision of existing residential dwellings; or
3. Reuse of suitably constructed redundant, disused or historic buildings that are considered appropriate to retain and would lead to an enhancement to the immediate setting. The building

to be converted should have an existing lawful residential or non-residential use and be ten years old or greater;

The supporting explanatory text to CLP Policy 7 clarifies that: ‘the appropriateness of buildings for conversion will depend on their scale and method of construction, structural soundness and the ability to convert the building without the necessity of substantial demolition or substantial rebuilding operations.’ (Paragraph 2.33) ‘the replacement of existing lawful dwellings will be supported, but these should be broadly comparable to the size, scale and bulk of the dwelling being replaced, and not impact negatively on the character of the surrounding area. Part of the defining character of the Cornish countryside is the range of traditional vernacular buildings in the landscape, although a number of these have been lost through replacement dwellings. Consideration should always be given to retaining or incorporating traditionally built and structurally sound dwellings into replacement dwellings.’ (Paragraph 2.34)

‘For the purposes of this policy to both residential sub-division and conversion, buildings should have been erected and used for the purpose for which they had a lawful use for at least ten years before they will be considered for conversion in line with this policy. This is to avoid deliberate circumvention of policies designed to limit new housing in the countryside.’ (Paragraph 2.36)

CLP Policy 23 emphasises that: ‘Development should be of an appropriate scale, mass and design that recognises and respects landscape character of both designated and un-designated landscapes. Development must take into account and respect the sensitivity and capacity of the landscape asset, considering the cumulative impact and the wish to maintain dark skies and tranquillity in areas that are relatively undisturbed.’

‘Great weight will be given to conserving the landscape and scenic beauty within or affecting the setting of the AONB. Proposals must conserve and enhance the landscape character and natural beauty of the AONB and provide only for an identified local need and be appropriately located to address the AONB’s sensitivity and capacity.’

The negative impact of replacement dwellings and conversions on AONB landscape character over recent years, emerged as an issue of specific concern in this Parish. This NP policy aims to provide local policy direction to encourage alignment of development proposals with CLP policy 23 requirement that ‘Development must take into account and respect the sensitivity and capacity of the landscape asset, considering the cumulative impact’.

The Cornwall AONB Management Plan points to Perranuthnoe as being one of the places in Cornwall where there has been inappropriate development that detracts from the beauty and character of the AONB, it states that: ‘recent housing developments and the replacement of individual dwellings at...Perranuthnoe have had negative visual and character impacts⁷⁰’.

AONB Management Plan policies provide specific guidance relating to the conversion or replacement of buildings within the AONB. This NP policy supports the following AONB MP policies:

Policy PD P3: The replacement and redevelopment of existing dwellings will be supported where the overall scale, density, massing, height, layout, materials and landscaping of the development appropriately responds to local character and natural beauty of the surrounding AONB landscape. Such development should be broadly comparable to the size, scale and bulk of the dwelling being replaced, and not adversely affect the character of the surrounding area.

Policies PD P1 and P11 are also directly relevant to this policy, providing clear provisions to help ensure that development is landscape-led and maintains local distinctiveness, contributing sense of place, and responding to local historical, cultural and landscape context’.

⁷⁰ AONB Management Plan page 205

Policy LS-P3: Safeguard and enhance characteristic high levels of peace and tranquillity in the AONB with dark night skies by minimising noise, intrusive development and light pollution.

The World Heritage Site Management Plan and associated SPD require consideration of the impact of proposed replacement dwellings and building conversions on internationally valued heritage landscapes and the OUV of the WHS. Relevant WHS Management Plan Policies include C2, C7, C8 and P8

National Planning Policy Framework (NPPF). This policy supports local application of the following NPPF paragraphs:

130. Planning policies and decisions should ensure that developments: a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit...

135: 'Local planning authorities should seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used).

176 'Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues.'

HTA2 supports effective implementation of the guidance in NPPF Section 12, providing the local policy provisions necessary to help ensure that building conversions and renovations will 'function well and add to the overall quality of the area'; be 'sympathetic to local character and history, including the surrounding built environment and landscape setting' and 'establish or maintain a strong sense of place'. It will help to address the findings of the NP design process that replacement buildings and conversions have become one of the main vehicles for negative development impact in AONB areas of the Parish, resulting in buildings that are not sympathetic to local character and history of the Parish or to their landscape setting, and which have eroded local sense of place. This was a finding of both the LLCA and a concern repeatedly raised in public consultation; Policy HTA2 aims to provide clear policy provisions to ensure that in future replacement buildings and conversions result in more positive development impact.

Within national planning regulations Article 1 (5) defines restrictions applying to land in: a National Park an Area of Outstanding Natural Beauty (AONB), a conservation area; an area specified under section 41(3) of the Wildlife and Countryside Act 1981; the Broads; and a World Heritage Site. These are relevant to building conversions within the AONB.

Under the Town and Country Planning (General Permitted Development) (England) Order 2015, change of use from an agricultural building to a dwelling house (class Q) is not 'permitted development' within an AONB (referred to as article 2(3) land) refer to 'Development Not Permitted Q1 j'. Under class P, the conversion of storage or distribution centres to dwelling houses is also not permitted within an AONB or WHS.

In 2019 Cornwall Council developed a Climate Change Action Plan, which aims to create 'conditions for change through direct action and a new form of place-based leadership for Cornwall to become net carbon neutral'. The NP recognises the importance of supporting climate change adaptation and of exploring how we can support appropriate renovation and conversion, using local materials to increase carbon efficiency, and at the same time contributing to valued local heritage character.

This policy also aligns with Natural England SEO 2 principles for this area.

POLICY HTA 3: Affordable Housing

Policy Intent: To support the provision of affordable housing to meet the needs of Parish communities, encouraging a phased approach to meet evolving local needs, and effective and efficient use of land for affordable housing.

Policy HTA3: Affordable Housing

Proposals for affordable housing will be supported where there is evidence of local need, for those who have a strong local connection with the Parish in accordance with the requirements of Cornwall Local Plan Policy 9 and where:

i. The type, tenure, size and number of dwellings proposed, meets the local housing need identified for the Parish on Cornwall Council's Affordable Housing Needs Register. Current need is primarily for social and affordable rented dwellings. The Parish encourages a phased approach to development, in order to meet evolving local needs.

ii. Given the small size of Parish settlements, in order to be proportionate, exception sites are not expected to exceed 10 dwellings unless there is appropriate evidence of a higher level of local need.

iii. Best use of land should be demonstrated for all affordable housing sites, this includes in relation to plot size, site design and placement of housing.

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

The Parish has an existing stock of approximately 100 affordable and social homes to rent with a smaller number of affordable homes for low-cost home ownership. Current data within the County Council system needs to be updated to capture existing and approved housing.

The Parish Council has a good track record of working closely with Housing Associations to deliver schemes to meet local need, including for social and affordable rent and shared ownership. This is reflected in the significant level of affordable housing that the Parish has allocated within the overall development consents granted. A scheme of 18 affordable homes was completed in 2019. In addition, there are a number of currently undeveloped plots for affordable homes granted permission under Cornwall Councils 'affordable led' planning policy.

There may be an additional need amongst Parish residents for affordable homes over the lifetime of this Neighbourhood Plan, and the Parish wishes to support local households with a high level of housing need. Developers are expected to work in partnership with the Parish Council from the outset of a potential affordable homes scheme inception, through need identification, viability, scheme design and to ensure that future occupiers are recognised as being residents with a strong local connection. A high level of housing need should be demonstrated based on data in Cornwall Council's housing register.

In order to ensure that affordable housing effectively meets local needs, the Planning Department is encouraged to also liaise closely with the Parish Council, in order to get a clear understanding of the locality, local needs and facilities, and up to date information on the current availability of affordable housing in the Parish. The Parish Council will monitor whether the occupancy of these dwellings meets the requirements of this policy and will pass information to Cornwall Council in cases where there is a breach that requires enforcement action.

Cornwall Council provided the following housing needs figures for Perranuthnoe Parish in January 2022. The figures given represent households.

Parish	Band	1 bed	2 bed	3 bed	4 bed	Total
Perranuthnoe	A	5	1	0	0	6
	B	0	0	0	1	1
	C	3	6	4	3	16
	D	4	3	0	0	7
	E	23	11	2	0	36
Total	Total	35	21	6	4	66*

*48 of whom are aged 55+ with 17 requesting 1 bed dwellings. 1 assessed cat M42 housing need.

Alignment with County and National Plans, Guidelines and Frameworks

Cornwall Local Plan Policy 8 and 9 set out how affordable housing will be delivered in Cornwall, and when rural exception sites may be acceptable. CLP Policy 21 provides guidance on 'Best Use of land and existing buildings.' The above NP policy aligns with, and provides local policy guidance to enable effective implementation of these CLP policies in this Parish.

National Planning Policy Framework (NPPF) Section 5 'Delivering a Sufficient Supply of Homes' provides guidance on Affordable housing. Paragraph 62 states that: The size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies; Paragraph 78: In rural areas, planning policies and decisions should be responsive to local circumstances and support housing developments that reflect local needs.

National Planning Policy Guidance from the Ministry of Housing, Communities and Local Government (2019) on 'phasing', states that conditions can be imposed by county planning departments to ensure that development processes proceed in a specific sequence. Conditions may also be used to ensure that a particular element in a scheme is provided by/at a particular stage or before the scheme is brought into use. It is important that the LPA and the applicant discuss and seek to agree any such conditions before planning permission is granted. This is in order to understand how the requirements would fit into the planned sequence for developing the site, impacts on viability, and whether the tests of reasonableness and necessity will be met.

POLICY HTA 4: The Siting of Temporary Caravans

Policy Intent: To clarify the grounds on which it may be acceptable for caravans to be used as temporary accommodation⁷¹, in order to help ensure that temporary use of caravans for accommodation does not lead to the establishment of unplanned dwellings.

Policy HTA4: The Siting of Temporary Caravans

Proposals for the temporary siting of a caravan for residential occupation will be supported:

- i) on agricultural holdings, where the use is to accommodate people directly employed in farming work, provided the work is seasonal and is not an activity that occurs at regular intervals throughout the year. The caravan(s) should be removed from the land at the end of the season.
- ii) Where planning permission has been granted for building work to house workers, but not workers families. It should be removed immediately once the building work is finished.

⁷¹ Planning guidance for commercial campsites is provided under NP Policy EB3

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

There are an increasing number of instances in the Parish where caravans or other forms of movable accommodation are being placed in the open countryside, outside the curtilage of private dwellings, without planning permission. The length of time these structures are used as living accommodation varies, but often exceeds that permitted in the Caravan Sites and Control of Development Act (1960).

Concerns over the impacts of this were raised repeatedly in NP consultations and include: the visual impact of caravans on the natural scenic beauty and heritage character of landscapes in visually prominent locations adjacent to footpaths within the AONB; disruption to local communities and businesses, disturbance to wildlife and habitats, rubbish pollution from users of caravans and instances of human defecation in fields and wild spaces.

The neighbourhood planning process was seen as an opportunity to provide local planning guidance, to fill an apparent strategic vacuum at the level of the Cornwall Local Plan. The aim was to try to ensure that the placement and use of caravans, mobile homes and other mobile dwelling structures on land in this Parish adheres with patterns of use allowed within national regulations, and does not impinge unreasonably on local communities, businesses or designated landscapes.

This NP policy provides guidance on the types and patterns of temporary use which would be supported in the Parish, based on the provisions in the Caravan Sites and Control of Development Act (1960), Schedule 1.

Alignment with County and National Plans, Guidelines and Frameworks

Under UK Planning Law, section 55 of the Town and Country Planning Act (1990) sets out when planning permission is needed. This includes in cases where there is a material change of use of land or buildings.

Under the Town and Country Planning Order (2015), Schedule 2, Part 4, Class B Temporary use of land, part B1 specifies that the siting of a caravan on land is not a permitted use except in those cases specified in the Caravan Sites and Control of Development Act (1960)

It should be noted that in all regulations, use of the term 'caravan site' is not as it is normally interpreted in general parlance; a 'caravan site' refers to land (a site) on which a caravan or other movable structure is placed. Within the regulations a 'caravan site' 'means land on which a caravan is stationed for the purpose of human habitation and land which is used in conjunction with land on which a caravan is so stationed following the definition used in the Caravan Sites and Control of Development Act (1960)'

The specific wording in the Town and Country Planning Order (2015), 'Schedule 2, Part 4, Class B Temporary use of land is as follows:

'The use of any land for any purpose for not more than 28 days in total in any calendar year.... and the provision on the land of any moveable structure for the purposes of the permitted use.

B.1 Development is not permitted by Class B if: (c) the use of the land is for a caravan site'

The Caravan Sites and Control of Development Act (1960) provides the basis on which placement of caravans on land in the Parish should be assessed. This outlines that a Site Licence is required for the siting and use of a caravan on land except for in specific circumstances. These are outlined under the First Schedule of that Act: 'Cases where a Caravan Site Licence is not required.'

The following cases are those of most relevance to this Parish

'Use within curtilage of a dwellinghouse

1 A site licence shall not be required for the use of land as a caravan site if the use is incidental to the enjoyment as such of a dwellinghouse within the curtilage of which the land is situated.

Use by a person travelling with a caravan for one or two nights

2 Subject to the provisions of paragraph 13 of this Schedule, a site licence shall not be required for the use of land as a caravan site by a person travelling with a caravan who brings the caravan on to the land for a period which includes not more than two nights

(a) if during that period no other caravan is stationed for the purposes of human habitation on that land or any adjoining land in the same occupation, and

(b) if, in the period of twelve months ending with the day on which the caravan is brought on to the land, the number of days on which a caravan was stationed anywhere on that land or the said adjoining land for the purposes of human habitation did not exceed twenty-eight.'

The Act lists all cases in which caravans may be used on land outside the curtilage of a dwellinghouse. Those of most relevance to this Parish include criteria 5, 6 and 7:

'Sites approved by exempted organisations

5 (1) Subject to the provisions of paragraph 13 of this Schedule, a site licence shall not be required for the use as a caravan site of land as respects which there is in force a certificate issued under this paragraph by an exempted organisation if not more than five caravans are at the time stationed for the purposes of human habitation on the land to which the certificate relates.

Meetings organised by exempted organisations

6 Subject to the provisions of paragraph 13 of this Schedule, a site licence shall not be required for the use of land as a caravan site if the use is under the supervision of an exempted organisation and is in pursuance of arrangements made by that organisation for a meeting for its members lasting not more than five days.

Agricultural and forestry workers: Subject to the provisions of paragraph 13 of this Schedule, a site licence shall not be required for the use as a caravan site of agricultural land for the accommodation during a particular season of a person or persons employed in farming operations on land in the same occupation.'

Part 5 of the General Development Order - Schedule 1 of 1960 Act gives provision for the stationing of a caravan on land within the curtilage of a dwelling house without the need to obtain planning permission if it is parked on the drive or in the garden of a dwelling, provided it is being used as though it were part of the house (like an extra bedroom) by members of the immediate family or by friends occasionally. It cannot be used as a separate dwelling or hired out (eg. for holidays). The Act specifies that in the placement and use of the caravan:

1. No new access can be made to a trunk or classified road, or an existing access altered.
2. The view of drivers or pedestrians using an adjoining road must not be blocked or obstructed, especially at or near a bend, corner or junction.

The legal definition of a caravan is set out in the Caravan Sites and Control of Development Act 1960 and the Caravan Sites Act 1968.

Section 29 (1) of the Caravan Sites and Control of Development Act 1960 defines a caravan as: "... Any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted but does not include

- (A) Any railway rolling stock which is for the time being on rails forming part of a system, or
(B) Any tent”

Section 13 (1) of the Caravan Sites Act 1968, which deals with twin-unit caravans. Section 13 (1) provides that:

“A structure designed or adapted for human habitation which:

- Is composed of not more than two sections separately constructed and designed to be assembled on a site by means of bolts, clamps and other devices; and
- Is, when assembled, physically capable of being moved by road from one place to another (whether being towed, or by being transported on a motor vehicle or trailer), shall not be treated as not being (or have been) a caravan within the means of Part 1 of the Caravan Sites Control of Development Act 1960 by reason only that it cannot lawfully be moved on a highway when assembled”.

An amendment of the definition of caravan was added in 2006 to specify: Length (exclusive of any drawbar) 20m (65.6FT); Width: 6.8m (22.3ft); Overall height (measured internally from the floor at the lowest level to the ceiling at the highest level) 3.05m (10ft)

NP Policy HTA4 aligns with a number of policy provisions under the National Planning Policy Framework (NPPF); the following paragraphs are of core relevance:

174. Planning policies and decisions should contribute to and enhance the natural and local environment by:

- a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);
- b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland;
- c) maintaining the character of the undeveloped coast, while improving public access to it where appropriate;
- d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;
- e) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and
- f) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

176: Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas, and should be given great weight in National Parks and the Broads. The scale and extent of development within all these designated areas should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas

185. Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should:

- a) mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life; and
- b) identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason; and
- c) limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

NP Policy HTA4 supports Cornwall Local Plan Policies 2 (Spatial Strategy); 7 (Housing in the Countryside); 16 (Health and Wellbeing); and 23 (Natural Environment) Although, the Cornwall Local Plan does not provide specific planning guidance on the use of mobile dwelling structures within the open countryside, this NP policy aligns with, and support the aims of Cornwall Local Plan policies 7, 16 23 in that:

Policy 7 specifically states that ‘development of new homes in the open countryside will only be permitted where there are ‘special circumstances’. The special circumstances do not include the establishment of dwellings in the open countryside through permanent placement of caravans or other forms of moveable accommodation.

Policy 16 which aims to ‘improve the health and wellbeing of communities’. One of the concerns raised by Parish communities is the impact on public health caused by instances of human defecation and of rubbish in the open countryside, associated with use of the mobile dwellings.

Policy 23, point 2a places great weight on conserving the landscape and scenic beauty within or affecting the setting of the AONB. One of the key issues which has led to the Parish identifying a need for this policy within the NP is the impact of mobile dwelling structures on Parish AONB landscapes.

This NP policy reflects Natural England SEO 3 principles for this area and the need to ‘Sustainably manage the visitor pressure associated with this distinctive landscape to ensure that the numerous recreational opportunities, such as the South West Coast Path and high-quality beaches, continue to be enjoyed sustainably by the local community and visitors.’

OBJECTIVE 3: Building Design and Landscaping (BDL)

To ensure that the design of new and replacement buildings in the Parish, and of modifications to existing buildings, results in developments that are well integrated into their surroundings, and which contribute to the valued local character of landscapes and settlements.

POLICY BDL 1: Building Design, Scale, Layout and Landscaping

Policy Intent: To establish clear local design principles through which to achieve built development that contributes positively to the distinctive local character of AONB and WHS landscapes and settlements⁷² and is sensitive to the functional needs of communities.

Policy BDL1: Building Design, Scale, Layout and Landscaping

1: Development proposals should demonstrate how building design, scale, layout and landscaping will be integrated into, and will work positively to conserve and enhance the AONB and conform with national policy requirements for the WHS and the requirements of current AONB or WHS Management Plans. Proposals will be supported where they:

⁷² In line with the CLP Policy 12 requirement that: ‘development must ensure Cornwall’s enduring distinctiveness and maintain and enhance its distinctive natural and historic character’.

- i. complement their setting and comply with relevant policies; and
- ii. through careful design, appropriate scale, layout, form and materials used avoid suburbanisation of the countryside and work positively to maintain local sense of place. The Parish strongly encourages the use of local natural materials such as granite for walls and slate for roofs, so that development is sympathetic to the area's cultural and natural heritage. The use of extensive areas of glazing, glass walls, polished metal or other highly reflective materials is strongly discouraged; and
- iii. avoid overbearing, overshadowing, and overlooking impacts on neighbours, and unreasonable loss of privacy; and
- iv. where appropriate, provide useable garden space, the footprint of which should be greater than that of the building(s) on the site; and
- v. avoid overdevelopment and the impact of atypical building density, forms and massing on local settlements or landscapes; and
- vi. present appropriate 'innovative' design which complements local landscape and settlement character; and
- vii. respect existing roofscapes and where the plot allows, are located below the skyline. If this cannot be achieved, then building placement, scale and design should minimise visual impacts on the ridgeline, recognising the amplification of visual impacts against a skyline;
- viii. they should not detract from the public visual amenity value of views of the coast, heritage assets, and open countryside. The Parish encourages the use of Landscape and Visual Appraisal in sensitive or prominent areas; and
- ix. Landscaping and layout of the site is well integrated into its setting. The use of native plant species, and of traditional Cornish Hedges and hedgerows for property boundaries is encouraged. Suburban fencing styles and boundaries are strongly discouraged. Where planning permission is required changes to boundary structures should not significantly alter the local character of rural lanes, village streets or areas of local heritage value; and
- x. Plot layout and landscaping should minimise the impact of vehicles on public rights of way, public places and surrounding properties, this includes consideration of parking needs and the suitability of proposed access to and from the property: adequate parking space should be provided within the property boundary to meet the intended use of the property and be in accordance with Cornwall Council parking standards; access should not block or cause safety issues for surrounding areas.

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

The neighbourhood planning process is an important forum through which local communities can play a lead role in shaping the character of the settlements in which they live. Local people have an intricate knowledge of the distinctive character of places across the Parish, how and why those places are valued, and correspondingly how building design can contribute positively to 'local sense of place'. Through a Neighbourhood Plan's design policies, the people that live in an area can help to determine what locally sensitive building design should look like.

Public consultation for the Neighbourhood Plan highlighted significant concern by local communities over the negative impact which insensitive building design, scale, layout and landscaping is having on designated AONB and WHS landscapes across the Parish. It was repeatedly emphasised in consultation responses for the NP that buildings are long-term features that can have a significant impact on an area for generations, and that it is important that they are designed so as to be sensitive to surrounding landscapes, settlements and communities. A number of issues of concern were repeatedly raised:

- That buildings are increasingly being designed to stand out individually, rather than being integrated into the local character of their setting. This has resulted in a number of visually intrusive buildings, in particular in AONB areas of the Parish. It is an impact which is also noted within the Parish Landscape Character Assessment (LLCA), and within Cornwall's AONB Management Plan, which specifically lists Perranuthnoe Parish as one of the areas in Cornwall to have been negatively impacted by large and visually intrusive building design. In WHS areas of the Parish, concerns focussed on both the extent of development 'creep' into designated landscapes, and the lack of consideration given to integrating buildings into settlements and heritage landscapes.
- The increasing size and scale of buildings, and the increasing use of large expanses of glass and metal as a material within modern building design, in particular in coastal AONB areas of the Parish. Concerns centred on the visually intrusive impact which these design features can have on natural and heritage landscapes. 'Glare' and 'light pollution' are two associated problems, in particular where properties are built on high ground, or are clearly visible from PROW. Extensive areas of glass, and / or lighting adjacent to footpaths can also be intrusive for users of footpaths.
- The extent to which past insensitive development is influencing decision-making on current development proposals, with each incongruous building seemingly being used as a precedent for the next, in an escalating spiral of negative development impact on local landscapes, settlements and communities. While in theory there should be no legal grounds for use of 'precedent' in development planning, in practice, planning decisions demonstrate how the comparison of proposed developments with the scale and design of recently permitted buildings, has been a significant factor influencing decision-making on planning applications.
- The way in which broad descriptive terms within Cornwall Local Plan and national planning policies are interpreted and applied to the Parish context. There is concern that broad policy terms such as 'appropriate', 'enhance' or 'in keeping' seem to be applied based on the individual design preferences of developers and decision-makers, rather than on clear, locally agreed, design standards and criteria. One of the aims of this NP policy is to provide local policy guidance and specificity, to help define and standardise how these broad terms should be applied to the local Parish context.
- Use of the term 'innovative' within development proposals, as grounds on which to endorse development that is incongruous or 'visually intrusive' on surrounding landscapes and settlements. While sensitive innovation is welcome in the Parish, design innovation should seek to take inspiration from and complement local AONB and WHS landscape and settlement character⁷³, and not result in buildings that are overly conspicuous or imposing on their setting. Where a development proposal presents a design as 'innovative', it is important that the Design and Access statement clearly demonstrates how the scale, design, layout, form, materials and landscaping of the development complement the surrounding landscape or settlement character, and contribute positively to 'local sense of place'. Reference should be made to the Parish Landscape Character Assessment and, where relevant, the Heritage Character Assessment, in order to demonstrate this.
- The lack or paucity of landscape and settlement context appraisal within development proposals. National design guidelines and the Cornwall Design Guide emphasise the importance of Context Appraisal and of consideration of the setting for development. However, in practice development proposals often do not contain context appraisal.

⁷³ Refer Perranuthnoe Local Landscape Character Assessment (LLCA)

The Perranuthnoe Parish Council's Position Statement also provides relevant guidance for this policy, stating that 'particular attention should be taken with design and finishing materials where the development is in the AONB, Conservation Areas, or where the dwelling is a prominent position. Minimising damage to or alteration of existing hedgerows combined with ensuring the use of traditional Cornish hedging on visible boundaries is a key element of maintaining the character.'

The Local Landscape Character Assessment (LLCA) is a core baseline document for the Neighbourhood Plan. It describes the natural and heritage beauty of landscapes across the Parish but also highlights that in coastal areas of the AONB, development has had 'a significant visual impact on the enjoyment of vistas from public footpaths and rights of way and from the beach.' In particular 'larger modern properties which due to their size, mass, style and building materials are more dominant in the edge of the settlement, and appear out of scale and character with the landscape and settlement.' The LLCA recommends that it is important to 'avoid development where it is perceived as a prominent element on the sky line', 'ensure the use of local materials and vernacular design in any development', 'consider how light pollution can be minimised, through appropriate design' and 'consider the cumulative impact of development.' This Neighbourhood Plan design policy builds on the LLCA, and the recommendations in it.

The Neighbourhood Plan is seen as an important opportunity to support development planning that works positively to achieve buildings that are designed to be sensitively integrated into the distinctive local character of landscapes and settlements, respecting the outstanding local landscape character which is inherent in the AONB and WHS designations. The public consultation process for development of the NP has directly informed the design principles and criteria within NP policy BDL1. It is this process that has helped to define what valued local character is, and how building design can be sensitive to it, so that buildings are 'in-keeping' with and 'appropriate' for their setting.

It is hoped that this NP policy will help to achieve a move away from patterns of development in which buildings are designed to stand out individually, towards a pattern of development where consideration is given to blending development in, so that it contributes positively to the overall character of AONB and WHS landscapes and settlements in the Parish, and the function and needs of places and communities.

This policy covers all building work that requires planning permission, including housing, commercial properties, garden buildings, hard landscaping and external structures. The criteria in this policy are inclusive, meaning that development proposals should clearly demonstrate that they have considered and adhered with all relevant policy criteria.

Alignment with County and National Plans, Guidelines and Frameworks

The National Planning Policy Framework (NPPF) underlines the importance of local knowledge and communities' understanding of a local area in achieving building design that contributes positively to and is in-keeping with the valued local character of places. It highlights the role of neighbourhood plans in achieving well designed places.

NPPF Section 12 focuses on Achieving Well Design Places. The NPPF was revised in July 2021 and provides clarity on the role of neighbourhood planning in achieving well designed places. It emphasises that: 'Neighbourhood planning groups can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development, both through their own plans and by engaging in the production of design policy, guidance and codes by local planning authorities and developers.' The NPPF underlines that:

Paragraph 126: 'The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a

key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.'

Paragraph 127: Plans should, at the most appropriate level, set out a clear design vision and expectations, so that applicants have as much certainty as possible about what is likely to be acceptable. Design policies should be developed with local communities so they reflect local aspirations, and are grounded in an understanding and evaluation of each area's defining characteristics. Neighbourhood planning groups can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development, both through their own plans and by engaging in the production of design policy, guidance and codes by local planning authorities and developers.

Paragraph 130: 'Planning policies and decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

Paragraph 134. Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes. Conversely, significant weight should be given to:

- a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or
- b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

Paragraph 135: 'Local planning authorities should seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used).'

The NPPF requires great weight to be given to conserving heritage, cultural, landscape and scenic beauty in Areas of Outstanding Natural Beauty (AONB), and World Heritage Sites (WHS).

Within AONB, the NPPF specifies that: 'Great weight should be given to conserving and enhancing landscape and scenic beauty in ... Areas of Outstanding Natural Beauty which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas...The scale and extent of development within all these designated areas should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas' (paragraph 176).

Within WHS, the NPPF emphasises 'the desirability of new development making a positive contribution to local character and distinctiveness; (paragraph 190c) and 'where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated

that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss' (paragraph 201)

Neighbourhood Plan policy BDL1 aligns directly with the design principles outlined in the NPPF, and provides the local guidance and criteria necessary to ensure that national policies are effectively applied to the local context. Given that the land area in the Parish is either designated as an AONB or WHS, and given that significant concerns have been raised through NP consultation and in the LLCA, over the negative impact which overbearing, out of character and/or visually intrusive development is having on these designated areas, well-integrated and sensitive design is a key planning issue for this Parish.

Policy BDL1 works to achieve design that responds to the special qualities of this Parish. The policy criteria have been developed based on local aspirations and are grounded in an understanding and evaluation of the Parish's defining characteristics. This NP policy will help to ensure that adequate and clear information is provided within development proposals to enable decision-makers to make well informed decisions. The design criteria provide much needed guidance to help achieve development that is 'sensitively designed', and responds positively to local 'sense of place', so that buildings complement and are well integrated into local landscape and settlements. It will help to ensure that development proposals, and decision-making on them, is based on a clear understanding of the valued character of local landscapes and settlements in the Parish, and of the importance of considering and respecting the Parish's cultural heritage.

This NP policy responds directly to NPPF Section 12 by recognising that 'The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve'.

The Cornwall Local Plan (CLP)

Policy 12 is focussed on 'Design', it recognises that: 'how development responds to and respects the diverse character of our landscapes is central' (para 2.74); 'Good quality design is about more than just how an individual building may look, it helps shape the way places work' (para 2.75); and that 'The impact of new development on Cornwall's distinctiveness and character must be carefully managed through the design and planning process. We expect proposals to demonstrate how local distinctiveness and the landscape character assessment process have informed and shaped the design of schemes'.

CLP policy 12 states that 'The Council is committed to achieving high quality safe, sustainable and inclusive design in all developments. Development must ensure Cornwall's enduring distinctiveness and maintain and enhance its distinctive natural and historic character. Development should demonstrate a design process that has clearly considered the existing context, and how the development contributes to the social, economic and environmental elements of sustainability through fundamental design principles.' CLP policy 12 states that

1. As part of a comprehensive place-shaping approach, proposals will be judged against fundamental design principles of:

a. character – creating places with their own identity and promoting local distinctiveness while not preventing or discouraging appropriate innovation. Being of an appropriate scale, density, layout, height and mass with a clear understanding and response to its landscape, seascape and townscape setting; and

b. layout – provide continuity with the existing built form and respect and work with the natural and historic environment; high quality safe private and public spaces; and improve perceptions of safety by overlooking of public space; and

- c. movement – creating a network of safe well connected routes which are easy to read and navigate by the use of landmarks, spaces, views and intersections; and
- d. adaptability, inclusiveness, resilience and diversity – building structures can be easily altered, particularly internally, to respond to both climate change and changing social and economic conditions and provide a mix and pattern of uses; and
- e. engagement process – undertaking community engagement, involvement and consultation in the design process proportionate to the scheme.

2. In addition development proposals should protect individuals and property from:

- a. overlooking and unreasonable loss of privacy; and
- b. overshadowing and overbearing impacts; and
- c. unreasonable noise and disturbance.

Policy BDL1 aligns with the principles within CLP policy 12 and provides the local information and criteria necessary to enable these to be effectively implemented in this Parish.

Policy BDL1 also supports and aligns with CLP Policies: 2 (Spatial Strategy), 13 (Development standards), 16 (Health and wellbeing), Policy 23 (Natural Environment), Policy 24 (Historic Environment) and Policy 25 (Green infrastructure). In particular the following CLP policy principles and objectives:

CLP Policy 2: ‘respecting and enhancing quality of place: Proposals should maintain and respect the special character of Cornwall,’

CLP Policy 13 ‘Development Standards’. NP policy BDL1 ensures that adequate information is provided to enable decision-makers to understand the context and to avoid adverse impacts, either individually or cumulatively.

CLP Policy 23: ‘Development proposals will need to sustain local distinctiveness and character and protect and where possible enhance Cornwall’s natural environment and assets according to their international, national and local significance.’

CLP Policy 24: ‘Development proposals will be permitted where they would sustain the cultural distinctiveness and significance of Cornwall’s historic rural, urban and coastal environment by protecting, conserving and where appropriate enhancing the significance of designated and non-designated assets and their settings.’ ‘Any harm to the significance of a designated or non-designated heritage asset must be justified.’ ‘Development within the Cornwall and West Devon Mining Landscape World Heritage Site (WHS) and its setting should accord with the WHS Management Plan. Proposals that would result in harm to the authenticity and integrity of the Outstanding Universal Value, should be wholly exceptional.’

CLP Policy 25: ‘Development proposals should contribute to an enhanced connected and functional network of habitat, open spaces and waterscapes by:

- 2. Demonstrating that all the functional environmental infrastructure and connections have been taken into account in the design of the scheme or site layout, including impacts on ecosystem services; biodiversity; coastal processes and recreation within and near to the application site and show how this understanding has positively contributed to place making and influenced the proposal; and
- 3. Providing appropriate buffers to natural spaces that have community, biodiversity and heritage significance;’

NP policy BDL1 also builds on the guidance provided in the [Chief Planning Officer’s Advice Note on Good Design in Cornwall](#), which highlights 11 points of importance for good design. It emphasises that ‘fundamentally all new development in Cornwall should feel Cornish and be

shaped by its history, culture, landscape and, where relevant, its relationship to the sea.’ This NP policy provides design principles to enable developers and planning officers to understand how the Parish’s history, culture, landscape and, where relevant, relationship to the sea, can shape good and sensitive design.

The National Design Guide: Planning practice guidance for beautiful, enduring and successful places provides important guidance on achieving well designed places and buildings. It underlines that: ‘Buildings are an important component of places and proposals for built development are a focus of the development management system. However good design involves careful attention to other important components of places. These include:

- the context for places and buildings;
- hard and soft landscape;
- technical infrastructure – transport, utilities, services such as drainage; and
- social infrastructure – social, commercial, leisure uses and activities.

Well-designed place is unlikely to be achieved by focusing only on the appearance, materials and detailing of buildings. It comes about through making the right choices at all levels, including: the layout (or masterplan); the form and scale of buildings; their appearance; landscape; materials; and their detailing.’

The National Design Guide provides detailed guidance on all of these elements and outlines 10 characteristics of well-designed places emphasising that ‘the ten characteristics help to nurture and sustain a sense of Community. They work to positively address environmental issues affecting Climate. They all contribute towards the cross-cutting themes for good design set out in the National Planning Policy Framework. The ten characteristics are:

- Context – enhances the surroundings.
- Identity – attractive and distinctive.
- Built form – a coherent pattern of development.
- Movement – accessible and easy to move around.
- Nature – enhanced and optimised.
- Public spaces – safe, social and inclusive.
- Uses – mixed and integrated.
- Homes and buildings – functional, healthy and sustainable.
- Resources – efficient and resilient.
- Lifespan – made to last.

The Guide specifies that well designed places are achieved by being:

- based on a sound understanding of the features of the site and the surrounding context, using baseline studies as a starting point for design;
- integrated into their surroundings so they relate well to them;
- influenced by and influence their context positively; and
- responsive to local history, culture and heritage.

and that: ‘well-designed development proposals are shaped by an understanding of the context that identifies opportunities for design as well as constraints upon it; and that ‘well-designed new development is integrated into its wider surroundings, physically, socially and visually. It is carefully sited and designed, and is demonstrably based on an understanding of the existing situation, including:

- the landscape character and how places or developments sit within the landscape, to influence the siting of new development and how natural features are retained or incorporated into it;
- patterns of built form, including local precedents for routes and spaces and the built form around them, to inform the layout, grain, form and scale

- the architecture prevalent in the area, including the local vernacular and other precedents that contribute to local character, to inform the form, scale, appearance, details and materials of new development
- uses and facilities, including identifying local needs and demands that well-located new facilities may satisfy; and
- public spaces, including their characteristic landscape design and details

The design criteria established in this NP policy have been informed directly by the National Design Guide and the 10 characteristics of well-designed places which it outlines. It responds directly to the concerns and recommendations repeatedly raised by communities in consultation responses for the NP. The consultative NP process provided an important forum through which to facilitate effective community engagement so that future development can ‘help to nurture and sustain a sense of community’.

Cornwall Design Guide

The latest Cornwall Design Guide was put out for public consultation between January and March 2020. It is titled ‘how to achieve quality in development for People, Wildlife and the Environment’. The Guide strongly encourages developers to undertake context appraisal and to engage with affected stakeholders, Parish Councils and Cornwall Council from the outset.

The Design Guide sets out 6 Priority Areas: Effective Design Process; Locally Distinctive, Connected and Accessible, Healthy, Green and Inclusive; Liveable Homes; and Climate Change and Community Resilience. Each priority area has a set of Outcomes.

The Design Guide specifies that whenever a Design and Access Statement is required, it must be underpinned by a Context Appraisal. The Context Appraisal should examine the Environmental Context surrounding the site; the Form and Materials of surrounding buildings, undertake an assessment of Historic and Local Distinctiveness, with particular attention to be given to heritage assets; and an assessment of Functional Infrastructure. It should also include careful review of existing resources (including neighbourhood plans, and relevant proposals near the site) and should outline how the local community have been engaged and consulted.

The Guide emphasises that ‘existing insensitive development must not set a precedent for what is locally distinctive or acceptable.’ (p28) It underlines that development which respects and responds to its context will almost always be more appropriate and will be easier to integrate with the surrounding area, stating that well designed places occur when ‘Buildings, forms and materials respond to the local landscape, materials, historic features, traditions and climatic conditions, creating places that are comfortable to live in and easier to maintain which fit within the natural, social and cultural landscape of Cornwall.’ (p28)

Policy BDL1 follows all of the above guidance. It provides the local area planning principles and criteria needed to ensure that adequate contextual information is included to support informed design and appraisal, and to work towards achieving development that respects and responds to the local Parish context.

Cornwall Council has also developed a ‘Sustainable Building Guide’. Although this focuses on retro fitting existing buildings, it provides useful guidance on building design, energy conservation, water conservation, water treatment and drainage, materials, waste and pollution that are relevant for all building development projects. Guidance on the use of the energy hierarchy in building design is as follows:

1st – minimise the energy and water needs (eg passive solar design, natural light and ventilation, super insulation, triple glazing, thermal mass).

2nd – use renewable energy sources – eg solar, hydro, wind, biomass, geothermal

3rd – use low carbon energy sources – eg heat pumps (water, ground or air source).

4th (last resort) – use the most efficient energy sources in conjunction with a green tariff

The Council encourage use of sustainable drainage solutions (SUDS) within development, in order to negate or reduce flooding and erosion risks. This has been covered in Neighbourhood Plan policy CW6.

This NP policy if used alongside Policy NLB5 can support carbon sensitive and efficient design, supporting Cornwall Council's ambition to become carbon neutral by 2030.

The Cornwall AONB Management Plan 2022-27 is a material consideration for planning purposes and as such must be considered in all development proposals and planning decisions within those areas of the Parish which lie within the AONB.

The aim of the 'Planning and Development' section of the AONB Management Plan is: 'To ensure development conserves and enhances the local distinctiveness and natural beauty of the AONB landscapes and their settings while meeting the needs of local communities. Development within the designated landscape should be demonstrably "landscape-led" to allow it to provide a contextual response to its specific setting within the AONB, clearly addressing locally characteristic forms of development in terms of scale, massing, form, architectural treatments, distinctiveness, respect to local heritage, biodiversity and other key attributes of the local landscapes. Development should conserve and enhance and feel part of the existing landscape and settlement pattern and form. This can include responding to both built and natural attributes, for instance reflecting vernacular construction methods, built forms, field patterns and landscapes. It may also include retaining or enhancing key views, landscapes and buildings that provide a tangible link to Cornish culture as well as ensuring that local place names and character are understood and form part of the development proposals.'

The AONB Management Plan 'south-coast western' area section, specifically highlights Perranuthnoe as one of the places in Cornwall where insensitive building design has had a visually intrusive impact on AONB landscapes, stating that: 'recent housing developments and the replacement of individual dwellings at...Perranuthnoe have had negative visual and character impacts⁷⁴ on the AONB.

This Neighbourhood Plan policy shares the aim of the AONB MP to achieve landscape-led development that is sensitive to local landscape character. The criteria established within NP Policy BDL1 will provide the grounds on which the Parish can help to ensure that the values inherent in AONB designation, and the policy guidance provided in the AONB Management Plan, are adhered to and respected in this Parish. NP Policy BDL 1 contributes directly to achieving a number of the Cornwall AONB Management Plan's policies including:

PD P1: All development within the AONB will be required to adopt a "landscape-led" approach as set out within this document in order to conserve and enhance the natural beauty of the AONB. This approach will provide for the statutory protection of the AONB landscapes and will deliver the policy requirements that stem from this. Development proposals within the AONB landscape will be required to demonstrate a contextual understanding and response to the unique and characteristic attributes of the site and its setting and to demonstrate how the proposed development positively responds to these in conserving and enhancing the designated landscape.

PD P2: Development management decisions should specifically consider the cumulative effects of individual developments on the designated landscape. The addition of further individual developments and particularly replacement and redevelopment of existing dwellings and buildings and the extension of settlements will be supported where these are landscape led and

⁷⁴ AONB Management Plan p205

do not exceed the sensitivity and capacity of their designated landscape setting and where they do not give rise to cumulative effects particularly through the inclusion of uncharacteristic contemporary elements, domestic paraphernalia and light spill. The unique historic character of many of the settlements and clusters of dwellings in the designated landscape reflect both their vernacular form and buildings and also their relationship to their landscape setting. The loss of either characteristic will be disproportionately harmful.

PD P3: The replacement and redevelopment of existing dwellings will be supported where the overall scale, density, massing, height, layout, materials and landscaping of the development appropriately responds to local character and natural beauty of the surrounding AONB landscape. Such development should be broadly comparable to the size, scale and bulk of the dwelling being replaced, and not adversely affect the character of the surrounding area.

PD P11: Any development in, or within the setting of, the AONB must be sustainable development that:

- maintains local distinctiveness and contributes to the sense of place; it should respond to local historical, cultural and landscape context and enhance and feel part of the existing landscape. This can include responding to both built and natural attributes, for instance using characteristic local construction methods, built forms, field patterns and landscapes. It may also include retaining or enhancing key views, landscapes and buildings that provide a tangible link to Cornish culture;
- is appropriately located, and addresses landscape sensitivity and capacity being of a scale, density, layout, height and mass with a clear understanding and response to its landscape, seascape and townscape setting;
- reflects vernacular scale and detailing avoiding the uncharacteristic introduction of large scale dwellings with very extensive glazed elevations and imposing presence; Innovation in building design within the AONB should be landscape-led providing contextually responsive in the terms set out above, provide contemporary development that is well integrated into its setting and the AONB landscape.
- is compatible with the distinctive character of the location described by the Landscape Character Assessment, with particular regard to the setting of settlements and the rural landscape; does not compromise the special qualities and characteristics of the AONB designation as outlined for each local section and in relevant landscape character assessments;
- maintains ecological continuity/ semi-natural corridors and gives rise to biodiversity net gain;
- supports the conservation of the historic environment as a whole, and in particular those designated heritage assets and their setting; including Conservation Areas and World Heritage Sites;
- respects and does not diminish dark skies, designated or otherwise, and maintains tranquillity. Any development that leads to increase light spill will not be supported
- protects ancient woodland, trees and notable trees, other important features and semi natural habitats in order that they can contribute to the conservation and enhancement of the natural beauty of the protected landscape. Particular care should be taken to ensure that development outside the AONB does not harm the natural beauty, character and special qualities of the AONB and/ or its setting or otherwise prejudice the achievement of the AONB purposes. The AONB enjoys equal protection from effects whether they result from development within or outside the designated area.

PD P13: Support the use of local vernacular stone and other building materials used in vernacular ways within built development and infrastructure. If necessary, by the small-scale and sensitive reworking of local quarries.

SCW P4: Support the characteristic inclusion of local materials and vernacular design in new development, public realm, highways work, and public rights of way infrastructure using granite, serpentine, gabbro and schists as appropriate to reflect the varied geodiversity of this section.

Policy LS-P3: Safeguard and enhance characteristic high levels of peace and tranquillity in the AONB with dark night skies by minimising noise, intrusive development and light pollution.

NRLM Objective 10: Support opportunities to enhance dark skies and conserve the nocturnal environment. Support initiatives which reduce artificial light and increase awareness of the impacts on the nocturnal environment.

Cornwall and Devon Mining World Heritage Site Management Plan: By requiring building development to consider and complement the heritage character of landscapes and settlements across the Parish, this NP policy actively supports conservation of the outstanding value of heritage landscapes in the Parish, and therefore supports core policies within the WHS Management Plan, including the following:

Policy C8: Traditional materials and skills should be encouraged in the maintenance of the authentic historic fabric within the Site; and

Policy C2: New development should add to the quality and distinctiveness of the Site by being of high quality design and respectful of setting.

2022 -2030 Strategy for Cornwall's Historic Environment: Heritage at the Heart of an Evolving Cornwall

NP policy BDL 1 includes policy criteria which encourage design that responds positively to places and assets of local heritage significance, so that local heritage character remains 'at the heart' of the Parish as it evolves. This NP policy supports the following objectives of the Strategy for Cornwall's Historic Environment:

Objective 1: Enhance and reinforce historic character and distinctiveness and raise the quality of development through respecting the distinctive character of Cornwall's diverse landscapes.

Objective 25: Support communities as they integrate the ways they value their local historic environment and distinctiveness into Neighbourhood Development Plans, Village Design Statements and the like

Objective 52: Promote the maintenance, repair and restoration of the fabric and character of buildings, structures, places, landscape and artefacts, and promote and develop traditional skills and materials while doing so

Objective 54: Contribute to place-making and regeneration, in strategic, neighbourhood and master planning, and through formal planning processes and development management

Historic England Guidance

NP Policy BDL1 also builds on the advice provided by Historic England for neighbourhood development planning. Historic England guidelines underline the importance of identifying and promoting local character in building design, advising that: 'design policies can identify a palette of characteristic materials that should be used in new developments to protect local distinctiveness. It would also be possible to include a requirement in a design policy for new development to protect or enhance the historic pattern of development, if supported by appropriate evidence, to protect local distinctiveness.'

The Ministry of Housing, Communities and Local Government provides useful guidance on building design: 'Well-designed places can be achieved by taking a proactive and collaborative approach at all stages of the planning process, from policy and plan formulation through to the determination of development proposals and the post approval stage. This guidance explains

the processes and tools that can be used through the planning system and how to engage local communities effectively.’ It underlines that neighbourhood plans are effective means to establish ‘more local and/or detailed design principles for an area, including design requirements’ and that this is most ‘most effective when based on appropriate evidence of the defining characteristics of the area, such as its historic, landscape and townscape character.’

The Ministry provides guidance on ‘Effective Community Engagement in Design’, stating that: ‘Communities can effectively shape both design policies and development through a collaborative process of meaningful participation. Early engagement and linking engagement activities to key stages of design decision-making and plan-making can empower people to inform the vision, design policies and the design of schemes. Engagement activities offer an opportunity to work collaboratively with communities to shape better places for local people. They consider how to embed empowerment, capacity building and employability opportunities for local people and organisations throughout the design process.’

The neighbourhood planning process has provided an important forum for engaging communities; through this process the Parish has increased understanding of the defining and valued local character of settlements and landscapes across the Parish, developing NP policy BDL 1 through a collaborative approach. <https://www.gov.uk/guidance/design#design-codes>

The Building for Life principles are also relevant to NP Policy BDL1. Building for Life 12 is a government-endorsed industry standard for well-designed homes and neighbourhoods. It incorporates a series of questions and answers to support assessment of building design and the quality of placemaking.

Policy BDL 1 also follows Natural England SEO 2 principles for this area (refer NP section 2). It provides policy guidance to both developers and decision makers to help ensure that consideration is given to the impact of building scale and design on the distinctive local character of Parish landscapes and on local communities. It outlines clear and locally informed criteria which respond to key design issues and concerns in this Parish, building on the results of the LLCA, public consultations, county and national planning policies and guidelines, and applying them to the local context. It aims to ensure that development is well informed, based on sound assessment and works positively to achieve buildings that are effectively integrated within their surroundings, contributing to the valued local character of AONB and WHS landscapes and settlements.

POLICY BDL 2: Design and Location of Signs and Advertisements

Policy Intent: To help ensure that signs and advertisements are not visually intrusive and that signage contributes positively to the character of the local area.

Policy BDL 2: Design and Location of Signs and Advertisements

1: The placement and distribution of signs and advertisements should not result in any risks to public safety in particular in roadside locations. Their design and scale should be in keeping with the local character of the surrounding AONB / WHS setting, and should not be visually intrusive. Best practice should be observed in line with the NPPF and The Town and Country Planning (Control of Advertisements) (England) Regulations 2007. Development proposals which include illuminated advertisements or signs will not be supported. Excessive clustering of signs and advertisements, or their placement in areas that affect or obscure views is strongly discouraged.

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Poorly designed signs and advertisements can detract from the character of both settlements and landscapes, in particular illuminated signs. They can also result in risks to public safety, in particular in roadside locations. NP policy BDL 2 aims to address these risks.

Policies and regulations of relevance to this policy include:

The AONB area of Perranuthnoe Parish lies in an Area of Special Advertisement Control (approved 09.11.1981 under the former District and Borough Councils) to which specific conditions apply.

National Planning Policy Framework (NPPF) paragraph 136: 'the quality and character of places can suffer when advertisements are poorly sited and designed. A separate consent process within the planning system controls the display of advertisements, which should be operated in a way which is simple, efficient and effective. Advertisements should be subject to control only in the interests of amenity and public safety, taking account of cumulative impacts.'

The display of advertisements is subject to a separate consent process within the planning system. This is principally set out in The Town and Country Planning (Control of Advertisements) (England) Regulations 2007.

For planning purposes, 'advertisement' is defined in section 336(1) of the Town and Country Planning Act 1990 as: 'any word, letter, model, sign, placard, board, notice, awning, blind, device or representation, whether illuminated or not, in the nature of, and employed wholly or partly for the purposes of, advertisement, announcement or direction, and (without prejudice to the previous provisions of this definition) includes any hoarding or similar structure used or designed, or adapted for use and anything else principally used, or designed or adapted principally for use, for the display of advertisements.' Some additional detail on the meaning of the term 'advertisement' is provided in the Town and Country Planning (Control of Advertisements) (England) Regulations 2007.

OBJECTIVE 4: Natural Landscapes and Biodiversity (NLB)

To protect the outstanding natural beauty of landscapes and to ensure that development across all parts of the Parish supports the conservation of biodiversity and geo-diversity, enhancing ecosystem integrity and strengthening climate change resilience.

POLICY NLB 1: Biodiversity Conservation, Ecosystem Resilience, & Protection of Natural Landscape Beauty

Policy Intent: To ensure that the outstanding natural beauty of Parish landscapes is conserved, and that development planning clearly recognises the importance of biodiversity and healthy ecosystems for environmental, social and economic resilience.

NLB 1a: Biodiversity Conservation and Ecosystem Resilience

Proposals should achieve biodiversity net gain, as a minimum in accordance with national policy, maintaining or enhancing ecosystem integrity. The information provided with applications should be proportionate to the complexity of the proposed development and the sensitivity of its setting and should:

i) outline the pre-development biodiversity baseline, including natural habitats and wildlife on the site, and on land surrounding the site, recognising that a development site is part of, and

will have an impact on, broader ecosystems; and

ii) outline the provisions that will be made to preserve, conserve and /or enhance habitats and support wildlife conservation. This will be particularly important in any sites located near to areas of recognised biodiversity significance. Development proposals for 5 or more dwellings are encouraged to include a balance sheet setting out quantitatively any habitats to be lost or gained; and

iii) assess whether the site contains natural or semi-natural habitats important as wildlife corridors connecting habitats within the development site with those off- site. If so, the development proposal should demonstrate how site layout and landscaping will work to maintain or enhance these corridors; and

iv) describe natural features on and surrounding the site including landforms, topography, drainage and natural landscape character, and assess the potential impact of the proposed development on natural landscape character and environmental processes; and

v) assess whether any trees will be affected by the proposed development and if so, include a tree survey. The inclusion of provisions for the statutory protection of trees, such as Tree Protection Orders and/or planning conditions within grants of planning permission is strongly encouraged. The planting of trees is also encouraged in appropriate areas, with due consideration to be given to conserving landscape character and ecosystem integrity, and strong preference given to the planting of native trees; and

vi) assess whether there are any risks of environmental pollution or disturbance associated with the proposed development. This should include the risk of introduction or re-mobilisation of soil contaminants, waste or invasive species; the transfer of pollutants such as organic materials, nutrients, chemicals or sediment to watercourses or surrounding land through run-off, or disturbance to wildlife. If risks are identified, measures should be included within the development proposal to manage and monitor them and consideration should be given to the inclusion of conditions within any grant of planning permission to guarantee effective management and monitoring. This includes for any risks associated with the generation, storage and disposal of waste.

NLB 1b: Protecting Valued Landscapes

1: A strong priority is placed on conserving the natural beauty of landscapes across the Parish. Development proposals which may impact on areas of natural beauty should demonstrate that they will not detract from the scenic beauty of those landscapes, with reference made to the findings of the Parish landscape character assessment (LLCA); and

2: Strong consideration should be given to conserving the public visual amenity value of views of natural landscapes in any locations in the Parish that are visible from public vantage points, proposals should demonstrate that the development will not visually dominate or appear out of keeping with the natural beauty of its landscape setting; and

3: Proposals must conserve and enhance the special qualities of the AONB, and development proposals should:

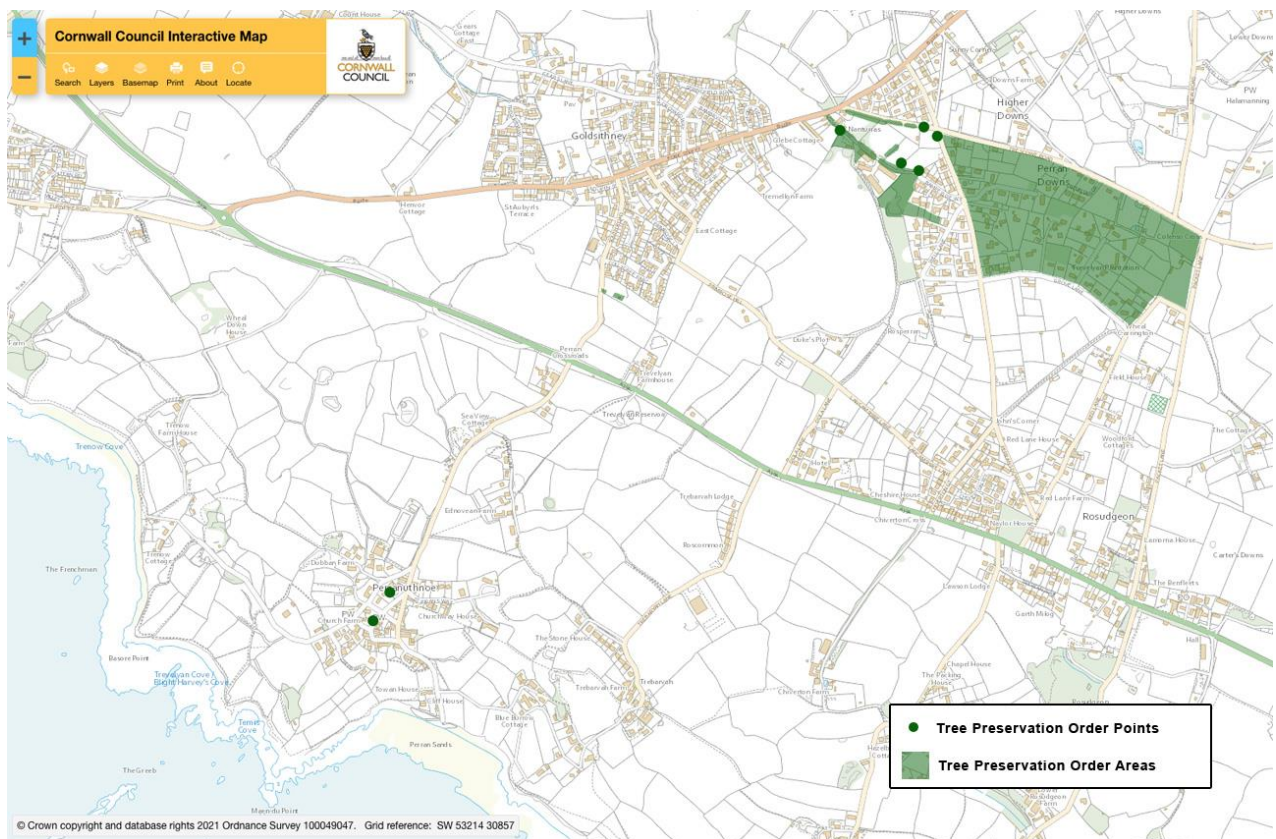
i. include an assessment of the visual impact of the development appropriate to the scale and size of the development in line with national Landscape Institute guidelines;'

ii. align with AONB Management Plan policies and achieve the good practice principles in the Planning for Biodiversity Guide SPD.

NLB 1c: Safeguard Environmentally Sensitive Areas & Protected or Threatened Species

Development or land-use change should not pose risks to designated habitats sites, environmentally sensitive areas, county wildlife sites, special areas of conservation or to rare or threatened species.⁷⁵ Development proposals must specify if the site is located within 50 metres of any of the areas of environmental significance outlined in the Perranuthnoe Parish Landscape Character Assessment, or if it may impact on designated habitats sites or sites of importance for protected species. In such cases development proposals should include maps showing the location of the site in relation to affected areas, and clearly outline how the area and / or species will be protected from development impact.⁷⁶

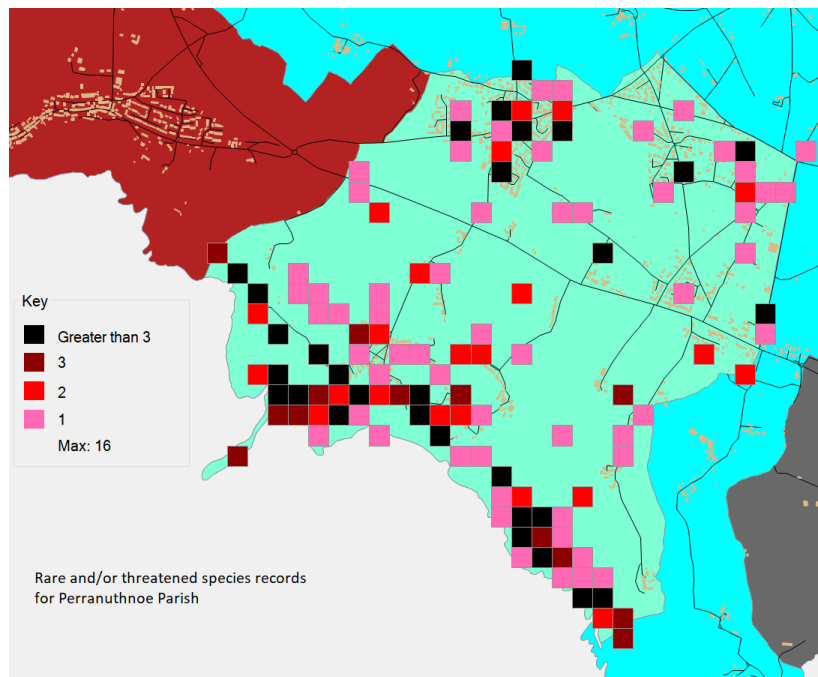
Tree Preservation Order Areas and Points in Perranuthnoe Parish



⁷⁵ Refer also Wildlife and Countryside Act (1981) or Conservation of Habitats and Species Regulations (2017).

⁷⁶ professional Environmental Impact Assessment (EIA) may be required for developments with a high risk of impact, in line with the provisions in the Town and Country Planning Environmental Impact Assessment Regulations 2017.

Rare and / or threatened species records for Perranuthnoe Parish as identified by the Cornish Biodiversity Network (CBN) on the ERICA database



Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

The neighbourhood planning processes provided an opportunity to develop local policies to support and encourage conservation of the natural landscapes, habitats and wildlife that are so highly valued by Parish communities and visitors. This policy recognises the importance of biodiversity conservation, ecosystem resilience and protection of natural landscape beauty to the sustainable development of this Parish. Over half of the Parish lies within Cornwall's Area of Outstanding Natural Beauty (AONB). Within the World Heritage Site (WHS) in the north of the Parish natural habitats form a core part of local landscape character and beauty, with Trevelyan plantation an area of recognised environmental significance covered by tree protection orders. There are sites of ecological significance and natural landscape beauty throughout the Parish.

Public consultation highlighted strong concern over the negative impact of: visually intrusive development on the natural beauty of AONB and WHS landscapes; development impacts on habitats, wildlife and the Parish's green infrastructure; and the lack of consideration given to assessment of environmental and landscape impacts within development proposals and decision-making on them. Conservation of the natural beauty of Parish landscapes is a priority development planning concern across the Parish. There was felt to be a need to establish clear local policy provisions within the Neighbourhood Plan, to help ensure that a strong priority is placed on conserving natural landscape beauty, biodiversity, ecosystems, and environmentally sensitive areas and species, and that the impact of development on them is effectively considered within local development planning processes.

The Local Landscape Character Assessment (LLCA) highlights the impact of development on the scenic beauty of landscapes, in particularly in coastal areas. It outlines the importance of a range of habitats across the Parish for biodiversity. These are highlighted in LLCA Maps 2, 5, 6, 7, 8 and 9. Important habitats in the Parish include woodland, copses, heath, moorland, hedgerows, Cornish hedges, old mining sites, wildlife corridors, nesting and roosting sites. In coastal hinterland areas, the LLCA underlines the importance of grassland, heath and scrub bush, including as a feeding and nesting grounds for rare and endangered bird species. In the coastal zone much of the Parish is a County Wildlife Site, important for a range of plant and

animal species. Within inland areas, the environmental significance of Cornish Hedges, hedgerows and pockets of woodland are highlighted. The LLCA recommends that 'all changes to land use, landscape management and development should avoid impact on adjacent areas of Biodiversity Action Plan priority habitats, in particular on Maritime Cliff and Slope, as well as on County Wildlife Sites. Consideration needs to be given to suitable buffers to these important areas.' It stresses that it is essential to 'prevent any activity that may pose a risk to biodiversity or protected species' and 'closely manage and control litter and pollution.' It also recommends that future 'development must not impact on views, biodiversity or valued landscape character.' Policy NLB1 draws directly on LLCA assessments and recommendations.

The Cornish Biodiversity Network has recorded 1717 different plants and animals in Perranuthnoe Parish of which 256 are designated as Rare or Threatened (Red Data Book, BAP etc). Information is available in Cornwall's ERICA database, which shows that rare and threatened species are found throughout the Parish with a notable concentration along the coast. It is important to recognise that rare species are not restricted to designated wildlife sites.

Statutory and non-statutory nature conservation areas are found across the Parish (refer LLCA maps). These are of county importance for wildlife/geology and are all recognised and given weight through the planning process. Developments which would have an adverse impact on County Wildlife Sites, should not be supported unless there are no suitable alternative sites, impacts are unavoidable and there is full provision for habitat re-creation and management.

The Parish's natural assets are critical for long-term sustainable development and climate change resilience. The local economy relies on the Parish's natural resource base for sustainable agriculture; and the outstanding natural beauty of the AONB is a core attraction for the local tourism industry. These natural assets are also vital for healthy lifestyles and long-term community welfare. This NP policy aims to ensure that there is a well informed and environmentally sensitive approach to development planning in Perranuthnoe Parish, based on an understanding of the value of natural landscapes, biodiversity and ecosystems, and effective assessment of the potential impact of development on these local natural resource assets.

There are a considerable number of national and county supplementary planning documents, management plans, guidelines, policies, and national legislation which provide the overall framework and criteria for achieving biodiversity conservation and environmental sustainability. The NP consultation process however pointed to concerns over the extent to which key considerations within these documents are being actively and effectively applied to development planning in this Parish. There was felt to be a need to establish clear policies in the Neighbourhood Plan to help ensure that national and county planning frameworks and guidelines are effectively applied to the local Parish context.

Policy BDL 1 underlines the importance of an ecosystem-based management approach to planning in this Parish, in which the impact of site-based development planning decisions on broader ecosystems and natural landscapes is considered, and which recognises the need to consider the cumulative impact of development on natural ecosystems and landscapes. The principles in this policy providing planning guidance to help ensure that broader national and county strategies, guidelines and policies are effectively applied to the Parish context.

Alignment with County and National Plans, Guidelines and Frameworks

The UK's commitment to halt overall loss of biodiversity by 2020 has been passed down to local authorities to implement, mainly through planning processes, including within neighbourhood plans. The Local Planning Authority has a duty to consider habitats and species of principle importance following the Natural Environment and Rural Communities (NERC) Act (HM Government, 2006) which bestows a legal duty on public authorities to conserve biodiversity. It states that 'every public authority must, in exercising its functions, have regard, so far as is

consistent with the proper exercise of those functions, to the purpose of conserving biodiversity. Where conserving biodiversity includes, in relation to a living organism or type of habitat, restoring or enhancing a population or habitat.’ Landscape is a strategic planning issue on which there is a statutory duty for local planning authorities to have regard to the purpose of relevant designations. AONB should receive the highest level of protection of natural landscape beauty, on a par with National Parks. This NP policy supports the Parish and County Councils in achieving development that can result in a net biodiversity gain, and conservation of the outstanding natural beauty of Parish landscapes, in line with national and county policy.

The National Planning Policy Framework (NPPF) underlines that the planning system should ‘contribute to and enhance the natural and local environment’ (NPPF para 174). NPPF Section 15 ‘Conserving and Enhancing the Natural Environment’ provides clear guidance on how decision-making on Planning Applications can achieve this. The NPPF also emphasises the importance of trees to sustainable development, stating that appropriate measures should be in place to ‘secure the long-term maintenance of newly-planted trees, and that existing trees are retained wherever possible’ (NPPF paragraph 131)

Policy NLB 1 aligns with and supports achievement of NPPF development planning principles as they relate to conservation and enhancement of the natural environment in this Parish. Policy NLB1 aligns with the following NPPF paragraphs:

174. Planning policies and decisions should contribute to and enhance the natural and local environment by:

- a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);
- b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland;
- c) maintaining the character of the undeveloped coast, while improving public access to it where appropriate;
- d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;
- e) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and
- f) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

175. Plans should: distinguish between the hierarchy of international, national and locally designated sites; allocate land with the least environmental or amenity value, where consistent with other policies in this Framework take a strategic approach to maintaining and enhancing networks of habitats and green infrastructure; and plan for the enhancement of natural capital at a catchment or landscape scale across local authority boundaries.

176: Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas, and should be given great weight in National Parks and the Broads. The scale and extent of development within all these designated areas should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas.

Habitats and Biodiversity,

179. To protect and enhance biodiversity and geodiversity, plans should...b) promote the conservation, restoration and enhancement of priority habitats, ecological networks and the protection and recovery of priority species; and identify and pursue opportunities for securing measurable net gains for biodiversity.

182. The presumption in favour of sustainable development does not apply where the plan or project is likely to have a significant effect on a habitats site (either alone or in combination with other plans or projects), unless an appropriate assessment has concluded that the plan or project will not adversely affect the integrity of the habitats site.

The NPPF underlines that it is important to ensure that the quality of approved development is not materially diminished between permission and completion, through changes made by the developer to the proposed development between the time of granting planning permission and completion of the build. The use of planning conditions within planning permission agreements can be useful in diminishing this risk, so long as those conditions are relevant, enforceable, precise and reasonable in other respects. Given the importance of conserving and enhancing the natural environment in Perranuthnoe Parish, the Parish encourages the use of appropriate conditions within planning permission, in order to provide clarity and precision to developers and to help ensure that development complies with the principles established in Policy NLB1.

Countryside and Rights of Way Act (CROW) Act 2000 places particular obligations on local authorities in relation to rights of way/access and Areas of Outstanding Natural Beauty Section 85 states: 'In exercising or performing any functions in relation to, or so as to affect, land in an Area of Outstanding Natural Beauty, a relevant authority shall have regard to the purpose of conserving and enhancing the natural beauty of the area.' The Act also places a duty on government departments to have regard to the purpose of conserving biological diversity in exercising their functions and provide for the publication and maintenance of lists of the most important species and habitat types for conservation.

Environmental Impact Assessment (EIA)

In cases where development may impact on areas of high biodiversity significance, an environmental impact assessment may be required. The process of Environmental Impact Assessment in the context of town and country planning in England is governed by the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. These regulations apply to development which is given planning permission under Part III of the Town and Country Planning Act 1990.

The aim of Environmental Impact Assessment is to protect the environment by ensuring that a local planning authority when deciding whether to grant planning permission for a project, which is likely to have significant effects on the environment, does so in the full knowledge of the likely significant effects, and takes this into account in the decision-making process. The regulations set out a procedure for identifying those projects which should be subject to an EIA, and for assessing, consulting and coming to a decision on those projects which are likely to have significant environmental effects. The aim of EIA is also to ensure that the public are given early and effective opportunities to participate in the decision-making procedures.

Conservation of Habitats and Species Regulations (2017): The NPPF specifies that a Habitats Site is defined in as 'any site which would be included within the definition under Regulation 8 of the Conservation of Habitats and Species Regulations 2017 including Special Areas of Conservation, Sites of Community Importance, Special Protection Areas and relevant Marine Sites'. If a proposed plan or project is considered likely to have a significant effect on a protected habitats site (either individually or in combination with other plans or projects) then an appropriate assessment of the implications for the site, in view of the site's conservation objectives, must be undertaken (part 6 of the regulations). The conservation objectives relate to

each of the habitats and species for which the site was designated and will be provided in more detail by Natural England. The scope and content of an appropriate assessment will depend on the nature, location, duration and scale of the proposed plan or project and the interest features of the relevant site.

The Town and Country Planning Order 2015 Part 3 Article 5 relates to outline planning permission. It provides guidance to local planning authorities under point 2 such that in individual circumstances, where there is judged to be a need to have further detail on the proposed development at the stage of outline planning, the LPA can require any or all of the reserved matters normally considered separately from outline planning to be considered as part of the outline planning process. This can be important in an area of exceptional environmental, heritage or social significance if the planning authority considers that it is necessary to have further detail on the development proposed in order to be able to effectively determine its potential impact. The Town and Country Planning Order 2015 Part 3 Article 5 states that: Applications for outline planning permission

5 (1) Where an application is made to the local planning authority for outline planning permission, the authority may grant permission subject to a condition specifying reserved matters for the authority's subsequent approval.

(2) Where the authority who are to determine an application for outline planning permission are of the opinion that, in the circumstances of the case, the application ought not to be considered separately from all or any of the reserved matters, the authority must within the period of 1 month beginning with the date of receipt of the application notify the applicant that they are unable to determine it unless further details are submitted, specifying the further details they require.

(3) Where access is a reserved matter, the application for outline planning permission must state the area or areas where access points to the development proposed will be situated

The Wildlife and Countryside Act (1981) is also of relevance as the primary legislation which protects animals, plants and habitats in the UK

Protection of Trees: The nature and level of detail of information required to enable Cornwall Council Planning Authority to properly consider the implications and impact of development proposals on trees varies between stages and in relation to what is proposed. The county website provides useful information: <https://www.cornwall.gov.uk/planning-and-building-control/planning-advice-and-guidance/trees/>

Table B.1 of British Standard BS 5837:2012 Trees also provides clear advice to both developers and LPAs on the amount of information to be provided relative to design, demolition and construction within Development Proposals, and via conditions within Planning Decisions.

Where trees may be affected by a development, the planning application should be accompanied by a tree survey, written in accordance with the British Standard 5837. The Parish also encourages developers and the LPA to consider the public amenity value of trees. A number of methods⁷⁷ can be used to assess their 'value' to the public, this includes placing a monetary value on the visual amenity provided by individual trees and/or woodland.

Provisions for the protection and planting of trees should be considered in development proposals and decision-making on them. The following are encouraged:

- Trees should be kept, wherever possible.
- Future growth of the trees should be predicted and planned for.

⁷⁷ such as the Helliwell System which has been extensively used in court cases and public inquiries to demonstrate visual amenity values on individual trees and woodland

- Protection for trees during construction can be achieved through a Construction Vulnerability Zone. Enough space will need to be made available for the development to be carried out, for example for access, scaffolding site huts, plant and machinery and storage without impacting on Vulnerability Zones. Buildings, services, roads and driveways should be placed outside Vulnerability Zones.
- Development layout, landscaping and design should be in-harmony with retained and newly planted trees.

Trees can be statutorily protected by Tree Preservation Orders (TPO), administered by Cornwall Council Planning Department. Tree Preservation Orders may apply to any tree, group of trees or woodlands that make an important contribution to a public amenity. This protection is particularly important where trees are under threat. All types of tree, but not hedges, bushes or shrubs, can be protected, and a TPO can protect anything from a single tree to all trees within a defined area or woodland. A TPO is a written order which, in general, makes it a criminal offence to cut down, top, lop, uproot, wilfully damage or wilfully destroy a tree protected by that order, or to cause or permit such actions, without the authority's permission.

Planning conditions can also be used by the Local Planning Authority as a means of securing the retention of trees, hedgerows and other soft landscaping on sites. Trees may also be legally protected by Felling Licences or Restrictive Covenants. Within a Conservation Area, trees that have a stem diameter which is bigger than 75 mm when measured at a height of 1.5 metres above ground level are subject to statutory protection.

If trees are protected then anyone wishing to undertake work to trees must ensure they obtain consent or variation. Unauthorised work to protected trees could lead to prosecution, resulting in enforcement action such as fines or a criminal record.

Cornwall Local Plan (CLP) Strategic Policy for the West Penwith Community Network Area Objective 5 is 'To promote and enhance the areas coastline and natural assets and ensure development is sensitive to the outstanding natural, built and historic environment of the area including the AONB and World Heritage Site, historic landscapes, primary agricultural land, giving careful consideration to the location, scale and design of new development and responding to climate change to create a more sustainable future'.

The CLP includes a range of measures intended to support sustainable development. Policy 23 is focussed on the Natural Environment and specifies that:

'1: Development proposals will need to sustain local distinctiveness and character and protect and where possible enhance Cornwall's natural environment and assets according to their international, national and local significance.

2: Development should be of an appropriate scale, mass and design that recognises and respects landscape character of both designated and un-designated landscapes. Development must take into account and respect the sensitivity and capacity of the landscape asset, considering the cumulative impact and the wish to maintain dark skies and tranquillity in areas that are relatively undisturbed.'

Point 2 sets out criteria for respecting and enhancing quality of place specifying that:

'2a Great weight will be given to conserving the landscape and scenic beauty within or affecting the setting of the AONB. Proposals must conserve and enhance the landscape character and natural beauty of the AONB and provide only for an identified local need and be appropriately located to address the AONB's sensitivity and capacity.'

CLP Policy 25 focuses on Green Infrastructure. The introduction outlines that 'green infrastructure planning requires an ecosystem services approach to understanding the value of creating and maintaining green spaces and corridors to provide opportunities for recreation, walking and cycling, increasing biodiversity and taking benefit from our natural environment without depleting it.' (para 2.191)

Policy 25 specifies that 'Development proposals should contribute to an enhanced, connected and functional network of habitat, open spaces and waterscapes by:

1. Retaining and enhancing the most important environmental infrastructure assets and connections that contribute to the functionality of networks of ecosystems and our Strategic Environmental Infrastructure Network in their existing location; and
2. Demonstrating that all the functional environmental infrastructure and connections have been taken into account in the design of the scheme or site layout, including impacts on ecosystem services; biodiversity; coastal processes and recreation within and near to the application site and show how this understanding has positively contributed to place making and influenced the proposal; and
3. Providing appropriate buffers to natural spaces that have community, biodiversity and heritage significance; and
4. Restoring or enhancing connectivity for nature and people through the site and linking to adjacent sites or green routes, helping to provide better links between urban and rural landscapes and coastal areas, creating accessible and attractive places for communities to make regular contact with the natural environment; and
5. Providing accessible and good quality open space and where applicable improved access to coastal space; and
6. Providing clear arrangements for the long-term maintenance and management and/or enhancement of the green infrastructure assets.

In exceptional circumstances where retention of the most important green infrastructure assets and connections is outweighed by the benefits arising from the development proposals and they cannot be retained on site, the loss resulting from the proposed development should be replaced by equivalent or better provision in terms of quantity and quality of ecological or open space value in a suitable location.'

Since adoption of the Cornwall Local Plan in 2016, the NPPF has been revised and the approach to protection of habitats and species has been strengthened within it, with the aim of achieving net gain for the environment. The NPPF also strengthens the position relating to non-statutory sites and to irreplaceable habitats. In line with the revisions to the NPPF and the increased importance and emphasis placed on achieving net gains for the environment and biodiversity through planning, Cornwall Council is currently developing an approach to use the DEFRA biodiversity metric in determining whether development proposals are delivering net gain. Once this has been developed, the Parish should consider the approach proposed. This NP policy directly supports the effective implementation of all components of CLP Policy 25 in the Parish and the strengthened NPPF provisions for achieving biodiversity net-gain.

This neighbourhood plan policy also aligns with the approach outlined within Cornwall's Planning for Biodiversity Guide', a material consideration for development planning, which sets out an approach to securing net gain in accordance with the National Planning Policy Framework (2018). Biodiversity 'Net Gain' follows the principle of the mitigation hierarchy which seeks to: first enhance habitat, second avoid habitat loss, third minimise habitat loss, fourth restore habitat loss, fifth compensate for habitat loss and if no other options are available, offset habitat loss. The mitigation hierarchy must be followed in decision-making on development proposals in this Parish and 'any loss of biodiversity on site, in favour of the creation of an off-site gain, should only be allowed in very special circumstances. Any requirement for off-site provision will be taken as an exception. In such cases a mitigation payment will be sought through a Legal Agreement.' Biodiversity gain / loss is measured in 'biodiversity units', an approach developed by DEFRA. By measuring the value of existing habitats in Biodiversity Units, the Net Gain approach firstly encourages habitats of high biodiversity value to be preserved. It aims to ensure that new developments work to enhance habitat biodiversity value.

Over half of the Parish land lies within Cornwall's Area of Outstanding Natural Beauty (AONB) and enjoys the protection this confers. Land within AONB receives protection under Schedule 1 of the Town and Country Planning (General Permitted Development) (England) Order 2015, under Part 1 Article 2(3) land.

The Cornwall AONB Management Plan 2022-27 is a material planning consideration and as such must be considered by all development proposals and in planning decisions within AONB designated areas of the Parish. The Management Plan describes AONB landscapes and seascapes as 'more than just a sum of its parts. It is a sense of place. It is the combination of the physical environment and how we perceive it that gives an area unique character. It is aesthetics and sensory perception, it is heritage and biodiversity, it is the traditional built form of villages and the wide open moors, it is quaint harbours and rugged coasts, it is farmed landscapes and woodlands, it is dark night skies and tranquillity, it is the quality of the light, it is our perception of this.' ⁷⁸

The Management Plan includes a range of policies and objectives which aim to help ensure that Cornwall conserves the outstanding natural beauty of its landscapes and seascapes and works to conserve and enhance biodiversity. Neighbourhood Plan policy NLB1 supports the following AONB MP policies and objectives:

Planning and Development

PD P1: All development within the AONB will be required to adopt a "landscape-led" approach as set out within this document in order to conserve and enhance the natural beauty of the AONB. This approach will provide for the statutory protection of the AONB landscapes and will deliver the policy requirements that stem from this. Development proposals within the AONB landscape will be required to demonstrate a contextual understanding and response to the unique and characteristic attributes of the site and its setting and to demonstrate how the proposed development positively responds to these in conserving and enhancing the designated landscape.

PD P2: Development management decisions should specifically consider the cumulative effects of individual developments on the designated landscape. The addition of further individual developments and particularly replacement and redevelopment of existing dwellings and buildings and the extension of settlements will be supported where these are landscape led and do not exceed the sensitivity and capacity of their designated landscape setting and where they do not give rise to cumulative effects particularly through the inclusion of uncharacteristic contemporary elements, domestic paraphernalia and light spill. The unique historic character of many of the settlements and clusters of dwellings in the designated landscape reflect both their vernacular form and buildings and also their relationship to their landscape setting. The loss of either characteristic will be disproportionately harmful.

PD P3: The replacement and redevelopment of existing dwellings will be supported where the overall scale, density, massing, height, layout, materials and landscaping of the development appropriately responds to local character and natural beauty of the surrounding AONB landscape. Such development should be broadly comparable to the size, scale and bulk of the dwelling being replaced, and not adversely affect the character of the surrounding area.

PD P11: Any development in, or within the setting of, the AONB must be sustainable development that:

- maintains local distinctiveness and contributes to the sense of place; it should respond to local historical, cultural and landscape context and enhance and feel part of the existing landscape. This can include responding to both built and natural attributes, for instance using characteristic local construction methods, built forms, field patterns and landscapes. It may also include

retaining or enhancing key views, landscapes and buildings that provide a tangible link to Cornish culture;

- is appropriately located, and addresses landscape sensitivity and capacity being of a scale, density, layout, height and mass with a clear understanding and response to its landscape, seascape and townscape setting;
- reflects vernacular scale and detailing avoiding the uncharacteristic introduction of large scale dwellings with very extensive glazed elevations and imposing presence; Innovation in building design within the AONB should be landscape-led providing contextually responsive in the terms set out above, provide contemporary development that is well integrated into its setting and the AONB landscape.
- is compatible with the distinctive character of the location described by the Landscape Character Assessment, with particular regard to the setting of settlements and the rural landscape; does not compromise the special qualities and characteristics of the AONB designation as outlined for each local section and in relevant landscape character assessments;
- maintains ecological continuity/ semi-natural corridors and gives rise to biodiversity net gain;
- supports the conservation of the historic environment as a whole, and in particular those designated heritage assets and their setting; including Conservation Areas and World Heritage Sites;
- respects and does not diminish dark skies, designated or otherwise, and maintains tranquillity. Any development that leads to increase light spill will not be supported
- protects ancient woodland, trees and notable trees, other important features and semi natural habitats in order that they can contribute to the conservation and enhancement of the natural beauty of the protected landscape. Particular care should be taken to ensure that development outside the AONB does not harm the natural beauty, character and special qualities of the AONB and/ or its setting or otherwise prejudice the achievement of the AONB purposes. The AONB enjoys equal protection from effects whether they result from development within or outside the designated area.

PD P15: Built development should provide gains for biodiversity; promoting habitat retention, creation, enhancement and species protection aligned with other relevant policies.

Landscape and Seascape Character

LS-P1: Understand clearly the social, environmental and economic benefits of landscape and seascape and ensure this is reflected in decision making at every level, supported by comprehensive information and evidence

LS-P2: Approach the conservation and enhancement of the AONB according to landscape-led principles based upon landscape and seascape character as required by Planning Policy and Guidance

LS-P4 Take a landscape-led approach to the management of the historic landscapes, settlements and seascapes of the AONB, using Landscape Characterisation, Historic Landscape Characterisation and Historic Seascape Assessment as key tools.

The Parish encourages use of Landscape and Visual Impact Assessment (LVIA) for any development which may impact on the local character of AONB or WHS landscapes. LVIA should be proportionate to the scale of the development proposed and the area in which it is located. The LVIA should incorporate scaled illustrations, showing the proposed development in the landscape from key public vantage points. The guidelines from the Landscape Institute <https://www.landscapeinstitute.org/technical/glvia3-panel/> set out best practice.

This NP policy aligns with Cornwall's draft Climate Emergency Development Planning Document (DPD) which underlines the importance of ensuring that climate change implications are internalised within planning assessment and decision-making processes. This NP policy directly supports DPD policies C1 Climate Change Principles; G1 Green Infrastructure Design and Maintenance; G2 Biodiversity Net Gain; and G3 Canopy.

The Neighbourhood Plan also supports implementation of the Council's Climate Change Action Plan, which aims to create 'conditions for change through direct action and a new form of place-based leadership for Cornwall to become net carbon neutral'. The Climate Change Action Plan aims to actively increase biodiversity coverage across Cornwall including achieving 'Biodiversity Net Gain in Development'. It states that the Council 'will work with the Planning Service to introduce the requirement for 'net gain' in biodiversity in new development' (Action Plan page 35). Linked to this Cornwall Council's approach gives recognition to the fact that patterns of built development affect risks of flooding and impact on ecosystem connectivity. NP policy NLB 1a requires that 'Proposals should achieve biodiversity net gain, as a minimum in accordance with national policy, maintaining or enhancing ecosystem integrity'.

This NP Policy also supports delivery of the target outcomes within Cornwall and Isles of Scilly Environmental Growth Strategy towards achieving that Strategy's overall vision that: 'In 2065, Cornwall's environment will be naturally diverse, beautiful and healthy, supporting a thriving society, prosperous economy and abundance of wildlife.' The Strategy underlines the importance of the 'foundational ecosystems goods and services that we are reliant upon' underlining that 'sustainability starts with a healthy ecosystem, which then supports a healthy society and thriving economy. Without a stable environmental base, our social and economic systems become fragile and unstable'. Target Outcome 9 underlines the importance of: 'Protection and expansion of the existing, high quality, backbone of Cornwall's designated terrestrial and marine protected areas, landscapes and heritage. It states that 'designated landscapes and sites provide them with a high level of protection in terms of Planning, recognising the conservation and enhancement of their special qualities is essential. The potential for these areas to also deliver environmental growth is a crucial opportunity and this Strategy seeks to provide additional strength to the value these areas are ascribed in decision making. It is essential that we view these areas as both outstanding for their special features but also as a guide for our environmental quality in other areas. Ideally, we would have more outstanding landscapes, biodiversity sites and heritage features to be recognised as nationally and internationally important in future.'

Within NP policy NLB 1, Perranuthnoe Parish aims to take a proactive approach towards place-based leadership, establishing policy provisions for climate-change resilient, sustainable development appropriate to the local Parish context. The achievement of biodiversity net gain and establishment of resilient ecosystems is core to the approach outlined in this NP policy. The Parish realises that to achieve sustainable development and resilient communities will depend on establishing a resilient natural resource base; this in turn requires developers and planning decision-makers to fully consider the environmental impacts of development.

POLICY NLB 2: Coastal Change Management Area

Policy Intent: To ensure that development planning in the Parish's coastal zone considers the risks associated with coastal change and erosion, and protects the special qualities of the Parish coastline. The Coastal Change Management Area has been determined based on National Coastal Erosion Risk Mapping data.

Policy NLB 2: Coastal Change Management Area

1: The coastal zone of the Parish is designated as a Coastal Change Management Area (CCMA) and falls within the Coastal Vulnerability Zone. The landward edge of the Coastal Vulnerability Zone will roll-back as the shoreline erodes, and as predicted erosion rates are re-assessed. (Refer Policy Maps NLB2i, ii and iii). Land-use and development proposals in this zone require a Coastal Vulnerability Assessment and should be assessed in relation to the latest NCERM (National Coastal Erosion Risk Mapping) prediction, assuming Shoreline Management Plan policies are followed with a 5% probability and an additional 10m buffer as a safety factor, and in accordance with relevant policies in the Development Plan.

2. Development in a Coastal Change Management Area will be appropriate only where it is demonstrated that:

i. it will be safe over its planned lifetime and not have an unacceptable impact on coastal change; and

ii. the character of the coast including designations is not compromised; and

iii. the development provides wider sustainability benefits; and

iv. the development does not hinder the creation and maintenance of a continuous signed and managed route around the coast. An additional 2-meter buffer is added to the Coastal Vulnerability Zone along the entire length of the CCMA, to accommodate the need for the south west coast path (SWCP) to roll back as the coast erodes. This is termed the SWCP Protection Zone.

3. Permanent new residential development will not be appropriate within a CCMA.

4. Applications will be supported where they are classified as exempt and supported by a Coastal Vulnerability Assessment.

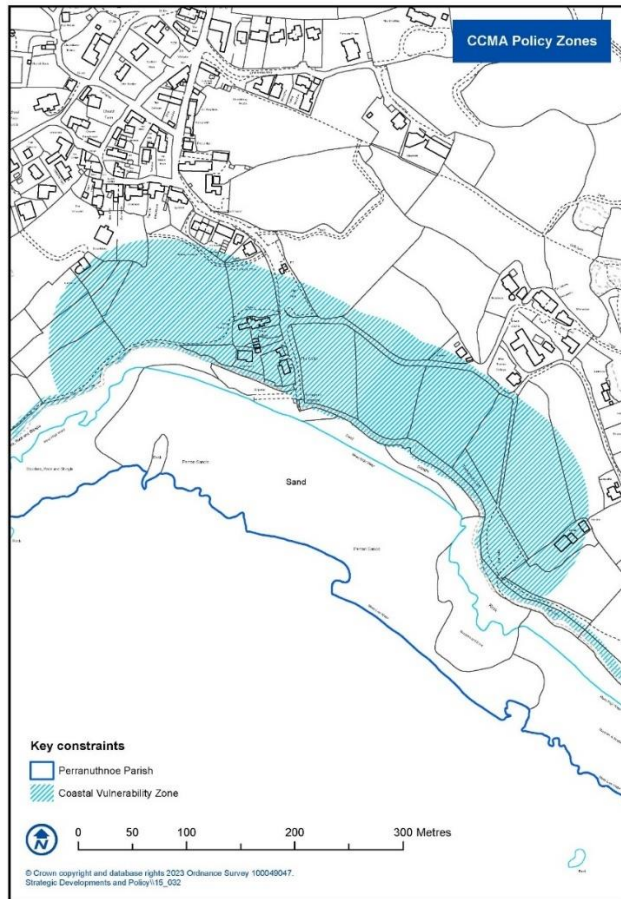
5. The Parish adopts the 'No Active Intervention' (NAI) approach outlined in the Cornwall and Isles of Scilly Shoreline Management Plan (SMP), to allow for natural evolution of the coastline. Proposals to undertake works to improve sea defences or to strengthen or stabilise cliff faces will only be supported where required for health and safety or intended to conserve heritage at risk and it can be demonstrated through a Coastal Vulnerability Assessment, or Environmental Impact Assessment (EIA) if required, that there will be no adverse effect on marine and coastal habitats or wildlife, or on the ability of coastal and marine ecosystems to adapt to climate change.

NLB2a Protecting the Special Qualities of the Coastal Zone

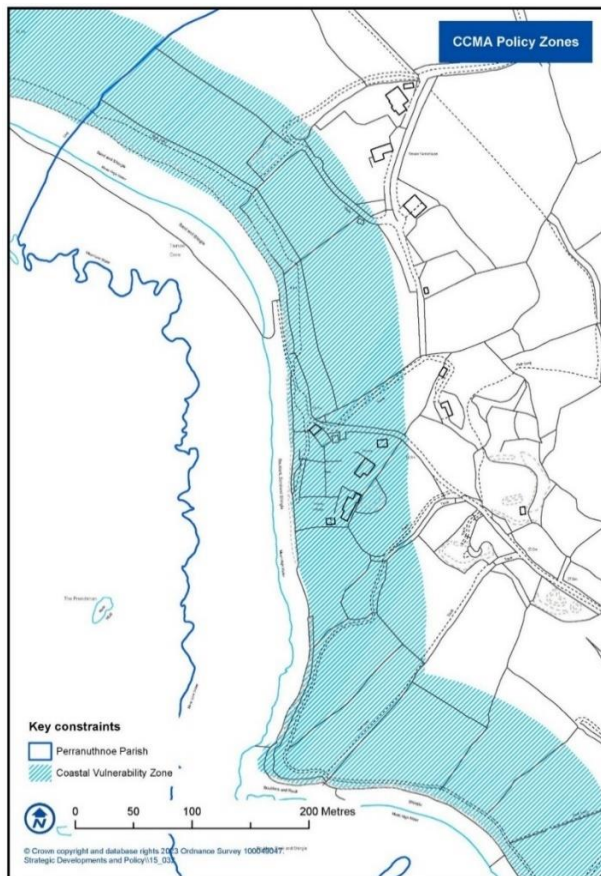
1. Proposals should demonstrate how the quiet, natural, scenic beauty of coastal landscapes, the public visual amenity value of views along the coast, and public access to the shoreline will be protected and will not increase the risk of pollution, cause disturbance to coastal or marine habitats and wildlife

2. Potential impacts on the Mounts Bay Marine Conservation Zone should be considered in all applications, to ensure that patterns of land-use support the conservation and enhancement of coastal and nearshore marine ecosystems

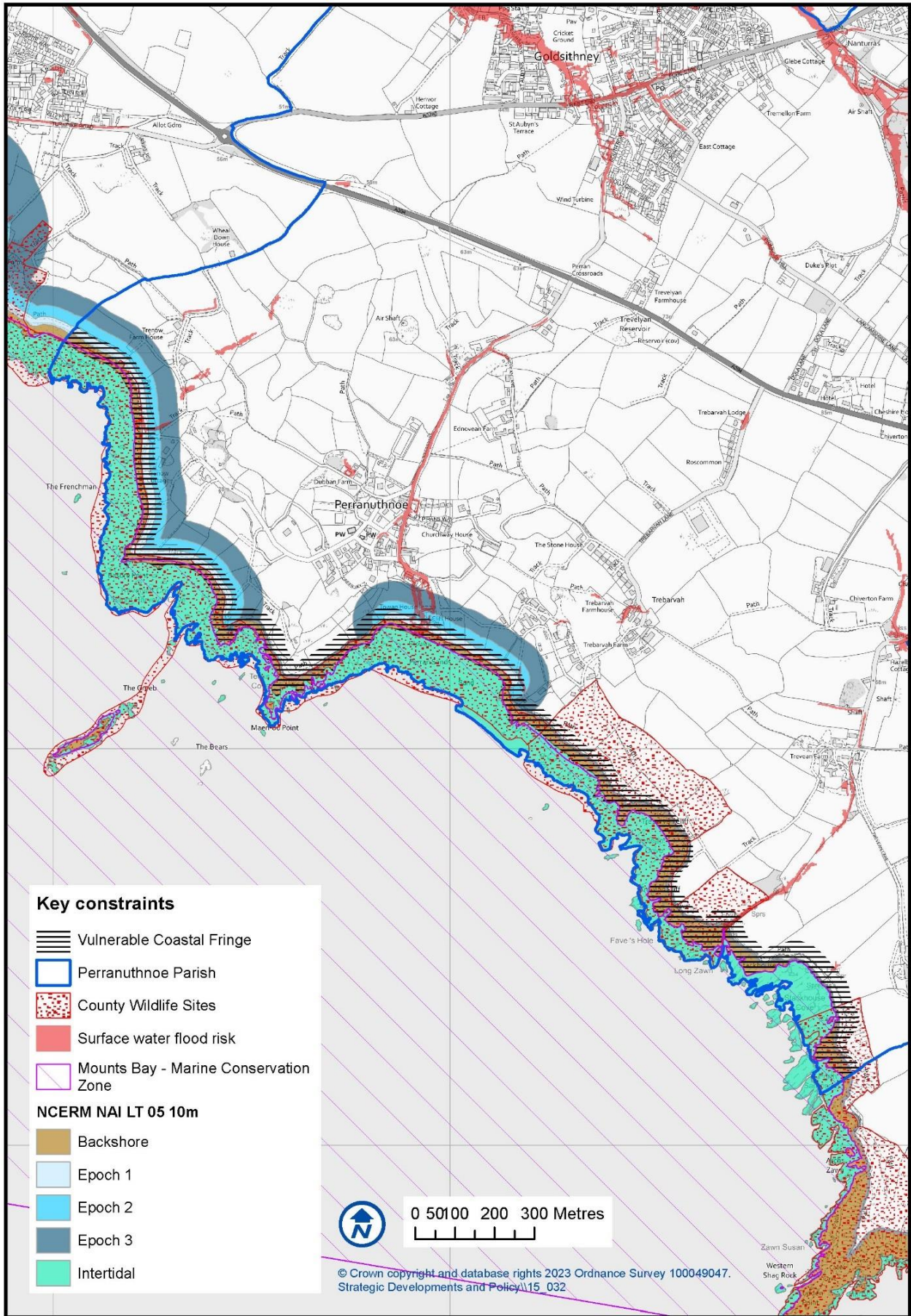
Policy Map NLB2i: CCMA Zones Perranuthnoe village



Policy Map NLB2ii: CCMA Zones Trenow



Policy Map NLB2iii: Perranuthnoe Parish Coastal Zone



Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

The coastal zone of the Parish is an area of active coastal change. Predicted rates of erosion differ along the length of the coastline, depending on the shoreline type. The area to the south of Perranuthnoe village, where Perran beach is located, is one of the areas most affected, with erosion rates predicted to be up to 80 meters in the next 100 years. During that timeframe coastal erosion will affect several residential and commercial buildings to the south-east of Perranuthnoe village, and in Trenow cove. It will also result in the loss of farmland, and erosion of the South West Coast Path, which runs along the length of the entire Parish coastline. Rates of erosion and impacts on coastal areas are likely to be exacerbated by the effects of climate change. It is important to ensure that activities in the coastal zone do not increase erosion risks.

The Parish's coastline is highly valued by both local communities and visitors, it forms part of Cornwall's Area of Outstanding Natural Beauty (AONB) and borders the Mounts Bay Marine Conservation Zone (MCZ). It is an area of exceptional natural scenic beauty that supports an array of wildlife, including rare and endangered species. The cliffs and coastal fringe provide important nesting and breeding habitats for many bird species. Coastal change will have significant implications for county wildlife sites all along the Parish coastline and for coastal and marine ecosystems.

The NPPF specifies that integrated coastal zone management should be pursued across local authority and land/sea boundaries, to ensure effective alignment of the terrestrial and marine planning regimes.⁷⁹ A long-term, precautionary and climate-risk informed approach to sustainable development planning in the coastal zone of this Parish should be adopted, and the Coastal Change Management Area (CMMA) provides an effective planning framework through which to achieve this.

Public consultation highlighted the strong value which local people place on the peaceful, scenic, undeveloped landscapes along the coast, the footpaths, open vistas across Mounts Bay, access to the beach and coves, and coastal wildlife. The coastal zone of this Parish is a core part of the green infrastructure of this Parish, important for the health and wellbeing of local communities. It also supports the local economy as a key attraction for visitors, who in turn use the local cafes, pubs, farm shop, artists' studios and other local businesses.

Key concerns raised in public consultation included litter pollution along the coast, the impact of the removal of coastal vegetation in destabilising coastal areas, and the effect of human activity in exacerbating erosion. Repeated concerns were also raised about the impact which insensitive development has had on the natural scenic beauty and local heritage character of coastal landscapes when viewed from the south west coast path and the beach.

Local communities emphasised the need to ensure that development planning in the coastal area works positively to protect the natural beauty of coastal landscapes, maintain the route of the south west coast path along the coast, and to allow space for the rollback of coastal habitats and county wildlife sites as the coastline erodes. The importance of maintaining ongoing community access to the beach and coves was also underlined.

The Local Landscape Character Assessment (LLCA) describes the significance of coastal landscapes for biodiversity and the fragility of the coastal zone in this Parish. It outlines that the coastal fringe provides a range of important habitats for plants and wildlife, including protected species. The LLCA recommends that 'development should not be permitted on any natural coastal habitat or within areas likely to experience coastal erosion in the next 100 years.' It also stresses that it is important to 'avoid removal of vegetation which is integral to the stability of the cliff edge; prevent any activity that may increase erosion risk; prevent any activity that may pose

⁷⁹ NPPF Paragraph 170

a risk to biodiversity or protected species; prevent /manage the introduction of invasive species and closely manage and control litter and pollution’.

How the provisions in this Policy build on and respond to the results of baseline assessments and consultation

Perranuthnoe Parish supports an integrated coastal zone management approach to planning in the coastal zone. A Coastal Change Management Area (CCMA) provides a planning framework for managing an area likely to be directly affected by physical change to the shoreline through erosion, coastal landslip, permanent inundation or coastal accretion. The Neighbourhood Plan aims to ensure that development and land-use planning in the coastal zone is based on a clear understanding of coastal change processes, and that it works positively to increase the long-term resilience of communities and coastal ecosystems. This CCMA policy follows the principles outlined in national guidance that planning in the coastal zone should: take a long term, broad, holistic approach, support adaptive management, be based on an understanding of natural processes and local characteristics, recognise the importance of participatory planning, support the involvement of all relevant administrative bodies and be based on use of a combination of planning and management instruments.

By establishing a CCMA and by providing clear guidance for development planning within it, this NP policy creates the local planning framework through which to ensure that coastal change processes are considered and planned for, based on an understanding of the local area, and that development planning is forward-looking and sustainable. The approach established is one that is long-term, precautionary, integrated and climate risk informed.

The zoning within this NP policy is derived from the National Coastal Erosion Mapping (NCERM) predictions, which enable identification of the Coastal Vulnerability Zone. The CVZ is marked on Cornwall Council interactive map and will be updated as the coast erodes.⁸⁰

Design of the Parish’s CCMA Policy has been based on the evidence and recommendations provided in the SMP, NCERM data, and expert advice from Cornwall Council Environment Service and the Environment Agency Flood and Coastal Management Advisor. The guidance provided by Cornwall Council Environment Service has been extremely informative and helpful in the development of the CCMA policy. This NP policy also builds on the experience of other Parishes in the design of their CCMA’s. In particular, Newquay Parish were very helpful in sharing their experience in this area of work, having undertaken substantial research and assessment for the design of their CCMA.

A broad range of documents, guidelines and data have been assessed to generate a clear understanding of rates and patterns of erosion, predicted impacts on the Parish coastline and how a CCMA policy can support well-informed and sensitive development planning in the coastal zone. Key information sources include: Cornwall Council’s online Coastal Vulnerability Map (CVZ); NCERM data, the Cornwall Local Plan; Chief Planning Officer’s Advice Note on ‘Planning for Coastal Change’; the AONB Management Plan; National coastal management and climate change adaptation policies and guidelines; Natural England 2019 report on Coastal Change Management Areas (NECR275); the DEFRA 2018 Scoping Review ‘Adaptation to Coastal Change’ and a number of other studies and guidelines.

The Parish was also able to draw on the policy guidance and assessment in Cornwall’s emerging Climate Emergency Development Plan Document (DPD). This NP policy supports the DPD policy on Coastal Change Management Areas (Policy CC2), which lists Perranuthnoe as one of the inaugural CCMA areas in Cornwall.

⁸⁰ [https://map.cornwall.gov.uk/website/ccmap/?zoomlevel=6&xcoord=153734&ycoord=29843&wsName=ccmap&layerName=Cornwall all%20coastal%20vulnerability%20zone](https://map.cornwall.gov.uk/website/ccmap/?zoomlevel=6&xcoord=153734&ycoord=29843&wsName=ccmap&layerName=Cornwall%20coastal%20vulnerability%20zone)

Within county plans and strategies, Cornwall Council emphasise the need for planning to consider the implications of coastal change for affected communities, for example, the need to consider the impacts of coastal change on infrastructure and properties, flooding risk and on community welfare, including on valued community resources such as coastal paths, beaches and other recreational areas.

As required under national and county policies, this Neighbourhood Plan policy follows the precautionary principle (5% probability 1 in 20 chance that it is an underestimate and 19 in 20 that it is an overestimate) using the No Active Intervention (NAI) principle that applies to this stretch of coastline, and a long-term planning approach (NPPF requirement for 100 years for residential property), with a factor of safety in the form of an additional 10m buffer zone.⁸¹

The predicted 100-year erosion line will roll back inland as coastal erosion impacts on the shoreline, and the Coastal Vulnerability Zone will therefore also gradually move inland over time. The Parish aims to ensure that sustainable development planning takes into consideration the needs of both current and future generations. The NP policy recognises that construction of longstanding buildings⁸² on actively eroding land does not represent 'sustainable development'. Building in the coastal zone exacerbates erosion risks, creates risks for people and property, and results in significant negative environmental impacts that will also impact on the Mounts Bay Marine Conservation Area. Buildings are long-term features and development planning for them should also be long term.

Through this policy the Parish hopes to ensure that any activity in the Coastal Vulnerability Zone which requires planning permission does not exacerbate coastal erosion. Applications may be supported where they are for small temporary structures, the erection of which will not increase erosion risk, and where it does not require works to stabilise coastal land or excavate foundations. Time-limited development in the Coastal Vulnerability Zone is unlikely to be appropriate due to the active rates of erosion, high social value placed on the natural scenic beauty of AONB coastal landscapes, and the environmental cost and carbon inefficiency of processes involving construction and decommissioning of buildings over a short time period⁸³.

The results of public consultation demonstrated the high value which local communities place on the quiet, natural, scenic beauty of coastal landscapes. Planning for sustainable development in the coastal zone of the Parish should be based on an understanding of the long-term social, environmental and economic value of the natural resources along the coast. It is important to recognise the protection afforded to natural landscapes and ecosystems through the AONB and Mount's Bay Marine Conservation Zone (MCZ) designations, and the status of the majority of the coastal land area as County Wildlife Sites. Development, including changes to land use, should not compromise the natural character of the coast, in line with paragraph 172 of the NPPF which states that 'Development in Coastal Change Management Areas will only be appropriate where it is demonstrated that b) the character of the coast is not compromised. A strong priority should be placed on conserving the quiet, natural, scenic beauty of coastal landscapes, and on safeguarding ongoing public enjoyment of this area, including access to the shoreline and all currently accessible beaches and coves⁸⁴.

Land-use should be carefully managed within the Coastal Fringe, recognising the fragile and vulnerable nature of this area to the impacts of climate change. Under Part 2a of this NP policy 'Protecting the Special Qualities of the Coastal Zone' provisions are included which work

⁸¹ The Coastal Vulnerability Zone definition follows guidance from Cornwall Council's Flood and Coastal Strategic Resilience Lead.

⁸² 'Longstanding buildings' are those which due to their structure, size and construction will stand for 100 years or more; these buildings can be differentiated from 'temporary buildings', the construction of which does not involve the excavation of foundations and which do not require substantial deconstruction / decommissioning.

⁸³ Refer Policy NLB5 and consideration of whole life calculations

⁸⁴ The coastal zone contains a number of natural assets of high value to local communities and visitors, including beaches, coves, the south west coast path, and the interconnected network of footpaths across the coastal area of the AONB.

positively to protect the outstanding natural beauty of coastal landscapes, support biodiversity conservation and integrated coastal zone management.

Particular care should be given in land-use planning within 50 meters from the high tide mark. A number of activities are currently increasing risks to this fragile area from coastal change including: the removal of coastal vegetation along the seaward edge of the south-west coast path which has destabilised cliffs in several places and increased rates of erosion; the dumping of rubbish at various sites; as well as inappropriate use of the coastal footpath and adjoining footpaths by mountain-bikes, all of which are increasing erosion of the path and surrounding coastal land. In coastal areas between Stackhouse cove, Perranuthnoe village and Trenow, a number of agricultural fields lie within 50 meters of the shoreline. Planning should actively encourage farming practices that minimise erosion and pollution risks to the coast in this area.

This NP policy recognises the importance of the south-west coast path both to local communities and for tourism, and the need to ensure that adequate space is allocated to allow the footpath to roll back as the coast erodes. The creation and maintenance of a continuous, managed path around the coast and provision for long-term public access to this stretch of the coast is a priority planning consideration⁸⁵ for this Parish.

This CCMA policy therefore includes a south-west coast path (SWCP) buffer zone of 2m. A strong preference is placed on maintaining the route of the SWCP along the coast, in line with NPPF paragraph 172 which states that 'Development in Coastal Change Management Areas will only be appropriate where it is demonstrated that d) the development does not hinder the creation and maintenance of a continuous signed and managed route around the coast.' The Parish Council will work with land owners, communities, the Ramblers Association, Cornwall Council and other stakeholders in agreeing the re-routing of the footpath as the coast erodes.

A number of mine adits run under the coastal zone and these affect the stability of land. They also impact on the beach and near shore marine areas due to sub-terrain run-off, with one adit emptying directly onto Perran beach. It is important to consider the broader implications of sub-terrain run-off associated with mine adits in land use planning and development that may affect the coastal fringe.

This CCMA policy should be considered alongside other relevant policies within this NP. Those of direct relevance include policies NLB1, NLB4, NLB5, CW2, CW3 and CW5. The land areas neighbouring the CCMA include hillsides and sloping land. Poorly planned development, can increase risks to the coastal zone through drainage and run-off. Development proposals in these areas and decision-making on them should consider impacts on the coast. It is important that that an overall ecosystem-based management approach to sustainable development is adopted in this Parish, and that spatial planning considers the effects of development planning decisions in one part of the Parish on adjacent areas. Policy NLB1 and CW5 provide further relevant policy provisions.

The Parish Council will follow the guidance of Cornwall Council on how to address coastal change challenges 'on the ground', and will work with the county council and other partners to develop a Roll-Back Strategy, to guide the relocation of property, infrastructure and the south-west coast path, as the coast erodes. This strategy will be developed in consultation with affected landowners, stakeholders and local communities. The Roll-Back Strategy should be based on the latest NCERM data, and align with the SMP, CLP, AONB Management Plan, and any associated guidelines.

NCERM data and associated SMP guidance for the Parish indicates that it is extremely unlikely that coastal properties will be affected by coastal change to the extent that they will need relocation before 2030, when the NP will be reviewed. The SMP states that current defences to the south of Perranuthnoe village are likely to provide continued protection of the cliff edge for at

⁸⁵ In line with

least 20 years. Based on predicted rates of erosion however, the houses and cafe in the zone of active coastal erosion will need to be safely decommissioned and relocated inland over the next 30-40 years, and it will be important to develop a Roll Back Strategy in advance of this.

The Roll-Back Strategy should recognise the need to support biodiversity net-gain and to allow space for the continuance of county wildlife sites inland, including habitat enhancement and regeneration. It should be aligned with the Mounts Bay strategy, in order to support the NPPF requirement that 'Integrated Coastal Zone Management should be pursued across local authority and land/sea boundaries, to ensure effective alignment of the terrestrial and marine planning regimes' (NPPF para 170).

Alignment with County and National Plans, Guidelines and Frameworks

This policy directly supports implementation of relevant national and county policies, plans and guidelines. The establishment of CCMA zones within Policy NLB2 has been based on assessment of National Coastal Erosion Risk Mapping (NCERM) data (2018-2021) and associated guidance provided in the Cornwall Shoreline Management Plan. It builds on a review of relevant policies within the Cornwall Local Plan, AONB Management Plan, National Planning Policy Framework, as well as the recommendations in national coastal change management guidelines, and a number of other relevant strategies and plans.

Cornwall Council is the designated Coastal Protection Authority (CPA) under the Coast Protection Act (1949). The Environment Agency works with Cornwall Council as the Risk Management Authority (RMA).

Cornwall Local Plan (CLP) Policy 26 sets out policy guidance on Flood Risk Management and Coastal Change. Under point 1 it specifies that:

1. Development should take account of and be consistent with any adopted strategic and local flood and coastal management strategies including the Shoreline Management Plan'

The CLP was adopted in 2016 and the inspector refers to provisions for the establishment of CCMA. It states that (paragraph 195) 'the Local Plan is not the vehicle for site specific designations...the appropriate policy response is likely to vary depending on the particular circumstances of coastal change in different locations. It will be for Neighbourhood Plans to identify particular policies in areas where coastal change is a major factor.'

The Department for Environment Food and Rural Affairs in 2018 also commissioned a scoping review on adaptation to coastal change. This included a brief review of the approach adopted in Cornwall and advised that 'the Local Plan policy on coastal change is insufficiently strong and Cornwall County Council have agreed that improved policies are best implemented via Neighbourhood Plans (NP). Coastal change policies will also be strengthened in the next version of the Local Plan and the recommended approach will be:

- No new development in areas identified as within the National Coastal Erosion Risk Management map erosion zone;
- For communities likely to be affected promote Coastal-Change-Management-Areas and draft and implement a local coastal change management plan with full stakeholder buy-in.'

The Parish's CCMA policy has taken note of these assessments. It reflects the fact that coastal change and development planning issues vary significantly from one area to another, and that Neighbourhood Development Plans have been recommended as the most appropriate place for the delineation of CCMA's and for the establishment of specific development planning policies relating to these areas. This also aligns with the guidance provided in Cornwall Council Chief Planning Officers Advice Note: Planning for Coastal Change.

The Cornwall & Isles of Scilly Shoreline Management Plan (SMP) is a key document for shoreline management planning in Cornwall. It provides an assessment of the risks to people and the developed, historic and natural environment associated with coastal change and

presents a framework for coastal management planning. The SMP provides both a broad-scale assessment of risks, alongside more specific advice to authorities in their management of defences across coastal areas.

The SMP establishes a series of policies for coastal management planning across defined management areas. Perranuthnoe Parish lies across two management areas and three policy units within the SMP: Management Area 18, Policy Units 18.1 and 18.4 and Management Area 19, Policy Unit 19.1. The management approach across all coastal areas of Perranuthnoe Parish is one of 'No Active Intervention' (NAI). The SMP refers to three epochs: Epoch 1: Present Day till 2025; Epoch 2: Medium Term 2025 - 2055; Epoch 3: Long Term 2055 – 2105.⁸⁶ In Perranuthnoe Parish the NAI approach applies across all three epochs.

Cornwall Council has adopted the SMP No Active Intervention (NAI) approach for this stretch of coastline, which means that no action will be taken to prevent or alter natural coastal change processes. Further information on the SMP and local Management Areas has been provided in Part 1 of the Neighbourhood Plan.

Design of the NP CCMA policy for this Parish, follows the guidance and management approach specified in the SMP. It has also taken account of flooding risk data for the Parish. There is an overlap between surface water flooding risk and coastal erosion in the area to the south of Perranuthnoe village, which increases its vulnerability to coastal change and erosion.

Cornwall Climate Emergency Development Plan Document (DPD). Climate smart planning has an important role to play in helping to reduce social, economic and environmental climate change risks and to support increased resilience. The DPD is part of Cornwall's response to the climate emergency. Section 19 focusses on Coastal Change and Flooding. Under Section 19, Policy CC1 establishes a Coastal Vulnerability Zone and CC2 supports the establishment of Candidate Coastal Change Management Areas.

The DPD outlines that 'the purpose of Coastal Change Management Areas (CCMAs) is to highlight issues of coastal change and to allow them to be planned for'. It emphasises that Cornwall aims to support 'community-led local solutions to the management of coastal change' and specifies that the DPD is not the appropriate place to plan for change in each local area. 'Coastal Change Management Plans should be managed by the local Town or Parish Council and included in their Neighbourhood Development Plan.' Perranuthnoe is one of the candidate CCMA areas listed under DPD Policy CC2 which specifies that proposals for development within candidate CCMA will be subject to the precautionary principle.

The CCMA Policy for Perranuthnoe Parish aligns with and supports implementation of DPD Policies CC1 and CC2 and adopts the precautionary principle. The Parish will work with Cornwall Council and other candidate CCMA areas in ensuring that development planning works positively to support effective adaptation to coastal change, minimising impacts on communities and coastal ecosystems.

The Climate Emergency DPD forms part of Cornwall Council's overall Climate Change Action Plan which aims to create 'conditions for change through direct action and a new form of place-based leadership for Cornwall to become net carbon neutral'. The NP CCMA Policy supports this goal by providing clear local guidance on an approach to coastal change management that will work to achieve informed and sensitive development planning that can work to minimise the social, environmental and economic risks associated with coastal change, help to strengthen the climate-change resilience of communities and to reduce environmental risks to coastal and nearshore areas associated with coastal erosion. The latter is particularly important considering that the majority of the coastal zone is recognised as a county wildlife site and the nearshore habitats form part of the Mount's Bay Marine Conservation Zone. The work which the Parish

⁸⁶ Refer: <https://www.cornwall.gov.uk/environment-and-planning/countryside/estuaries-rivers-and-wetlands/flood-risk/coastal-erosion-and-shoreline-management/shoreline-management-plans/>

has done to research and develop this CCMA policy reflects the Action Plan's objectives to support locally informed, place-based leadership.

The Cornwall AONB Management Plan 2022-27 has a number of policies and objectives relevant to coastal change management in the Parish, including:

Policy PD P16: Any development within the marine, coastal and estuarine environment must take account of terrestrial and marine based planning policies and processes.

PD Objective 3: Promote a pragmatic approach for coastal communities to accommodating the effects of climate change including the relocation of infrastructure and facilities where this is compatible with the primary purpose of the designation and other policy requirements.

SCW Objective 3: Help to support coastal management which promotes natural processes wherever possible and support initiatives with communities which consider the long term future and value of coastal areas e.g. Mullion Cove, Marazion, Mounts Bay, Porthleven, Loe Bar, Praa Sands, Gweek, Cadgwith, Coverack, and Maenporth in respect to predicted effects of sea level rise and increased storminess. Seek to support the delivery of appropriate measures to hold the line where infrastructure such as sewage outfalls and roads need to be protected. Manage realignment as identified in the Shoreline Management Plan where they conserve or enhance the landscape character and natural beauty of the AONB. Conserve the undeveloped nature of the coast in this section.

CCBR Objective 4 Support the delivery of the recommendations for coastal zone management in the AONB as set out in the Cornwall and Isles of Scilly Shoreline Management Plan, with consideration for local landscape character.

National Planning Policy Framework (NPPF)

The following paragraphs of the NPPF have relevance to this NP policy:

170. In coastal areas, planning policies and decisions should take account of the UK Marine Policy Statement and marine plans. Integrated Coastal Zone Management should be pursued across local authority and land/sea boundaries, to ensure effective alignment of the terrestrial and marine planning regimes.

171. Plans should reduce risk from coastal change by avoiding inappropriate development in vulnerable areas and not exacerbating the impacts of physical changes to the coast. They should identify as a Coastal Change Management Area any area likely to be affected by physical changes to the coast, and:

- a) be clear as to what development will be appropriate in such areas and in what circumstances; and
- b) make provision for development and infrastructure that needs to be relocated away from Coastal Change Management Areas.

172. Development in a Coastal Change Management Area will be appropriate only where it is demonstrated that:

- a) it will be safe over its planned lifetime and not have an unacceptable impact on coastal change;
- b) the character of the coast including designations is not compromised;
- c) the development provides wider sustainability benefits; and
- d) the development does not hinder the creation and maintenance of a continuous signed and managed route around the coast

174. Planning policies and decisions should contribute to and enhance the natural and local environment by: c) maintaining the character of the undeveloped coast, while improving public access to it where appropriate;

The approach established in the NP reflects the planning principles outlined in the NPPF as they relate to this Parish. It supports integrated coastal zone management and aims to reduce risks associated with coastal change, avoid inappropriate development in vulnerable areas,

protect the valued natural character of coastal landscapes, ensure that this is not compromised by development, and to ensure that development does not hinder the creation and maintenance of a continuous route along the coast.

This NP policy also promotes the integrated coastal zone management principles outlined in National Flood Risk and Coastal Change Guidelines. These highlight the need for 'adoption of a joined-up and participative approach towards the planning and management of the many different elements in coastal areas (land and marine)...Key principles which should guide all partners in implementing an integrated approach to the management of coastal areas are: a long term view; a broad holistic approach; adaptive management; working with natural processes; support and involvement of all relevant administrative bodies; use of a combination of instruments; participatory planning; reflecting local characteristics.' The Guidelines state that 'Shoreline Management plans identify risk in 3 time horizons (up to 20, 50 and 100 years) and include maps showing the geographical extent of each risk area. Local planning authorities have discretion to determine how these are interpreted in planning terms to define the coastal change management area and whether it should show the separate zones for each of the 3 time horizons – or whether it should rely on the shoreline management plan for the area to provide that level of information.'⁸⁷

CCMA Zoning within the NP Policy is based on National Coastal Erosion Risk Mapping (NCERM) data (2018-2021) published by the Environment Agency. The National Coastal Erosion Risk shows the coastal baseline. This baseline is split to 'frontages'. These are defined as lengths of coast with consistent characteristics based on the cliff behaviour characteristics and the defence characteristics. It is intended as an up-to-date and reliable benchmark dataset showing erosion extents and rates for three periods: Short Term (0 – 20yr); Medium Term (20 – 50yr); and Long Term (50 – 100yr). The NCERM information considers the predominant risk at the coast, although flooding and erosion processes are often linked, and data on erosion of foreshore features are, in general, not included. The data describes the upper and lower estimates of erosion risk at a particular location, within which the actual location of the coastline is expected to lie. The data does not estimate the absolute location of the future coastline. Please refer to NP Section 2 for specific Parish data.

The Marine and Coastal Access Act 2009 has a requirement that development does not hinder the creation and maintenance of a continuous signed and managed route around the coast. The establishment of provisions in this NP CCMA policy to allow space for the south-west coast path to roll-back meets the requirements of that Act.

This NP CCMA Policy is also consistent with a number of core outcomes within Cornwall's Maritime Strategy 2019-2023 and its Environmental Growth Strategy which are material considerations for Planning, including:

Target Outcome A. Achieve a sustainable future for maritime Cornwall that balances appropriate economic growth, supports resilient communities and protects environmental assets.

Target Outcome D: Cornwall has healthy, safe and vibrant coastal communities that have a strong relationship with the sea and coastal environment

Target Outcome G: Cornwall's natural and historic maritime environment and culture is of a high quality, and is highly valued and appreciated by its communities, visitors and worldwide audiences.

Cornwall Environmental Growth Strategy

This NP policy supports the following Target Outcomes of the Strategy:

Target Outcome 2: Cornwall is a happy healthy place to be

⁸⁷ <https://www.gov.uk/guidance/flood-risk-and-coastal-change#coastal-change-management-areas>

h) Resilient communities who respond to, and recover quickly from, environmental challenges.

Target Outcome 9: Nature in Cornwall is abundant, diverse and well connected;

a) Protection and expansion of the existing, high-quality, backbone of Cornwall's designated terrestrial and marine protected areas, landscapes and heritage.

c) Reduced intervention and management of natural systems in Cornwall by working with nature.

e) Naturalised river systems and coastal processes, with healthy connections between terrestrial and maritime systems.

g) Integrated catchment and coastal management, accounting for landscape scale impacts and opportunities.

Natural England recommends the establishment of Coastal Change Management Areas as 'opportunities for sustainable solutions in areas subject to coastal change'. (refer Natural England Report Number 275). The Parish NP CCMA Policy also with Natural England SEO principles under:

SEO 1 'Identifying opportunities and mechanisms for and promoting working with coastal processes to provide a coast protection function.' And

SEO 3: 'Conserving the cultural heritage, coastal views and undisturbed character of sections of the coastline to ensure that public enjoyment continues, while also ensuring that visitor pressure does not have a negative impact on the character' and 'Maintaining an undeveloped coastline where appropriate, allowing natural coastal processes to operate unimpeded.'

NP policy NLB2 also supports the Cornwall Biodiversity Initiative which prioritises habitat enhancement for birds across the coastal area of Perranuthnoe Parish.

POLICY NLB 3: Control of Light Pollution and Glare from Fenestration

Policy Intent: To establish local planning provisions to help minimise the risk of light pollution and glare from buildings, recognising that the Parish lies in the buffer zone to the West Penwith Dark Skies Reserve. This policy responds to public concerns over increasing levels of light pollution and glare from fenestration, and the detrimental impact which this is having on the natural beauty of Parish landscapes.

Policy NLB 3: Control of Light Pollution and Glare from Fenestration

Proposals for development will be supported where it is demonstrated that, if external lighting is required, it protects the night sky from light pollution through:

(i) The number, design, specification and position of lamps;

(ii) Full shielding (at the horizontal and above) of any lighting fixture exceeding 500 initial lumens and evidence of limited impact of unshielded lighting through use of adaptive controls; and

(iii) Limiting the correlated colour temperature of lamps to 3000 Kelvins or less.

Proposals for development will be supported where they can demonstrate that they will reduce light spill by:

(iv) avoiding or recessing large areas of vertical fenestration;

(v) avoiding glazing which is facing upwards (whether horizontal or angled) including conservatory roofs; and

(vi) within a site, locating and orientating development as sensitively as possible.

In buildings on elevated ground or in prominent locations, the use of large areas of

fenestration or similar reflective building material is strongly discouraged where it would impact on areas of wildlife sensitivity, open countryside or on views of natural landscapes from public vantage points. Development should not detract from the public visual amenity value of local AONB or WHS landscapes, and the positioning and surface-area covered by reflective materials, should be minimised on the side of buildings facing public vantage points.

2: Development proposals should provide adequate information to enable assessors to evaluate the risk of light pollution and glare. In the AONB, areas of importance for wildlife, and on sites where development may impact on views of AONB or WHS landscapes from public vantage points, development proposals are strongly encouraged to include an outline Lighting Scheme and Specification Diagram (LSSD) providing details of all proposed external lighting.

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

In December 2021 the West Penwith Dark Skies Reserve was established. It covers the westerly section of Cornwall's AONB. West Penwith is the seventh area in the UK and the second in Cornwall (after Bodmin Moor) to become an International Dark Sky Park (IDSP). As outlined by Cornwall Council Policy Team in their comments on the draft NP, Perranuthnoe lies in the buffer zone to the Reserve and in planning terms the buffer zone is treated the same as the core area.

Increase in light pollution and glare were issues of concern raised repeatedly in public consultations for the NP. This NP policy aims to support more considered development, that will work positively to conserve dark skies, limit the impact of light pollution and glare, and recognise the value of dark skies to Cornwall's AONB landscapes and Parish communities.

As outlined in national guidance from the Department for Levelling up, housing and communities 'Artificial light is not always necessary. It has the potential to become what is termed 'light pollution' or 'obtrusive light', and not all modern lighting is suitable in all locations. It can be a source of annoyance to people, harmful to wildlife and undermine enjoyment of the countryside or the night sky.... Lighting schemes can also be costly and difficult to change, so getting the design right and setting appropriate conditions at the planning stage is important.'

Public consultation repeatedly highlighted concerns over the impact of light pollution and glare from insensitive development. This is becoming an increasing problem within the AONB where there is an increasing trend for houses with large glass frontage, through which light spills out after dark, and which can also result in 'glare' from sunlight reflecting off the glass during the day. The level of impact depends on the positioning and coverage of areas of glass.

The increasing number of glass fronted buildings is creating a peppering of 'light-boxes' across the landscape, and is a particularly intrusive feature on elevated ground within AONB landscapes in the Parish, exacerbated by the increasing size of buildings in this area. Light pollution and glare detract from the natural scenic beauty of local landscapes impacting on walkers, as well as those living in close proximity to the buildings.

External lighting is another source of light pollution, particularly where large, powerful or coloured lighting is used. This can be managed through restrictions on the type, level and placement of lighting. The use of timer switches to ensure that any external lights do not stay on all night can also help greatly to reduce impacts.

As outlined in National Planning Policy Guidance on Light Pollution, wildlife species differ from humans in their sensitivity to light and can be adversely affected by very low levels of light. The positioning, duration, type of light source and level of lighting are all factors that can affect the level of impact on wildlife. The ability of some building materials to polarise sunlight and artificial light may also cause insects, birds and other wildlife to mistake the material for water, and can

mean that surfaces are less visible to birds in flight. This effect is different to artificial light reflected off surfaces and is particularly problematic with smooth, shiny, surfaces.

Maintaining 'dark skies' is something that is greatly valued in the Parish and there was widespread support for the Parish's inclusion within the West Cornwall Dark Sky Reserve. Public consultation for the NP highlighted that local communities feel that development planning should give greater consideration to the impact of light pollution and glare on the natural scenic beauty of landscapes, and on wildlife. Currently these factors appear to rarely be considered in development proposals or by decision-makers. The NP is seen as an opportunity to provide clear local policy guidance to ensure that planning provisions to reduce light pollution are adopted in this Parish.

The Local Landscape Character Assessment (LLCA) for Perranuthnoe Parish identifies 'increased light pollution eroding the dark skies' as one of the development pressures that is having a negative impact on landscape character across the Parish. The LLCA recommends that in development planning it is important to: 'consider how light pollution can be minimised, through appropriate design in new development' and to 'avoid street lighting on elevated land which would be visually prominent from the wider landscape.'

Alignment with County and National Plans, Guidelines and Frameworks

The National Planning Policy Framework (NPPF) states that planning policies and conditions should "limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation" (paragraph 185 c).

This is supported by National Planning Policy Guidance on Light Pollution (2014) which outlines how planning policies and decisions can work to ensure that development is appropriate for its location, taking into account the likely effects (including cumulative effects) of light pollution on the natural environment and peoples' welfare, in particular in intrinsically dark landscapes and areas of importance for nature conservation. It states that: 'Lighting has the potential to become what is termed 'light pollution' or 'obtrusive light', and not all modern lighting is suitable in all locations. It can be a source of annoyance to people, harmful to wildlife and undermine enjoyment of the countryside or the night sky, especially in areas with intrinsically dark landscapes.' The guidelines underline that it is important to consider: 'whether the proposed development includes smooth, reflective building materials, including large horizontal expanses of glass, particularly near water bodies' explaining that 'it may change natural light, creating polarised light pollution that can affect wildlife behaviour...The positioning, duration, type of light source and level of lighting are all factors that can affect the impact of light on wildlife.'

Cornwall Local Plan Policy 23 requires that 'development must take into account and respect the sensitivity and capacity of the landscape asset, considering cumulative impact and the wish to maintain dark skies and tranquillity in areas that are relatively undisturbed'.

The Cornwall Council Policy Team provided input on the NP draft submitted for SEA screening. In their comments they welcomed Policy NLB3 as adding useful detail to the Local Plan, and confirmed that if the West Penwith Dark Sky designation was successful, the Parish would fall in the buffer zone to it, and that in planning terms the Council treat the buffer zone the same as the core area, such that relevant new development would be subject to dark skies conditions. The Policy Team also advised that the NP policy wording be refined in line with the Council's approach to mitigate by condition, not refuse. Amendments were subsequently made to this NP policy to reflect this advice with a clearer focus on mitigation, the use of planning conditions, and to ensure that the policy provisions are in line with national and county guidelines for light pollution. Further detail is provided in the Consultation Statement.

The Cornwall AONB Management Plan 2022-27 refers directly to the importance of dark night skies, tranquillity and the quality of light to the outstanding natural beauty of Cornish landscapes

and seascapes.⁸⁸ It underlines that 'Dark night skies are a special quality of the AONB and contribute to the areas sense of tranquillity and remoteness. A combination of clear night skies and low levels of light pollution make Cornwall one of the best places in the country for stargazing. However, views of the stars are at threat from increasing volumes of light pollution caused by artificial light.'⁸⁹

The AONB MP includes a number of policies and objectives which focus on minimising the negative impacts of light pollution and glare on natural beauty including:

NRLM Objective 10: Support opportunities to enhance dark skies and conserve the nocturnal environment. Support initiatives which reduce artificial light and increase awareness of the impacts on the nocturnal environment.

LS - P3: Safeguard and enhance characteristic high levels of peace and tranquillity in the AONB with dark night skies by minimising noise, intrusive development and light pollution.

PD P2: Development management decisions should specifically consider the cumulative effects of individual developments on the designated landscape. The addition of further individual developments and particularly replacement and redevelopment of existing dwellings and buildings and the extension of settlements will be supported where these are landscape led and do not exceed the sensitivity and capacity of their designated landscape setting and where they do not give rise to cumulative effects particularly through the inclusion of uncharacteristic contemporary elements, domestic paraphernalia and light spill. The unique historic character of many of the settlements and clusters of dwellings in the designated landscape reflect both their vernacular form and buildings and also their relationship to their landscape setting. The loss of either characteristic will be disproportionately harmful.

PD P11: Any development in, or within the setting of, the AONB must be sustainable development that:

- maintains local distinctiveness and contributes to the sense of place; it should respond to local historical, cultural and landscape context and enhance and feel part of the existing landscape. This can include responding to both built and natural attributes, for instance using characteristic local construction methods, built forms, field patterns and landscapes. It may also include retaining or enhancing key views, landscapes and buildings that provide a tangible link to Cornish culture;
- is appropriately located, and addresses landscape sensitivity and capacity being of a scale, density, layout, height and mass with a clear understanding and response to its landscape, seascape and townscape setting;
- reflects vernacular scale and detailing avoiding the uncharacteristic introduction of large scale dwellings with very extensive glazed elevations and imposing presence; Innovation in building design within the AONB should be landscape-led providing contextually responsive in the terms set out above, provide contemporary development that is well integrated into its setting and the AONB landscape.
- is compatible with the distinctive character of the location described by the Landscape Character Assessment, with particular regard to the setting of settlements and the rural landscape; does not compromise the special qualities and characteristics of the AONB designation as outlined for each local section and in relevant landscape character assessments;
- maintains ecological continuity/ semi-natural corridors and gives rise to biodiversity net gain;

⁸⁸ AONB MP page 59

⁸⁹ AONB MP page 28

- supports the conservation of the historic environment as a whole, and in particular those designated heritage assets and their setting; including Conservation Areas and World Heritage Sites;
- respects and does not diminish dark skies, designated or otherwise, and maintains tranquillity. Any development that leads to increase light spill will not be supported
- protects ancient woodland, trees and notable trees, other important features and semi natural habitats in order that they can contribute to the conservation and enhancement of the natural beauty of the protected landscape. Particular care should be taken to ensure that development outside the AONB does not harm the natural beauty, character and special qualities of the AONB and/ or its setting or otherwise prejudice the achievement of the AONB purposes. The AONB enjoys equal protection from effects whether they result from development within or outside the designated area.

Policy PD P18: The conversion of existing redundant agricultural (and other similar) buildings to form dwellings will only be supported where:

- The existing buildings are characteristic, historic, vernacular buildings which are recognisably an important part of the local built and landscape context; and
- The existing buildings are worthy of retention in their own right; and
- The conversion very substantially retains the scale, character and appearance of the original building with repair generally preferred to renovation; and
- The conversion does not give rise to the introduction of uncharacteristic fenestration or domestication of the setting or the introduction of conspicuous domestic paraphernalia into the setting of the building. The conversion of redundant existing agricultural (and other) buildings such as pole barns, simple concrete block barns or portal frame buildings which in the absence of an agricultural use would form alien elements in the landscape will not generally be supported.

Neighbourhood Planning Guidance linked to the national planning policy guidelines recommends that parishes wishing to manage light pollution should consider the imposition of design conditions within policies in order to manage key factors such as:

External Lighting

- (i) The number, design, specification and position of lamps;
- (ii) Full shielding (at the horizontal and above) of any lighting fixture exceeding 500 initial lumens and evidence of limited impact of unshielded lighting through use of adaptive controls;
- (iii) Limiting the correlated colour temperature of lamps to 3000 Kelvins or less.

Internal Lighting

- (i) avoiding or recessing large areas of horizontal or vertical fenestration;
- (ii) avoiding glazing which is facing upwards (whether horizontal or angled) including conservatory roofs; and
- (iii) within a site, locating and orientating development as sensitively as possible.

It also highlights that neighbourhood plans can include measures to reduce the impact of internal lighting spilling externally stating that: 'Traditionally, this has been given limited consideration but there has been an appeal case in West Sussex which recognised the impact of light spill from a small domestic property with relatively large amounts of glazing on the character and tranquillity of the neighbouring South Downs National Park.' The guidelines advocate a conditions-based approach to control of light pollution risk within development planning, and that this is likely to be most effective where use of conditions is restricted to sensitive areas such as AONB, dark skies reserves, environmentally sensitive areas or heritage conservation areas.

This NP policy follows that guidance and actively supports the implementation of both county and national efforts to reduce light pollution and ensure that it is taken in to consideration in development planning. Reducing light pollution will also contribute to Cornwall's Climate Change Action Plan and ambition to become carbon neutral by 2030.

Improved control of the levels and type of lighting used in this Parish will also contribute directly towards Cornwall Council's objective to become carbon neutral by 2030. Cornwall Council has set a target for the county to become carbon neutral by 2030. The Council's Climate Change Action Plan aims to create 'conditions for change through direct action and a new form of place-based leadership for Cornwall to become net carbon neutral'. The draft Climate Emergency Development Planning Document (DPD) will provide Cornwall with climate change adaptation policy guidance for implementation of the Local Plan. This NP is taking a proactive approach towards place-based leadership, identifying the type of climate-change resilient, sustainable development that is appropriate for this Parish. Cornwall Council supports efforts to ensure that housing development in the county contributes to the county target of carbon neutrality by ensuring that new developments respect the highest standards of sustainability in every aspect (design, drainage, green infrastructure, transport). This NP policy will contribute towards achieving that objective by providing clear local guidance on how light pollution can be addressed in sensitive areas.

POLICY NLB 4: Green Infrastructure, Hedgerows and Cornish Hedges

Policy Intent: To ensure that a strong priority is placed on conserving hedgerows and Cornish hedges in the Parish, and that their value as natural habitats and features core to the local character of AONB and WHS landscapes is clearly recognised within development planning.

Policy NLB 4: Green Infrastructure, Hedgerows and Cornish Hedges

1: A strong priority is placed on the conservation or enhancement of hedgerows and Cornish Hedges within development, recognising their importance in providing connectivity within the Parish's green infrastructure and as features core to the distinctive character of local WHS⁹⁰ and AONB landscapes. The Parish adopts the position outlined in Cornwall's Planning for Biodiversity Guide that: 'there is a strong presumption in favour of the retaining of all hedges within developments. It is essential that hedges are assessed as both a landscape and biodiversity feature, as part of any development proposal'⁹¹

2: Development proposals are encouraged to consider opportunities to achieve overall net gain in hedgerow or Hedge length. Any newly created Cornish Hedges within developments should follow the local vernacular, so that they supply suitable niches for the establishment of vegetation. The use of native plant species within planting up schemes is strongly encouraged; this is particularly important where planting is being done to mitigate or compensate for a loss of existing native species. An undeveloped buffer strip should be left alongside all Cornish Hedges and hedgerows, a minimum of 2m wide for residential development and a minimum of 5m for commercial development⁹².

3: If the development proposal involves the removal or alteration of a stretch of Cornish Hedge or hedgerow, the planning proposal should demonstrate suitable mitigation measures which address landscape and biodiversity impacts. These should:

⁹⁰ Part of the (Outstanding Universal Value) OUV of World Heritage Site (WHS) landscapes lies in the 'small field systems' and 'the patchwork of small holdings associated with the great mining estates'. The Cornish Hedges bordering the fields are the defining features which create this patchwork landscape.

⁹¹ Refer Cornwall Planning for Biodiversity Guide Supplementary Planning Document (SPD) page 47, paragraph 10.7.

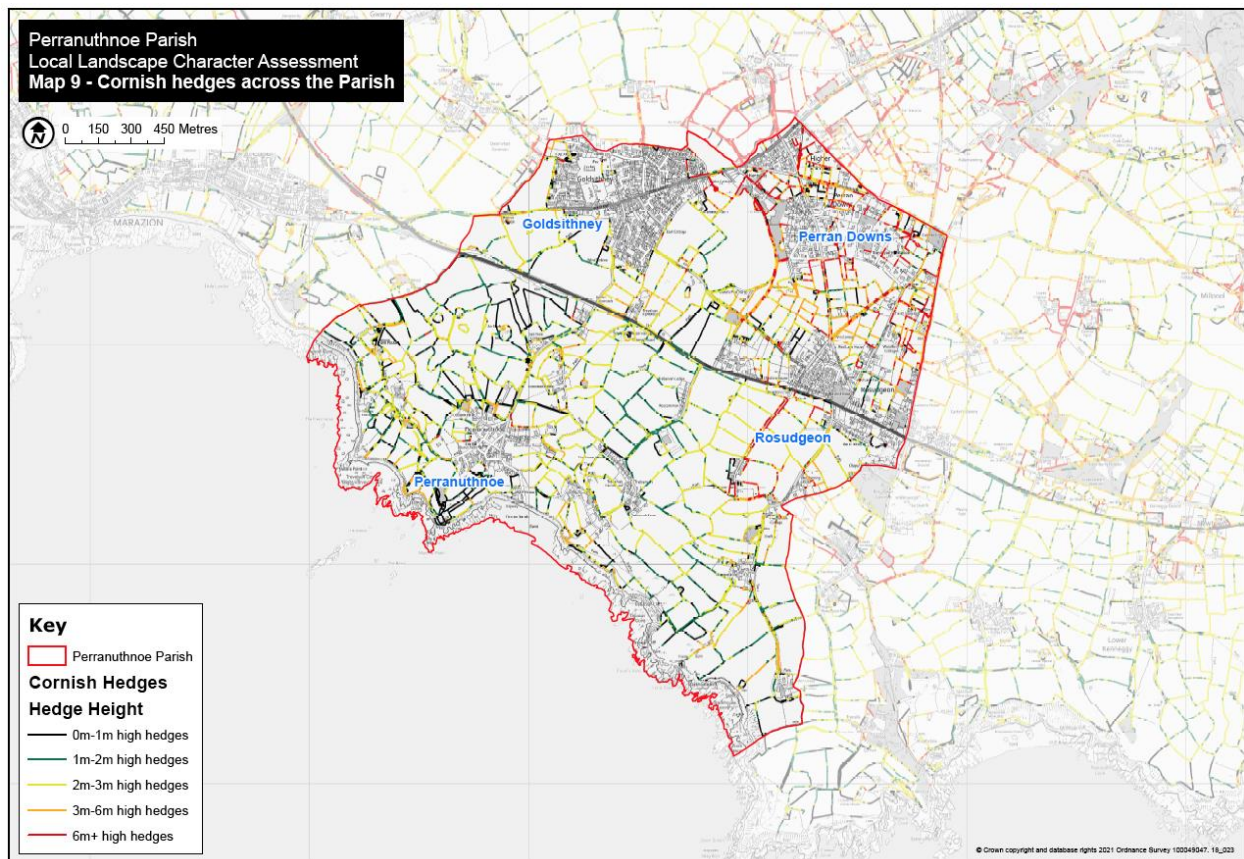
⁹² Refer guidance in Cornwall's Planning for Biodiversity Guide Appendix D 'Cornish Hedges and Development' which provides information on 'Assessing Hedges for Development' and 'The Treatment of Hedges in Development'. It specifies that 'due to the high biodiversity value of hedges, and the key role they play in our landscape and sense of place in Cornwall, there is a strong presumption in favour of the retaining of all hedges within developments. It is essential that hedges are assessed as both a landscape and biodiversity feature, as part of any development proposal'

- i) ensure that ecosystem connectivity is maintained and ecological function⁹³ is conserved or enhanced, following the guidance on ways to achieve this provided in Cornwall's Planning for Biodiversity Guide Appendix D. Where hedgerows or Cornish Hedges are retained but 'sandwiched' between gardens or other development, this should be counted as 50% loss of hedge and be compensated for through the provision of additional hedging;⁹⁴ and
- ii) demonstrate that any changes proposed to hedgerows or Cornish Hedges will not have an adverse impact on AONB or WHS landscape or settlement character.

4: Where a proposed development site includes hedgerows or Cornish Hedges, development proposals should:

- a) highlight on the Plans the location of all existing Cornish Hedges and hedgerows on and surrounding the proposed development site; the location of any new Hedges or hedgerows proposed for inclusion within the development; and any stretch of Hedge or hedgerow proposed for removal; and
- b) clearly describe any proposed changes to hedgerows and Cornish Hedges.

Policy Map: NLB4i: Location of Cornish Hedges across the Parish (refer LLCA Map 9)



Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Public consultation demonstrated the value which local communities place on Cornish Hedges and hedgerows as features which define local landscapes, and as part of the Parish's green infrastructure, providing habitats for wildlife and flowering plants, and interconnecting green

⁹³ Cornish Hedges and hedgerows provide important ecological corridors linking habitats.

⁹⁴ In line with the guidance in Cornwall Planning for Biodiversity Guide

spaces across the Parish. There is strong local concern over the loss of Cornish Hedges through development. There is also concern that currently Planning Applications rarely provide any information on the presence of Cornish Hedges or hedgerows on proposed development sites, and the Planning Authority rarely considers impacts on Cornish Hedges or hedgerows. The Parish Council reflected community concerns in their 2016 neighbourhood plan statement, which underlines the importance of 'minimising damage to or alteration of existing hedgerows' and that 'ensuring the use of traditional Cornish hedging on visible boundaries is a key element of maintaining character.'

The analysis and recommendations within the Local Landscape Character Assessment (LLCA) underline the importance of Cornish Hedges across the Parish as features core to the distinctiveness of local landscapes, and as sites of biodiversity importance. The LLCA describes the network of Cornish Hedge boundaries between fields as 'a valuable wildlife habitat, as well as creating the distinctive rural farmland character.' It stresses that 'Cornish Hedges have defined our landscape for centuries and today provide a distinct local identity. These hedges are culturally and environmentally important and if they are to thrive into the future, they need protection and good management.' The LLCA recommends that the Parish should 'retain the strong field pattern of Cornish hedges and the native vegetation they support and ensure sufficient buffers are created where new development is proposed near key hedges.' LLCA Map 9 provides a map showing the location of Cornish hedges across the Parish.

The neighbourhood planning process pointed to an urgent need for clear local planning policy provisions within the neighbourhood plan to ensure that the landscape, biodiversity and ecosystem value of Cornish Hedges and hedgerows is recognised and considered in the assessment of development proposals, and that planning applications provide adequate information to enable decision-makers to make an informed assessment.

NP policy NLB 4 establishes provisions to help ensure that the guidance provided in Cornwall's Planning for Biodiversity Guide is actively implemented in this Parish, so that weight is placed by developers and planning decision-makers on:

- a. the value of stone-clad Cornish hedges and hedgerows as distinctive and defining landscape features within Parish landscapes in both the AONB and WHS; and
- b. the biodiversity value of Cornish Hedges and hedgerows as habitats of importance for wildlife, and ecological corridors of principle importance for achieving ecosystem resilience, and biodiversity net gain; and
- c. the value of Cornish Hedges and hedgerows as core to the green infrastructure of this Parish;

Alignment with County and National Plans, Guidelines and Frameworks

The National Planning Policy Framework (NPPF) paragraph 174 states that 'Planning policies and decisions should contribute to and enhance the natural and local environment by:

- a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);
- b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland;
- d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures...'

NP policy NLB4 provides local policy direction through which to apply these national planning provisions to the local Parish context

Local Authorities have a statutory duty to consider habitats and species of principle importance as part of development proposals following the Natural Environment and Rural Communities (NERC) Act (HM Government, 2006) which bestows a legal duty on public authorities to conserve biodiversity.

Hedgerows are protected by law and planning advice must be sought from Cornwall Council before removing or significantly altering a hedgerow. The Hedgerows Regulations (1997) protects ecologically/ historically important hedgerows. Anyone proposing to remove a countryside hedgerow must give the Local Planning Authority 42 days' notice (a Hedgerow Removal Notice) of their intentions.

NP policy NLB 4 supports the Parish in meeting its obligations under relevant biodiversity and environmental regulations.

Cornwall Local Plan (CLP)

Policy 23 specifies that 'Development proposals will need to sustain local distinctiveness and character and protect and where possible enhance Cornwall's natural environment and assets according to their international, national and local significance'. Point 2a underlines that 'Great weight will be given to conserving the landscape and scenic beauty within or affecting the setting of the AONB'.

Point 4: Avoidance, mitigation and compensation for landscape, biodiversity and geodiversity impacts', underlines that 'Development should avoid adverse impact on existing features as a first principle and enable net gains by designing in landscape and biodiversity features and enhancements'

Policy 24 specifies that 'Great weight will be given to the conservation of Cornwall's heritage assets' and that 'Development within the Cornwall and West Devon Mining Landscape World Heritage Site (WHS) and its setting should accord with the WHS Management Plan'

Policy 25 specifies that 'The existing green infrastructure network in Cornwall, which is important to recreation, leisure, community use, townscape and landscape quality and visual amenity will be protected and enhanced' Point 1 emphasises the importance of 'retaining and enhancing the most important environmental infrastructure assets and connections that contribute to the functionality of networks of ecosystems' and requires under Point 2 that development proposals to demonstrate 'that all the functional environmental infrastructure and connections have been taken into account in the design of the scheme or site layout including impacts on ecosystem services'; and under Point 3 underlines the importance of 'providing appropriate buffers to natural spaces that have community, biodiversity and heritage significance'.

NP Policy NLB 4 supports all of the above CLP policies recognising that Cornish Hedges and hedgerows are features core to the distinctive local character of both AONB and WHS landscapes, which have; 'community, biodiversity and heritage significance'; and recognising their environmental value in creating ecosystem connectivity within agricultural landscapes. It provides local policy provisions to recognise, conserve and enhance the local landscape and environmental value of Cornish Hedges and hedgerows in the Parish.

NP Policy NLB 4 directly supports implementation of the Cornwall Planning for Biodiversity Guide which specifies that Cornish Hedges are 'an integral part of the landscape and are commonly found on development sites. They are also a habitat of principal importance and it is very important they are retained in a sustainable manner on development sites...well managed Cornish hedges represent a linked, stable habitat supporting a wide range of animals and plants. Hedges are also of great landscape, historical and geological importance. It is therefore

very important that they are adequately surveyed and then incorporated into the layout of the site to ensure they are retained in a sustainable manner.⁹⁵

Specific guidance on hedges is included in Biodiversity Guide Appendix D ‘Cornish Hedges and Development’, which includes sections on ‘Assessing Hedges for Development’ and ‘The Treatment of Hedges in Development’. The Biodiversity Guide shows that it is much simpler, and almost always more cost effective to retain and bolster existing habitat wherever possible, than trying to retro-fit biodiversity solutions. It specifies that for residential developments an absolute minimum of a 2m buffer should be left either side of the hedge. Where woodland is present a 10m buffer is absolute minimum. Where hedge trees are present root protection zones should be calculated using BS5837, as the roots of trees will stretch out of the hedge and into the surrounding fields. Thus, the minimum buffer sizes given above are likely to be significantly larger where hedge trees are present. The guidelines recognise that it may be necessary to create access points through hedgerows or Cornish Hedges and that these should be sited where the hedge is of least value; this can be achieved by widening an existing access point, or choosing a degraded, weakened or low biodiversity section of hedge. In order to retain the character of the hedge, the cut ends of new access points should be faced in a similar stone to the original hedge, and wherever possible, planted on either side to create a continuous link of vegetation over the gap.

The Biodiversity Supplementary Planning Document (SPD) also underlines the importance of conserving Cornish Hedges and hedgerows within SPD Section 11.7. Cornish Hedges and hedgerows play an important role as ecological corridors, establishing connectivity between areas of habitat that have been separated by development (whether through building, agriculture or other land uses). By connecting disparate environmental areas, Cornish Hedges and hedgerows allow species to move between one area and another, supporting more integrated and resilient ecosystems which in turn supports climate change resilience.

Cornwall Council has set a target for the county to become carbon neutral by 2030. The Council’s Climate Change Action Plan aims to create ‘conditions for change through direct action and a new form of place-based leadership for Cornwall to become net carbon neutral’. This NP policy contributes to achieving that place-based leadership, establishing local policy provisions to achieve resilience.

The Cornwall AONB Management Plan 2022-2027 highlights the significance of Cornish Hedges to the distinctive character of Cornwall’s AONB landscapes. It describes the ‘intricate small pasture fields bounded by Cornish hedges’⁹⁶, and the importance of Cornish Hedges for ecosystem connectivity, sustainable agriculture, flood management, climate change resilience and as features core to Cornish cultural heritage. This applies to Perranuthnoe Parish AONB. A section of the Management Plan⁹⁷ within Chapter 3 is dedicated to assessing the significance of Cornish Hedges to Cornwall’s AONB. It emphasises that: The Cornish Hedge is abundant across the protected landscape and connects the disparate and diverse AONB sections with other areas of Cornwall. It is the thread that connects us to landscape, heritage, culture and biodiversity.’

The Management Plan includes policies and objectives which seek to conserve and enhance Cornish Hedges within the AONB including:

Policy LS-P6 Conserve and enhance the historic built environment and rural heritage assets including engine houses and associated mine workings, traditional gates and gateposts, stone stiles, metal fingerposts and local vernacular Cornish hedges.

⁹⁵ Section 5.2.7

⁹⁶ AONB MP page 28

⁹⁷ AONB MP pages 49 -52

NRLM Objective 9: Support the appropriate management of Cornish hedges and road verges to encourage wildflowers and pollinators. Raise the profile of the Cornish hedge and its role in ecosystem services.

CC-BR Objective 3 Restore where appropriate, natural water management systems such as wetlands, peatlands, where they have previously been modified. Where appropriate within the landscape seek to reinstate or improve the management of woodland, wetland and Cornish hedges to slow water run-off and improve water quality.

One of the key performance themes in the AONB Management Plan is to measure 'Land where natural beauty has been conserved or enhanced through the work of the AONB and in support of Cornwall's Nature Recovery Network', and one of the performance indicators of whether the AONB has been successful in achieving this is 'Length (metres) of Cornish Hedges conserved or enhanced (managed, gapped-up, extended or restored)'

This Neighbourhood Plan policy directly supports the above policies and objectives of the AONB Management Plan.

The Cornwall and west Devon Mining Landscape WHS Management Plan 2020-2025 describes the outstanding universal value (OUV) of the 'patchwork of small holdings and farms associated with the great mining estates, where the mineworkers cottages are dispersed in a landscape of small fields and small groups of miners' cottages are set within early nineteenth century miners' smallholdings.' Cornish Hedges are the structures defining the 'patchwork of small holdings and farms' and are key attributes of the outstanding universal value of heritage landscapes protected through the WHS in the Parish.

The 2022-2030 Strategy for Cornwall's Historic Environment: Heritage at the Heart of an Evolving Cornwall. The purpose of this strategy is to reposition heritage at the heart of how Cornwall manages change, and to integrate heritage policies and plans as a proactive force for positive change. It seeks to reinforce the value of Cornwall's historic environment in understanding change, how we shape our future and align resources where they will have greatest impact in the areas of highest priority.

NP policy NLB 4 supports a number of the Strategy's objectives including:

Objective 1: Enhance and reinforce historic character and distinctiveness and raise the quality of development through respecting the distinctive character of Cornwall's diverse landscapes.

Objective 18: Support greater protection of rural historic landscapes and heritage assets, such as Cornish hedges and network of stiles

This NP also policy supports the adoption of Natural England SEO Principles 1 and 2

SEO 1: Identifying and maintaining surviving early patterns of enclosure and field boundaries, notably the Cornish hedgebanks that support rich and important assemblages of flora. Ensure the use of local stone and facing styles in Cornish hedgebanks to maintain local character, and the retention of stone stiles on pathways; and

Manage, restore, link and enhance the area's rich mosaic of wildlife habitats, expanding their quality, extent and range where appropriate. This needs to be achieved alongside sustainable agricultural practices, which contribute to soil and water quality as well as providing habitat management.

SEO 2: Protecting and increasing understanding of the cultural and biodiversity importance of the ancient field systems and Cornish hedgebanks and how, with other forms of interconnected habitats, they reflect millennia of change and create biodiversity stepping stones and corridors.

POLICY NLB 5: Environmental Responsibility and Carbon Efficiency in Development

Policy Intent: To encourage development proposals to demonstrate environmental responsibility through recognised environmental standards, so that ‘green’ credentials are clearly evidenced.

Policy NLB5: Environmental Responsibility and Carbon Efficiency in Development

1.To achieve climate-change resilient communities and ecosystems, proposals, whether for new buildings, renovations, conversions, or changes in land-use are encouraged to demonstrate environmental responsibility through alignment with recognised environmental standards such as the Building Research Establishment Environmental Assessment Method (BREEAM) where relevant and by assessing carbon efficiency.

2. Development proposals should assess environmental impacts beyond the immediate development site including: the risk of transfer of pollutants such as organic materials, nutrients, or chemicals through tun-off; potential for exacerbation of flooding or erosion risk; the introduction or transfer of invasive species; and any risks associated with the generation, storage and disposal or waste.

3: The installation of commercial solar farms is unlikely to be considered appropriate within AONB or WHS Parish landscapes, due to impact on valued local landscape character. Domestic, renewable energy systems for individual properties may be appropriate where they are incorporated in a way that complements surrounding natural landscape and/or settlement character, and do not detract from the visual amenity value of AONB or WHS landscapes or endanger wildlife.

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Public consultation demonstrated the value that local people place on the environment, wildlife and natural landscapes across the Parish, and the need to ensure that environmentally responsible development works positively to conserve natural landscape character, biodiversity and to support climate change adaptation.

Concerns were raised over the increasing use of terms such as ‘eco-home’ or ‘green building’ within Planning Applications, as a means to push through development that might otherwise be considered inappropriate. Concerns were raised that there is rarely data or information provided within development proposals to demonstrate carbon efficiency or environmental sustainability, and that ‘green’ credentials are often unsubstantiated. The inclusion of a solar panel or bee hive does not necessarily render a development ‘environmentally sensitive’. The whole lifecycle of a development should be considered.

It was recommended that if environmental sustainability or carbon neutrality is to be used as part of the reason for approving development proposals, then clear and consistent standards should be applied to assess those credentials. Labels such as eco-home or green building should only carry weight, when development proposals clearly demonstrate compliance with officially recognised environmental standards.

The Building Research Establishment Environmental Assessment Method (BREEAM) is an internationally recognised method of assessing, rating, and certifying the sustainability of buildings. Developed in the UK in the 1990s it is now used in more than 50 countries worldwide. BREEAM also has a specific component that supports neighbourhood development. Overall, it aims to reduce the adverse effects of construction and development on the environment. BREEAM assessment is undertaken by independent licensed assessors using scientifically based sustainability metrics and indices covering a range of environmental issues. Its categories evaluate energy and water use, health and wellbeing, pollution, transport, materials,

waste, ecology and management processes. Buildings are rated and certified on a scale of 'Pass', 'Good', 'Very Good', 'Excellent' and 'Outstanding'. It is an easily understood rating process that can also help to raise awareness of opportunities to adopt sustainable solutions in a cost-effective manner, and can provide market recognition of sustainability in development.

The Royal Institute of Chartered Surveyors (RICS) Whole Life Carbon Assessment for the Built Environment provides another framework and guidance on how to achieve carbon efficient building. It mandates a whole life approach to reducing carbon emissions within the built environment, setting out specific mandatory principles and supporting guidance for the interpretation and implementation of EN 15978 methodology. The framework identifies four fundamental elements and provides guidance on each. These are:

- 1: Repurpose or reuse existing buildings
- 2: Reuse, re-manufacture and recycle building materials
- 3: Build with low carbon, natural (less processed) materials
- 4: Offset emissions (renewable technology or woodland planting)

When designing an environmentally responsible development developers should consider:

- The location, landscaping and design of the building so as to minimise the risk of adverse environmental impact.
- Carbon efficiency of the whole lifecycle of the proposed development, including where relevant demolishing and rebuilding properties.
- Sustainable design and construction methods, including wherever possible the incorporation of locally sourced materials.
- How energy efficiency can be maximised, such as through effective insulation levels, energy-efficient room design, lighting and heating systems, reducing the size and scale of buildings and avoiding excessively high ceilings which contribute significantly to inefficiency in heating; and the potential use of renewable technologies;
- Efficient water management, such as the installation of greywater and rainwater catchment systems and control of surface water run-off as near to its source as possible.
- Systems and procedures to minimise waste generation and ensure safe storage and disposal;
- Systems and procedures to minimize any risk of pollution to surrounding areas and to ensure that this is effectively monitored.
- How environmentally responsible development⁹⁸ can complement and enhance other relevant policies within the NP, towards achieving climate-change resilient communities and ecosystems.⁹⁹

When assessing carbon efficiency, the whole lifecycle of the development should be considered, including design, location, construction, operation, maintenance, and, where relevant, deconstruction / replacement or renovation. When whole-life calculations are considered, it is rarely carbon efficient to demolish and rebuild a property, even if the building replacement is carbon neutral. 'Time limited' developments are also rarely carbon efficient due to their short lifespan. Further information of interest can be found in the following government briefing: <https://post.parliament.uk/research-briefings/post-pb-0044/>

Through NP policy NLB 5, the Parish encourages development proposals to consider opportunities for achieving environmentally sensitive development, and to demonstrate environmental responsibility through alignment with recognised environmental standards.

⁹⁸ including in building, landscaping and land-use change

⁹⁹ NP Policies NLB1 to 5, BDL1, CW2, CW3 and CW5 are of direct relevance to this Policy.

The issue of the carbon inefficiency of replacement buildings is of particular relevance to AONB areas of the Parish, where a large percentage of development proposals are for the replacement of existing buildings. The carbon efficiency of modern building materials is often cited within development proposals, however whole-life calculations are rarely considered.

Cornwall Local Plan (CLP) provides very little guidance on how environmental responsibility and carbon efficiency in development can be achieved and demonstrated. NP policy NLB 5 aims to fill this vacuum.

It also outlines how CLP Policy 14 'Renewable and Low Carbon Energy' should be applied to the local Parish context. Policy 14 specifies under points 4 and 5 that:

'4: In and within the setting of Areas of Outstanding Natural Beauty and undeveloped coast, developments will only be permitted in exceptional circumstances and should generally be very small scale in order that the natural beauty of these areas may be conserved. And

5: When considering proposals for renewables that impact upon the Area of Outstanding Natural Beauty and its setting and / or the World Heritage Site or other historic assets and their settings, applicants should apply other relevant policies in the Plan.'

CLP paragraph 2.93 specifies that 'In the case of wind and solar photovoltaic development, landscape character is seen as a key driver in determining the appropriate scale and density of development. A broad landscape strategy informs the decision process. The strategy seeks to: 'Retain areas of undeveloped landscapes especially the coast' and 'Conserve and enhance the natural beauty of the AONB'.

Cornwall Council has set a target for the county to become carbon neutral by 2030. The Council's Climate Change Action Plan aims to create 'conditions for change through direct action and a new form of place-based leadership for Cornwall to become net carbon neutral'. The Council recognises that it is important to ensure that climate change implications are internalised within assessment and decision-making processes and procedures. The county Climate Emergency Development Planning Document (DPD) provides climate change adaptation policy guidance. Cornwall Council supports efforts to ensure that housing development in the county contributes to the county target of carbon neutrality by 'ensuring that new developments respect the highest standards of sustainability in every aspect (design, drainage, green infrastructure, transport).'

Policy NLB5 will contribute directly towards achieving that objective, to help achieve assessment based on the application of recognised standards, supporting consistency and transparency in decision-making.

The National Planning Policy Framework (NPPF) emphasises the importance of considering climate change implications in development planning and of exercising environmental responsibility. Environmental sustainability considerations are integrated within the NPPF. Paragraph 8 underlines the importance of the objective of environmental sustainability as one of the three interdependent elements of sustainability alongside social and economic; and 152 which states that: 'The planning system should support the transition to a low carbon future in a changing climate...' The two sections which provide key policy guidance are:

Section 14 which outlines development planning measures needed for 'Meeting the Challenge of Climate Change, Flooding and Coastal Change'; and

Section 15: 'Conserving and Enhancing the Natural Environment' which includes specific policies relating to 'Habitats and Biodiversity'; 'Ground Conditions and Pollution'. This NP policy aligns with provisions in both NPPF Section 14 and 15.

The AONB Management Plan supports the use of renewable energy where this does not detract from landscape character and natural scenic beauty.

Natural England's report on the Environmental Impacts of Land Management emphasises that 'There is a need to 'design in' delivery of landscape character and wildlife and to ensure practices avoid adverse impacts on environmental resources and ecosystem services...Landscapes in good ecological condition, that support wildlife and deliver essential ecosystem services also depend on a healthy natural environment and natural resources in good condition'. It provides guidance across a range of areas including management of agricultural land, the use of environmentally responsible, carbon-efficient building practices, location of buildings in areas where they will have minimal environmental impact, and adoption of sustainable patterns of land use.

OBJECTIVE 5: Heritage Character and Assets (HCA)
To safeguard heritage assets, historic landscapes and areas of traditional settlement character across the Parish for current and future generations, recognising their international, national and local significance.

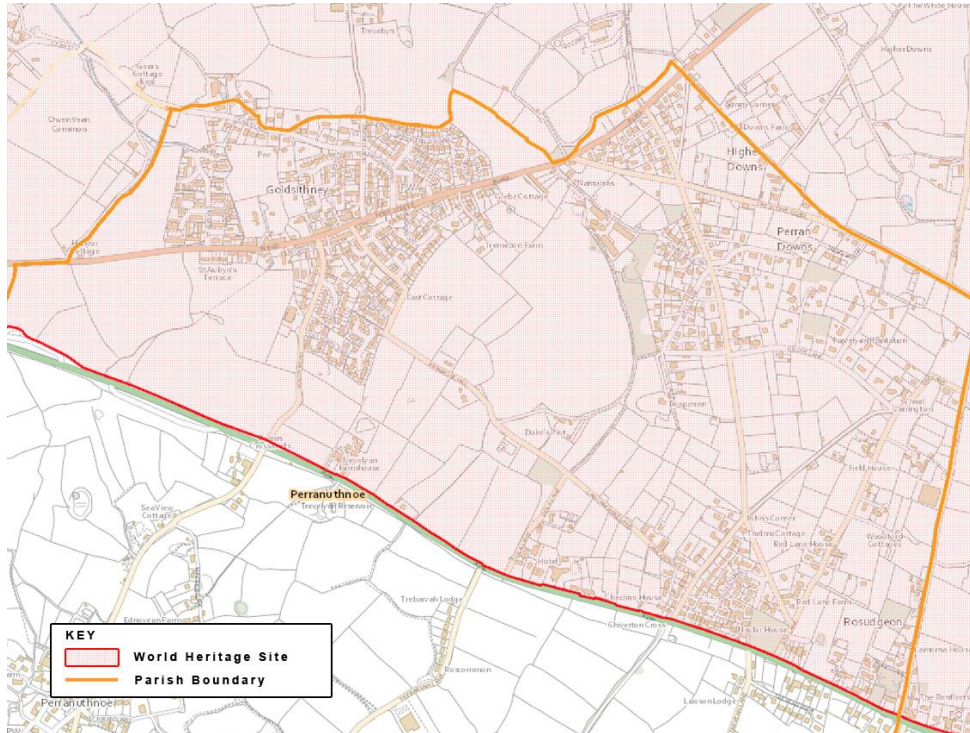
POLICY HCA 1: Heritage Value of Landscapes, Settlements and Assets in the Mining Landscape World Heritage Site

Policy Intent: To achieve development planning which recognises and works positively to conserve the distinctive local heritage character of areas of the Parish which lie within the WHS. This policy is accompanied by the Parish Heritage Character Assessment, which describes the heritage attributes of landscapes and settlement areas across in the Parish.

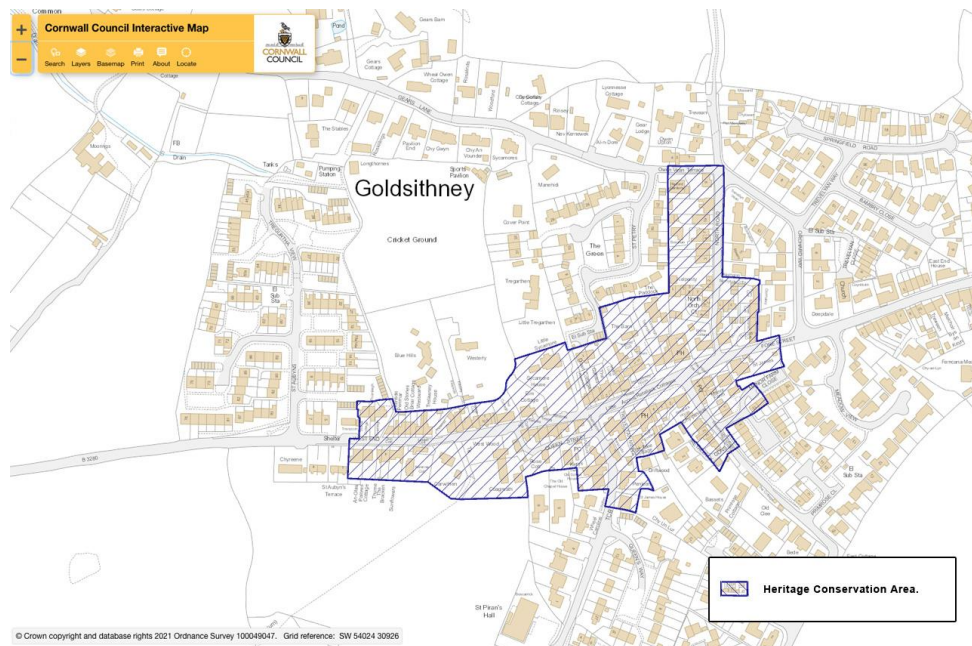
Policy HCA 1: Heritage Value of Landscapes, Settlements and Assets in the Mining Landscape World Heritage Site (WHS)

- 1: Proposals which demonstrate a positive contribution to the heritage character of WHS landscapes and/or settlements will be supported.
- 2: Proposals affecting the heritage attributes of settlements or landscapes in the WHS should demonstrate how they meet the requirements of national policy and the Development Plan policies for WHS, including the policies in Cornwall and West Devon Mining Landscape World Heritage Site Management Plan.
- 3: Proposed alterations to historic buildings should work positively to conserve the historic form and materials of the building, and its association with other historic buildings or features. Landscaping should be integrated into the historic fabric and character of the area;
- 4: Development should not visually or physically encroach on the public visual amenity value of views of WHS mining heritage landscapes from footpaths and public viewpoints, and should conserve the historic character of lanes, bridleways and footpaths which pass through or adjacent to them.

Policy Map HCA1i: Area of the Parish lying within the WHS



Policy Map HCA1ii: Goldsithney village Conservation Area



Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Public consultation highlighted the value which communities place on the local heritage character of farming and mining landscapes, historic villages, farmsteads, hamlets and places and features of historic and cultural significance across the Parish. These are valued as being core to local sense of place, and to the heritage story and identity of Parish communities. There is a strong community interest in local history, and concern that currently the cultural value and importance of heritage landscapes and assets is not adequately recognised or considered in development planning. This is resulting in increasing damage to the local heritage character of landscapes and settlement areas across the Parish. The need to ensure that development

planning recognises and works positively to conserve the heritage character of Parish landscapes, settlements, hamlets, farmsteads, footpaths, mining features and other historic assets was a strong recommendation from the NP public consultation process.

Within the northern WHS designated areas of the Parish, valued heritage features which were highlighted are the historic farming and mining landscapes, miners' cottages, granite farm buildings, historic lanes and footpaths, Trevelyan Plantation and the historic centre of Goldsithney village. There is public concern over the extent to which development has resulted in the loss of many mining landscape features and historic miners' cottages, and that patterns and styles of development have been insensitive to the heritage character of WHS landscapes.

WHS designation should provide strong protection for mining heritage landscapes, and in particular for all landscape features recognised as being core to the Outstanding Universal Value (OUV) of WHS areas in the Parish. However, there is concern that the OUV of Parish landscapes is not currently recognised or adequately considered in development planning. NP policy HCA 1, and the Heritage Landscape Character Assessment which accompanies it should help to address this, providing a clear description of the OUV of Parish landscapes in WHS areas of the Parish. It is a material planning consideration for development proposals impacting on WHS landscapes.

The Local Landscape Character Assessment (LLCA) is also an important reference document and material planning consideration. It describes heritage attributes within local landscapes. In northern WHS designated areas of the Parish it highlights the small-field systems, Cornish Hedges which define them, the lanes and footpaths which cross-cut the area, the historic settlement area of Goldsithney village centre, and the granite farm and mineworkers' buildings within these landscapes. The LLCA specifies that:

- 'The historic core of Goldsithney was an important mining village in the 1800s. A number of the houses along West End and Fore Street retain their original character and several are listed.
- A Parish Poor House was built in 1776 at the eastern end of Goldsithney, and is an important part of the village history and yet it is not marked on Cornwall Council maps. The ruined remains of this building can still be seen in what is known as poor house lane at the eastern end of the village. The house was constructed of granite with a large door lintel carved with the letter 1776s.
- The medieval settlement of Nanturras, first recorded as "Nansturant" in 1400 (HER MCO15868)
- Goldsithney Medieval field system (HER: MCO51069) A field system consisting of double cropmarked ditches is visible on aerial photographs.'

The LLCA also assesses the impact of modern housing development on heritage landscapes, describing how development has spread out along lanes from villages into agricultural landscapes, and is clustered in housing estates around villages. The majority of mining sites and mining spoil heaps within WHS designated areas have been built over, wheel houses have been destroyed, and many original miners' cottages have been replaced with modern dwellings. The centre of Goldsithney village retains its valued heritage character, and is recognised as a Conservation Area. However, the village has expanded significantly into surrounding agricultural land with a number of modern housing estates built around it. Within the historic Trevelyan Plantation, the LLCA describes significant changes to patterns of historic land-use where 'modern housing has been built on the site of the old mining estate, and original miners' cottages have been replaced with modern dwellings'.

The LLCA provides important recommendations on how development planning can work more positively to conserve the local heritage character of WHS landscapes recommending that: 'reference needs to be made to the attributes of this (WHS) designation when considering new development' and that 'protection of the attributes should be a key consideration in the

management of the WHS, particularly in spatial planning and management decisions.’ The LLCA highlights the importance of ‘ensuring that new features match the local vernacular using locally occurring materials’ and of ‘retaining the strong field pattern of Cornish hedges and the native vegetation they support’, ‘reflecting the field sizes and retaining and enhancing the field pattern’.

The findings of the LLCA and the issues and concerns raised in public consultation highlighted that development impact on heritage areas, assets and landscape character is a priority development planning issue.

A Heritage Landscape Character Assessment (HLCA) was undertaken to assess and record the historic character of landscapes and settlement areas across the Parish. It examines historic patterns of land use, how they are interconnected, and explores how communities value and connect with the history and cultural heritage of the area in which they live.

The HLCA process followed a structured approach, building on the results of the LLCA; drawing on the analysis of data and information from historic records¹⁰⁰; capturing local knowledge through community consultation; undertaking assessment of designated landscapes; site field visits; and review of planning applications and decisions. It generated a clear understanding of heritage landscapes across the Parish, their value to local communities, and enabled the identification of areas of special local heritage significance. It also provided a framework for assessing development impacts on areas of heritage value, and threats to these areas. The HLCA confirmed many of the findings of the LLCA. It identified the following heritage landscape features and historic assets as being of strong local significance in the north of the Parish:

- the patchwork of small-holdings within the local WHS landscape, with small irregular shaped fields;
- the heritage character of Goldsithney village Conservation Area;
- all listed buildings and their setting;
- historic mining sites and mining spoil heaps and their landscape setting¹⁰¹;
- Cornish Hedge boundaries to fields, lanes, footpaths; historic settlement areas and buildings;
- the vernacular architectural character of all historic buildings including mineworkers and farm cottages, barns and associated buildings;
- the ruined remains of the 1776 Poor House in Nanturras (OS Grid Reference SW550306). The 1776 Poor House is a building of historic and cultural heritage significance to the Parish which is not currently listed on the Historic Environment Record;
- the heritage character of ancient footpaths, bridleways, and lanes including granite stiles, milestones and granite gateposts;
- the landscape character of remaining areas of Trevelyan Plantation;
- individual historic features and artefacts including historic wells, farming and mining artefacts
- archaeological sites

Many of the features identified as being of local significance in the north of the Parish contribute to the Outstanding Universal Value (OUV) of the WHS Tregonning and Gwinear Mining District, as this is outlined in the WHS Management Plan.

The results of the LLCA, HLCA and public consultation pointed to a clear need for NP policy provisions, to help ensure that development planning recognises and works positively to

¹⁰⁰ Referenced through Heritage Gateway

¹⁰¹ It should be noted that there is a presumption against the removal of any historic mine waste within the WHS

conserve the local heritage character of WHS landscapes and settlements. NP Policy HCA1 aims to achieve this, to help ensure that the great weight which should be given to conserving heritage character within the WHS and the OUV of Parish landscapes and settlements is effectively applied to the local context.

The HLCA provides key baseline information for this policy, and should be used alongside NP Policy HCA1 to help ensure that there is better recognition and understanding of the OUV of heritage mining landscape attributes in the Parish.

Where development may impact on an area of heritage significance, the Parish Council encourages developers to include the following elements within their proposals:

- a) Context Appraisal, incorporating a map and description of the site, and of the area surrounding the site (its setting). The Appraisal should show the position of the development site within the surrounding landscape or settlement, and include a clear description of any buildings or features of heritage interest on the site, or in its setting. PRoW should be highlighted on maps, and the proposal should describe the visibility of the site within the WHS landscape;
- b) a Design and Access Statement which clearly outlines how the design, scale, layout, location and landscaping of the proposed development will work positively to conserve or enhance WHS heritage attributes¹⁰². This should include a clear description of the appearance, form, materials and detailing of all proposed buildings, or alterations to buildings, and structures. The Parish encourages the use of granite stone walls and slate rooves, following the local vernacular, Cornish Hedges for any new boundaries and the inclusion of local heritage features. The level of detail provided should be proportionate to the complexity of the proposed development and the sensitivity of its setting. The Design and Access Statement should assess the potential impact of the development on the heritage character of the settlement and/or landscape within which it is located, and any impacts on the public visual amenity value of heritage landscapes and assets, in particular when viewed from PRoW.
- c) Where a proposed development or land-use change may impact on heritage features or assets core to the OUV of the WHS, a heritage impact assessment (both desk and field-based evaluation) should be also submitted and, if relevant, a historic building report, in line with national requirements.

Alignment with County and National Plans, Guidelines and Frameworks

The National Planning Policy Framework (NPPF) includes provisions for the 'identification, significance, and protection of heritage assets both designated and undesignated'. Chapter 16 focuses on 'Conserving and enhancing the historic environment'.

Paragraph 189 outlines that protection for 'heritage assets' covers a broad scope of assets of historic value, it states that: 'Heritage assets range from sites and buildings of local historic value to those of the highest significance such as World Heritage Sites, which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance so that they can be enjoyed for their contribution to the quality of life of existing and future generations.' The NPPF specifies that:

Paragraph 190 specifies that: 'Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:

- a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;

¹⁰² The Statement should refer directly to the valued attributes of the area, outlined in the Heritage Character Assessment which accompanies this NP.

- b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- c) the desirability of new development making a positive contribution to local character and distinctiveness; and
- d) opportunities to draw on the contribution made by the historic environment to the character of a place.

NPPF Paragraph 194 to 203 provide guidance to local planning authorities on assessing heritage impacts:

Paragraph 194. In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting...Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Paragraph 195. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 197. In determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 199: When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation

Paragraph 203: The effect of an application on the significance of a non-designated asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

The NPPF also provides useful definitions of historical and heritage terms and how these are to be interpreted in decision making on planning matters: a 'Heritage Asset' is defined as 'a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).'

'Setting of a heritage asset: relates to 'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'

'Significance (for heritage policy) is: 'The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance.'

All heritage assets are important, regardless of whether or not they are designated, aesthetically attractive or readily understood by the layperson. Different places mean different things to different groups of people and defining value can be complex. However, in assessing heritage value it is useful to consider how a range of heritage values interact and to understand the local significance of the area or asset to people; local knowledge can be important in achieving this understanding of heritage value. ‘

‘Historic environment’ is: ‘All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.’

Cornwall Local Plan (CLP)

Policy 24: ‘Historic Environment’ supports the ‘protection and enhancement of the historic environment.’ It states that ‘Development proposals will be permitted where they would sustain the cultural distinctiveness and significance of Cornwall’s historic rural, urban and coastal environment by protecting, conserving and where appropriate enhancing the significance of designated and non-designated assets and their settings.’ In relation to the WHS it specifies that ‘Development within the Cornwall and West Devon Mining Landscape World Heritage Site (WHS) and its setting should accord with the WHS Management Plan. Proposals that would result in harm to the authenticity and integrity of the Outstanding Universal Value should be wholly exceptional.

If the impact of the proposal is neutral, either on the significance or setting, then opportunities to enhance or better reveal their significance should be taken. All development proposals should be informed by proportionate historic environment assessments and evaluations (such as heritage impact assessments, desk-based appraisals, field evaluation and historic building reports) identifying the significance of all heritage assets that would be affected by the proposals and the nature and degree of any effects and demonstrating how, in order of preference, any harm will be avoided, minimised or mitigated.’

The supporting text to CLP policy 24 highlights that ‘particularly significant aspects of Cornwall’s historic environment include:

- The enclosed lowland landscapes of medieval fields, and a predominantly dispersed rural settlement pattern of farming hamlets and medieval church-towns largely named using the Cornish language;
- Culturally and geologically distinctive farm buildings and farmstead patterns including post medieval smallholding landscapes specifically related to the socio-economic conditions of Cornish mining.
- An historic communications network including ancient byways and church-paths peppered with wayside crosses, guide-stones, milestones and fingerposts, former industrial tramways, and an extensive main line and branch rail network with significant local character;
- A powerful sense of place as evidenced by surviving Cornish language place-names; enduring medieval place-based myths and legends and festivals; images, representations, buildings and places associated with art colonies and a renowned literary heritage rooted in the landscape.
- A distinctive industrial character including the internationally significant post-medieval mining landscapes and settlements of the Cornwall and West Devon World Heritage Site
- Throughout Cornwall there are distinctive industrial landscapes that reflect its pioneering role in the development of the Industrial Revolution. These include the extensive, internationally significant post-medieval metal (principally tin, copper and arsenic) mining

landscapes, associated industries, transport networks and settlements of the Cornwall and West Devon Mining Landscape World Heritage Site, the protection of which is governed by the UNESCO Convention on the Protection of World Natural and Cultural Heritage (1972).'

The CLP states that that: 'We expect applicants to assess and describe the significance of these assets, including any contribution made by their setting, sufficient to understand the potential impact of any proposal on that heritage significance. The determination of Planning Applications by the Council will be based on the assessment of the potential harmful impact, taking into account the desirability of not only sustaining the asset's significance, but also of enhancing that significance and the positive contribution both conservation and well-informed new design can make to sustainability and local character and distinctiveness.'

NP Policy HCA1 provides local direction help ensure that CLP policy provisions which should protect WHS are effectively applied to the local Parish context.

The Cornwall and West Devon Mining Landscape World Heritage Site Management Plan (2020-2025) describes the outstanding universal value (OUV) of the area as lying in the 'patchwork of small holdings...and long established farms and parkland associated with the great mining estates', where 'most mineworkers cottages are disbursed in a landscape of small fields ...or within small groups of mineworkers cottages set within substantial blocks of early nineteenth century miners smallholdings'. The WHS Management Plan policies of most relevance to the Parish are:

WHS Management Plan Policy Area: Protection

P2: All relevant strategic planning documents will make provision for the protection, conservation and enhancement of the Site and its setting.

P3: Planning authorities will ensure that new development protects, conserves and enhances the Site and its setting.

P7: There is a presumption against the removal, disturbance or burial of historic mine waste within the Site.

P8: Developments outside the Site that will adversely affect its OUV will be resisted.

WHS Management Plan Policy Area: Conservation and Enhancement

C3: There will be a presumption in favour of retaining and reusing historic buildings which are important components of the Site, where this does not adversely affect OUV.

C7: Development proposals should ensure that the biodiversity and geological diversity that contributes to the distinctiveness of the Cornwall and West Devon mining landscape is conserved and where appropriate enhanced, having due regard to maintaining the authenticity and integrity of the Site. Developments of a significant nature will be expected to deliver appropriate biodiversity net gain.

C8: The conservation and continuing maintenance of the historic fabric of the Site will be undertaken to the highest standards to ensure authenticity and integrity.

C9: The historic character and distinctiveness of the Cornwall and West Devon Mining Landscape will be maintained.

C10: Traditional materials and skills will be encouraged in the maintenance of the authentic historic fabric within the Site.

C11: Where the historic fabric within the Site has been lost or compromised through non-authentic materials, inappropriate details and poor workmanship, historic character and detail will be reintroduced wherever and whenever possible.

C12: Resources available for conservation of the Site will be prioritised to address the Vision and Aims.

C13: Key moveable components will be preserved in situ unless relocation will conserve or enhance the OUV of the Site.

World Heritage Site status is a material consideration in planning, and the Cornwall and West Devon Mining Landscape World Heritage Site Supplementary Planning Document (SPD) also provides specific planning guidance across the two counties. NP Policy HCA1 aims to ensure that WHS policies are clearly and effectively applied to development planning in the Parish, and that core local heritage attributes of local WHS landscapes and buildings are recognised and considered within planning in order to 'protect, conserve, present and transmit World Heritage Sites to future generations'.

The Cornwall and West Devon Mining Landscape World Heritage Site Supplementary Planning Document (SPD) provides broad planning guidance across the two counties of Devon and Cornwall. It underlines the Outstanding Universal Value (OUV) and international significance of the WHS and describes the WHS as comprising of a series of heritage assets, cultural landscapes, and an attendant cultural legacy that give it its OUV. WHS heritage assets are categorised under seven different Attribute types that individually and collectively 'express' OUV. The seven Attribute types for the Cornwall and West Devon Mining Landscape WHS are: Mine sites, including ore dressing sites; Mine transport infrastructure; Ancillary industries; Mining settlements and social infrastructure; Mineworkers' smallholdings; Great houses, estates and gardens; Mineralogical and other related sites of particular scientific importance.

The concept of 'setting' is important to an understanding of OUV. Setting is defined as the physical and cultural context in which the inscribed areas lie. The setting of the WHS requires protection because it affects the way that the WHS is viewed and perceived in its surrounding landscape. Development Planning should protect the WHS and its setting from inappropriate development, including consideration of changes which individually may be relatively minor but which cumulatively could have a significant effect. The SPD stresses that 'by becoming party to the international Convention Concerning the Protection of the World Cultural and Natural Heritage, the United Kingdom is required to protect, conserve, present and transmit its World Heritage Sites to future generations, and this is achieved primarily through the spatial planning system. Substantial harm to the WHS should be wholly exceptional.' This NP policy has been based on the guidance provided in the SPD and provides the local area knowledge and information necessary to enable its effective implementation in this Parish.

'Historic England's Historic Environment Good Practice Advice in Planning Note 3, 'The Setting of Heritage Assets', (updated in December 2017) also provides useful guidance for defining setting and guidance on good practice for heritage conservation.

Historic England (HE) are the public body responsible for England's historic environment. They have developed guidelines to support Local Authorities and neighbourhood planning groups in undertaking heritage appraisals and developing appropriate heritage policies.¹⁰³ HE guidance was core to the formulation of the NP heritage policies. The HLCA and HCA provide data and detailed area appraisals, contributing to the limited assessments undertaken at county level. The consultative assessment process has enabled the Parish to identify heritage assets of local value and to assess their significance.

Historic England reviewed the HLCA, HCA and NP heritage policies, and within their Regulation 16 comments on the Neighbourhood Plan they observe that: 'The Heritage Assessment and Area Appraisals document deserves a particular mention. We think that this rigorous study will become a valuable point of reference in the ongoing management of the Plan.'

¹⁰³ HE Guidelines on Conservation Area Appraisal; Conservation Principles; Local Listing & Historic Area Assessments; Neighbourhood Planning and the Historic Environment; and The Historic Environment and Site Allocations in Local Plans.

The 2022 -2030 Strategy for Cornwall's Historic Environment: Heritage at the Heart of an Evolving Cornwall. The purpose of the Strategy is to reposition heritage at the heart of how Cornwall manages change. It seeks to reinforce the value of Cornwall's historic environment in understanding change, how we shape our future, and align resources where they will have greatest impact in the areas of highest priority.

This Neighbourhood Plan heritage policy and the consultative processes used to develop it, supports a number of the Strategy's objectives including the following:

Objective 1: Enhance and reinforce historic character and distinctiveness and raise the quality of development through respecting the distinctive character of Cornwall's diverse landscapes.

Objective 3: Improve our understanding and recording of heritage at risk and what action is required to mitigate risks to assets that contribute to our cultural distinctiveness

Objective 18: Support greater protection of rural historic landscapes and heritage assets, such as Cornish hedges and network of stiles

Objective 25: Support communities as they integrate the ways they value their local historic environment and distinctiveness into Neighbourhood Development Plans, Village Design Statements and the like

Objective 37: Promote the distinctiveness of our towns and villages, understanding the value that traditional shopfronts, historic buildings and other features bring to the economic vibrancy of settlements and how we experience and enjoy these places

Objective 50: Support communities to take a more active role in identifying and caring for heritage assets, including finding sustainable solutions to heritage assets at risk

Objective 52: Promote the maintenance, repair and restoration of the fabric and character of buildings, structures, places, landscape and artefacts, and promote and develop traditional skills and materials while doing so

Objective 54: Contribute to place-making and regeneration, in strategic, neighbourhood and master planning, and through formal planning processes and development management

Objective 56: Support the protection of heritage assets through statutory designation (Listing, Scheduling and Registering) and local designation, alongside advocacy, policy and planning

The Planning (Listed Buildings and Conservation Areas) Act (1990) gives provision for the establishment of Conservation Areas (CA). There is a presumption against the granting of planning permission or CA consent where development proposals would harm the historic character of the area. The desirability of preserving or enhancing a CA is also considered to be a material consideration in assessing proposals for development beyond its boundaries, where these would affect its setting or views into or out of the area.

The Town and Country Planning (General Permitted Development) (England) Order 2015 also sets out restrictions on permitted development rights relative to impact on heritage character.

NP policy HCA1 supports the application of Natural England SEO 2 principles to development planning in the Parish. These emphasise the importance of: 'Identifying and maintaining surviving early patterns of enclosure and field boundaries, notably the Cornish hedge banks'; 'the use of local stone and facing styles in Cornish hedge banks to maintain local character, and the retention of stone stiles on pathways' and 'protecting and increasing understanding of the cultural and biodiversity importance of the ancient field systems and Cornish hedge banks'

POLICY HCA 2: Non-Designated Heritage Assets and Perranuthnoe Conservation Area

Policy Intent: To achieve development planning which recognises, and works positively to conserve, assets of special local heritage significance in AONB areas of the Parish. This policy is accompanied by the Parish Heritage Character Assessment, which describes the heritage attributes of AONB landscapes, and includes detailed appraisal of the non-designated heritage assets which have been identified as being of special local value.

Policy HCA2: Non-Designated Heritage Assets and Perranuthnoe Conservation Area

Non-Designated Heritage Assets have been identified in the following character areas:

NDHA 1 encompasses the site of the medieval settlement of Chiverton (HER: MCO13960), Post Medieval Mill stone (HER: MCO53958) and Post Medieval mine shaft (HER: MCO 60293). Refer Policy Map HCA2i

NDHA 2 encompasses the Trebarvah post-medieval Farm Buildings (HER: MCO66674) and the site of the early medieval settlement of Treberveth (HER: MCO17070). Refer Policy Map HCA2ii

NDHA 3 encompasses the Trevean post-medieval farm buildings (HER: MCO66675), site of the early medieval settlement of Trevighan (HER: MCO 17848) and the Trevean post medieval mine (HER: MCO 12694). Refer Policy Map HCA 2iii.

NDHA 4 encompasses the HER listed post-medieval field system (HER: MCO 35683); post medieval immersion bath (MCO 55804), post medieval outdoor swimming pool (MCO 60627) and post medieval trackway (MCO 60626). Refer Policy Map HCA 2iv.

NDHA 5: includes all heritage features that contribute to the heritage interest and significance of the Medieval Churchway footpath (HER: MCO 66673), and the heritage character of its agricultural and mining landscape setting, with iconic views over St Michaels Mount. Refer Policy Map HCA2v.

1: A strong priority is placed on conserving the heritage character of historic settlement areas, buildings and landscape features associated with the Parish's farming, mining and fishing history, recognising their significance to the local distinctiveness.

2 Proposals affecting these assets must comply with national policy having regard for the special historic interest and heritage character of the asset and its setting, as detailed in the heritage appraisals for each area and will be supported where:

i. The design of buildings and structures reflects a palette of locally distinctive vernacular building materials and architecture, including granite walls, slate or thatched roofs, and external features of vernacular design and appearance; and

ii. Form, scale and layout follows local historic precedent and respects historic building-to-plot ratios; and

iii. Landscaping works positively to integrate proposed development into its setting, incorporating boundary structures of locally distinctive vernacular form and materials. Strong preference is given to incorporation of Cornish Hedges; and

iv. The public visual amenity value of views of heritage assets from PROW or public viewpoints is conserved. Particular consideration should be given to maintaining the role of heritage buildings in framing, punctuating or terminating views from PROW; and

v. The distinctive local character of historic lanes, bridleways or footpaths which pass through or adjacent to an asset is not compromised; and

- vi. The group character of an asset is conserved, including the association between buildings and features within it, and the contribution of open space to its heritage character; and
- vii. Contemporary structures such as satellite dishes or solar panels have been positioned where they will not impact on the heritage character of the NDHA;

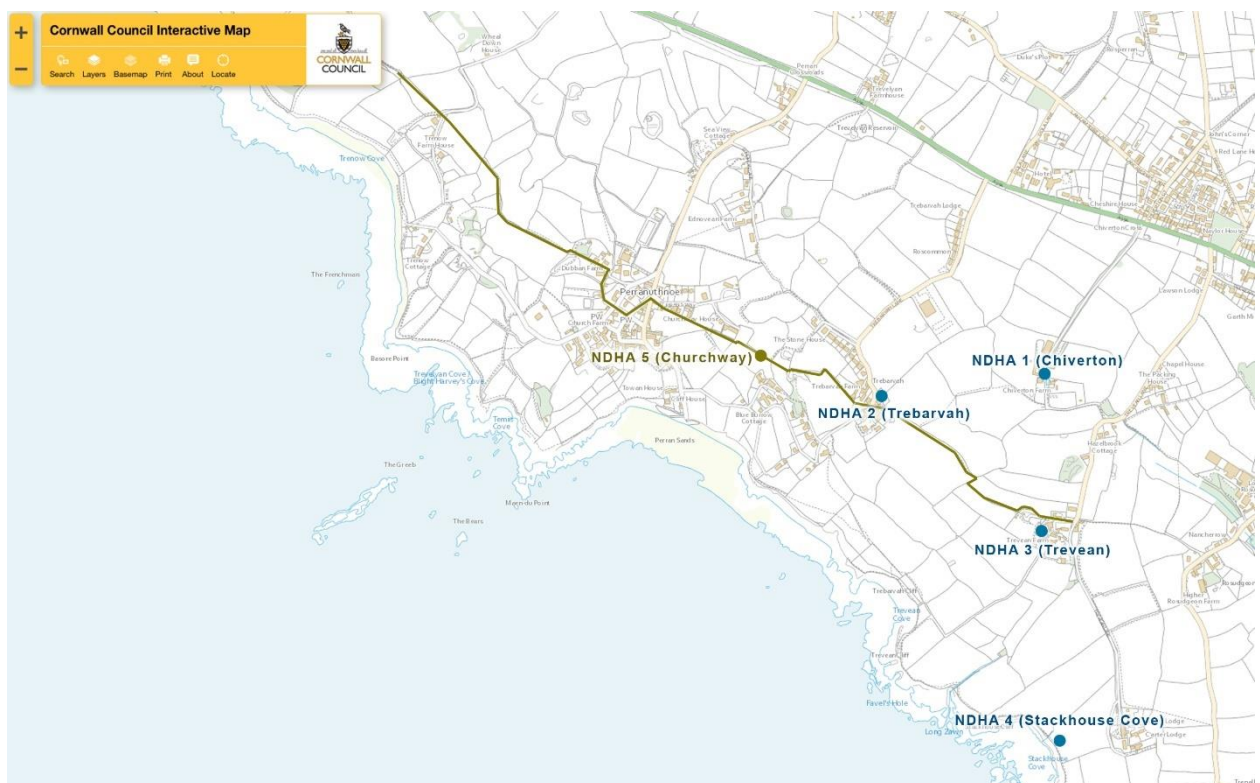
The level of detail provided in development proposals should be proportionate to the complexity of the development being proposed and the significance of the asset;

3: Proposals affecting the Perranuthnoe Conservation Area must comply with national policy and the Development plan to conserve all aspects of character or appearance, including landscape and public spaces, that define the area's special interest.

4: Proposals to restore or preserve the historic character of buildings or landscape features are encouraged. Proposals to demolish or significantly modify buildings of heritage character will be strongly resisted;

Where the historic fabric of has been compromised through the introduction of non-authentic materials, design or details incongruous to the heritage character of the area, proposals to reintroduce historic character and detail will be supported.

Policy Map HCA2: Location of Non-Designated Heritage Assets (NDHA) 1 to 5



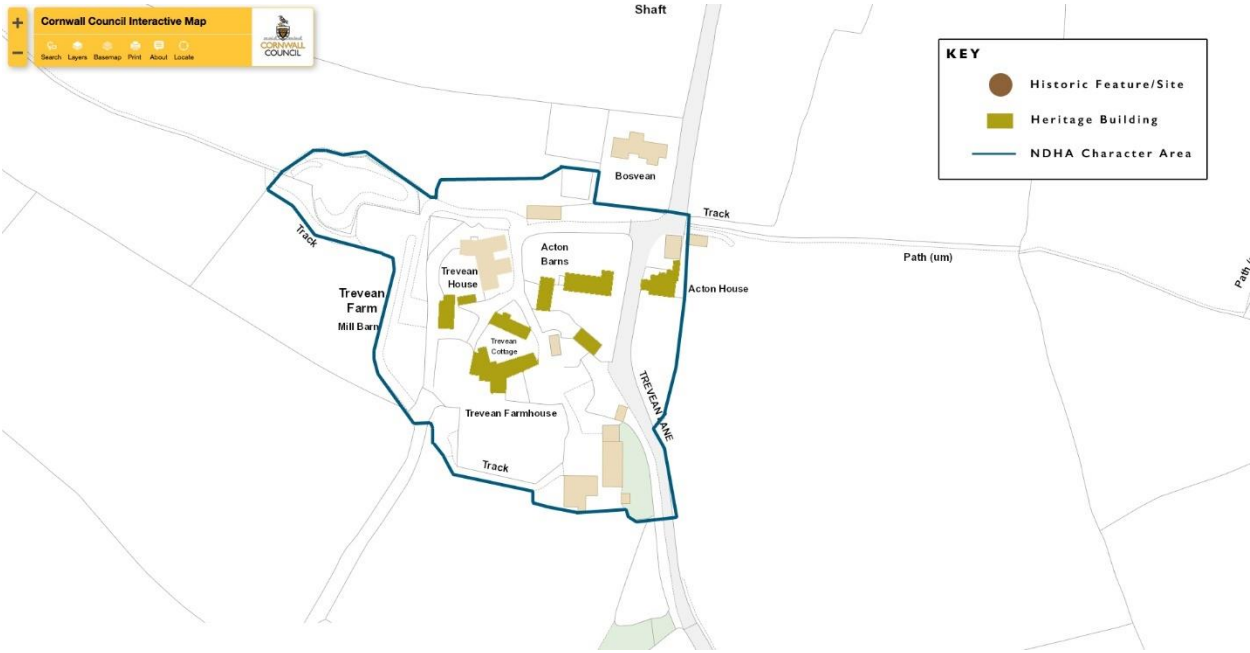
NDHA 1 Policy Map HCA2i: Chiverton Historic Farmstead



NDHA 2 Policy Map HCA2ii: Trebarvah Historic Farmsteads



NDHA 3 Policy Map HCA2iii: Trevean Historic Farmstead



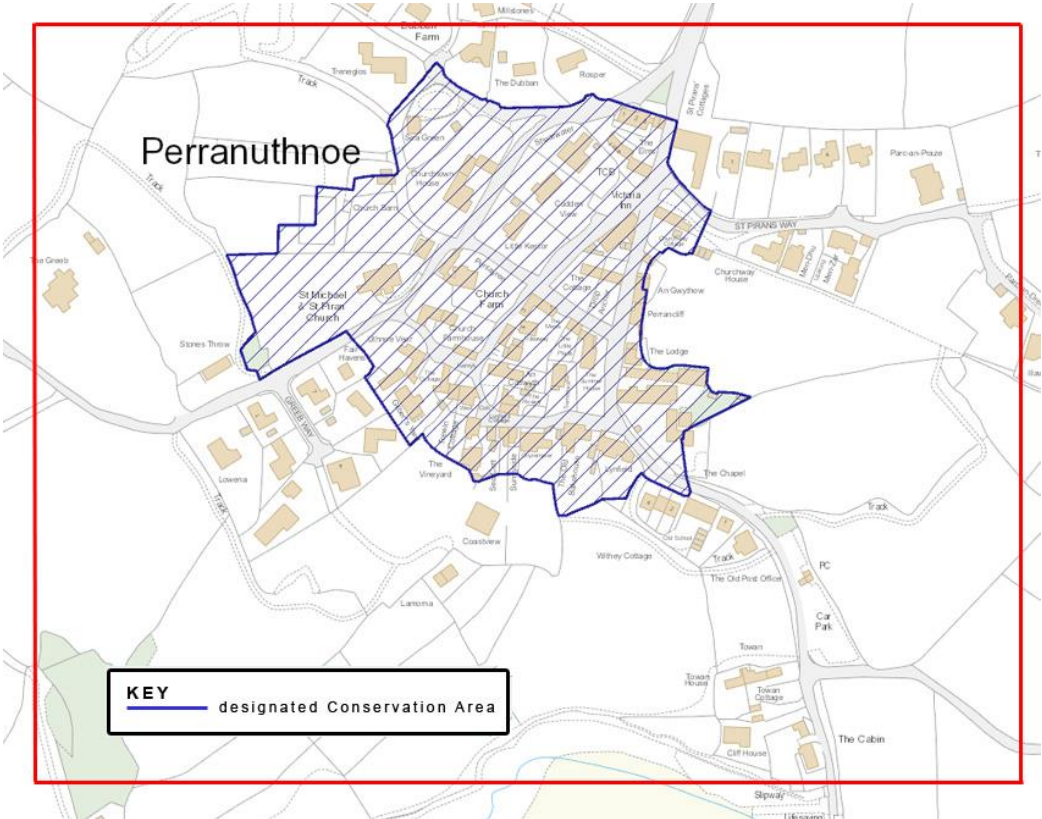
NDHA 4 Policy Map HCA2iv: Post-medieval field system, trackway, immersion bath and outdoor swimming pool



NDHA 5 Policy Map HCA2v: Churchway Heritage Trail



Designated Conservation Area: Perranuthnoe village (Cornwall Council Map ref DCO76)



Definition of Terms

Conservation Area: an area of special architectural or historic interest, designated under the Listed Buildings and Conservation Areas Act

Heritage Asset: defined in the NPPF as ‘a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).’

Historic Environment Record (HER): The HER contains records of designated and non-designated heritage assets.

Local vernacular: The National Design Guide defines ‘local vernacular’ as ‘an indigenous building style using local materials and traditional methods of construction and ornament, especially as distinguished from academic or historical architectural styles.

Non-designated heritage assets (NDHA): buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions. Though not designated, these heritage assets can still be of national importance, others are of regional or local significance. They are ‘material considerations’ within planning.

Significance (for heritage policy): defined in the (NPPF) as: The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting. The NPPF describes a framework for plan-making and decision-making in respect of applications for planning permission and listed building consent to ensure that heritage assets are conserved, and where appropriate enhanced, in a manner that is consistent with their significance and thereby achieving sustainable development.

Vernacular architecture and buildings: Historic England defines historic architecture as ‘houses built in the main from locally available materials that reflect custom and tradition more than mainstream architectural fashions.’ The international Vernacular Architecture Group add further detail: ‘Vernacular architecture can be defined as a type of local or regional construction, using traditional materials and resources from the area where the building is located. Consequently, this architecture is closely related to its context and is aware of the specific geographic features and cultural aspects of its surroundings, being strongly influenced by them. For this reason, they are unique to different places in the world, becoming even a means of reaffirming an identity.’

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Public consultation: One of the priority issues which has emerged from the public consultation process is concern over the impact of development on areas, assets and landscapes of local heritage significance. The results of public consultation highlighted the value which local communities place on the local heritage character of historic buildings, settlement areas and landscapes as being core to local ‘sense of place’ and cultural identity. These assets are valued as an important, irreplaceable, resource and part of the heritage of current and future generations. In AONB areas of the Parish, the key concerns are:

- the impact of insensitive and ‘visually intrusive’ development, in particular where it is incongruous to the distinctive local heritage character of landscapes and areas of special heritage value; and
- the impact of ‘development creep’ out from historic farmsteads and settlement areas into coastal AONB landscapes.

Strong concerns were voiced over the apparent lack of recognition of areas of local heritage significance by developers and decision-makers, and linked to this, the lack of consideration

given to integrating development into the local heritage character of landscapes, settlement areas and historic farming hamlets. This has resulted in a number of houses being granted planning permission that are of a design and scale insensitive to, and visually intrusive on, the heritage character of the areas in which they are located. Concerns were raised over the extent to which these incongruous developments now appear to be being used by developers and decision-makers as a precedent for further similar development, with each 'visually intrusive' new building seemingly being used as grounds for the next, resulting in an escalating spiral of erosive development impact.

The need to ensure that development planning recognises, considers, and works positively to conserve, the heritage character of areas and assets of special local heritage value within the AONB was a strong recommendation from the NP public consultation process.

The Local Landscape Character Assessment (LLCA) highlights the importance of heritage landscape character within coastal Parish landscapes, describing the area as characterised by historic agricultural landscapes, with small-field patterns bounded by Cornish Hedges, interspersed with small historic farmsteads comprising clusters of 18th and 19th century granite farm buildings, and with ancient footpaths and lanes interconnecting them. The historic centre of Perranuthnoe village lies within the coastal hinterland and the church of St Piran and St Michael is a particularly prominent historic landscape feature within it. The heritage character of the centre of Perranuthnoe village is of significant local value and is recognised as a Conservation Area.

In addition to Perranuthnoe village, the LLCA maps five areas of special heritage landscape significance within the south of the Parish (refer LLCA Map 4). These are: the historic farmsteads at Chiverton, Trebarvah and Trevean; Acton Castle with the associated rock-cut baths in Stackhouse Cove; and the area around Trenow Consoles mine, incorporating the historic mining spoil heaps, 18th century granite building Trenow Cove House and the post-medieval gemstone quarry. Each section of the LLCA assesses 'heritage features' and lists a range of historic sites and assets of interest in AONB areas of the Parish.

The LLCA also assesses the impact of development on the local character of landscapes within describing how in southern AONB areas of the Parish: 'recent development in the area and the expansion of Perranuthnoe to the east is affecting the character of the undeveloped coastal hinterland and the traditional character of historic farm and mining settlements in the area. Set on increasingly higher ground, development to the east of Perranuthnoe has a significant visual impact on the enjoyment of vistas from public footpaths and rights of way and from the beach.' 'On the more open and exposed southern and western edge there has been modern development which appears out of scale and mass with the other houses within the village. These houses have developed on new ground or have demolished previous properties and rebuilt. These larger modern properties due to their size, mass, style and building materials are more dominant in the edge of the settlement, and appear out of scale and character with the landscape and settlement.'

In the coastal hinterland area of the AONB, the LLCA describes 'dwellings within this landscape type which do not appear to relate to historic settlements and have created a peppering of dwellings which detract from the character of the coastal hinterland...some of these clusters of up to 15 houses have extended from historic farms, such as Trebarvah, Ednovean, Trevean and Acton Farms. Further development of residential properties has been carried out at Acton Castle, and on Trebarvah Lane since 1920.'

The findings of the LLCA highlight the significance of the heritage character of landscapes and settlement areas in the south of the Parish to local landscape distinctiveness and to the scenic beauty of the AONB. The LLCA recommends that it is important to 'ensure all management and development of land across this area supports AONB policies to prevent any development that

is out of character or scale and negatively affects the AONB.’ In order to achieve this, the LLCA advises that within AONB areas of the Parish it is important ‘avoid development where it is perceived as a prominent element on the sky line’, ‘ensure the use of local materials and vernacular design in any development’, ‘consider how light pollution can be minimised, through appropriate design’, ‘consider the cumulative impact of development’ and to ‘avoid further ribbon development out from Perranuthnoe village, and from the hamlets of Trebarvah and Trevean, and avoid coalescence of Perranuthnoe village with the farming hamlets of Ednovean and Trebarvah’.

The LLCA and the concerns raised in public consultation highlight that conservation of the heritage character of AONB landscapes and settlement areas is a priority development planning issue for the Parish. A strong priority is placed on conserving the heritage character of historic settlement areas, buildings and landscape features associated with the Parish’s farming and mining history, recognising their significance to the local distinctiveness, interest and scenic beauty of Parish AONB landscapes, and to the cultural heritage of Parish communities.

Heritage Landscape Character Assessment (HLCA) and Heritage Area Appraisals (HCA) were undertaken in order to increase understanding of the special heritage attributes of AONB landscapes, identify areas of special historic significance, appraise the defining attributes of these areas, and assess development impacts on / threats to them. The HLCA process followed a structured approach, building on the results of the LLCA; local knowledge from community consultations; the analysis of data and information from historic records; assessment of designated landscapes; site field visits; and the review of planning applications and decisions, to better understand the issues raised through the consultation process. It generated a clear understanding of historic patterns of landscape use across the Parish, explored how communities value and connect with the area’s history and cultural heritage and enabled the identification of areas of special local heritage significance.

For each area identified as being of special local heritage significance, a detailed Heritage Character Appraisal (HCA) was undertaken in order to determine and define the attributes of special heritage interest and significance, assess development threats to these areas, and provide recommendations on local listing.

The following areas were identified as being of special local heritage value¹⁰⁴:

Chiverton farm. The traditional architecture and layout of this working farm within a small-field agricultural landscape setting is of significant local heritage value. Two of the farm buildings are Grade II listed, receiving protection under the Listed Buildings and Conservation Areas Act 1990. HER listed assets in the area are: the site of the medieval settlement of Chiverton (HER: MCO13960); Post Medieval Mill stone (HER: MCO53958); and Post Medieval mine shaft (HER: MCO 60293).

The two historic farmsteads at Trebarvah, located adjacent to each other. This area is unique in the Parish as the only example of such a close association of historic farms. Within the last 10 years both farms ceased to be operational. The vernacular architecture and heritage character of the farmhouses and associated granite walled, slate rooved farm buildings, now converted for residential use, have been retained. It is the heritage character and group association of these historic farm buildings, and their location within a small-field agricultural landscape setting, adjacent to a historic mining site, that are of significant local heritage value. HER listed assets in this area are: the Trebarvah post-medieval farm buildings (HER: MCO66674); the site of the early medieval settlement of Treberveth (HER: MCO17070); the medieval Churchway which runs between the farmsteads (HER: MCO66673); the historic mining spoil heaps and mine shaft located in the field to the south of the farmsteads (HER: MCO60731); Prehistoric field boundary,

¹⁰⁴ Please refer to the Heritage Landscape Character Assessment and area specific Heritage Character Appraisals which accompany this NP for detail of the distinctive local heritage character of landscapes and assets within AONB areas of the Parish.

Iron Age field system and Romano British field system which lie in the field to the north of the farmsteads (HER: MCO51732); and post medieval well (HER: MCO60741).

The historic farmstead of Trevean. There are a number of historic buildings clustered together within the old farmstead. Farm buildings have been converted for residential use, and the vernacular architecture and heritage character of many of these granite-walled, slate-roofed buildings has been conserved. Other buildings have been substantially modified. The buildings that are most visible from public rights of way are those in which heritage character has been retained, and it is these buildings, and their setting within a small-field agricultural landscape, adjacent to a historic mine, that are of significant local heritage value. HER listed assets in this area are: the post-medieval farm buildings (HER: MCO66675), site of the early medieval settlement of Trevighan (HER MCO 17848) and the Trevean post medieval mine (HER: MCO 12694); the medieval Churchway also runs through this area (HER: MCO66673).

Acton Castle and the associated rock cut baths. Acton Castle is a Grade II listed building which receives protection under the Listed Buildings and Conservation Areas Act 1990. HER listed assets in this area are: The post-medieval field system (HER MCO 35683); post medieval immersion bath (MCO 55804), post medieval outdoor swimming pool (MCO 60627) and post medieval trackway (MCO 60626) associated with Action Castle.

The Churchway trail (HER: MCO66673), which connects historic settlements to the east of Perranuthnoe village, with St Piran and St Michael Church in the village, and with Trenow and Marazion to the west. Heritage features along the path include granite marker posts, coffin styles, the Cornish Hedges bordering the trail, the mining spoil heaps through which it passes. Its landscape setting within agricultural field systems lined by Cornish Hedges and the iconic views from it, over St Michaels Mount and Mounts Bay, are core to its local heritage value.

The Heritage Landscape Character Assessment (HLCA) and Area Appraisals (HCA) provided the analysis and information to support the formulation of NP policy HCA 2. The heritage area appraisals informed the delineation of each NDHA area within the policy; and provided the analysis to help define what the valued features of local heritage character are, and how development can make a positive contribution to that character. The criteria and provisions within the policy reflect the special heritage attributes identified through the HCA.

Development proposals affecting NDHA, including new buildings or structures, replacement buildings or conversions, alterations or extensions to existing buildings, and changes in land-use, should work positively to conserve the special historic interest and heritage character of these Assets and their setting, as detailed in the heritage appraisals for each area.

The setting of an NDHA is also an important part of its local heritage interest. Development proposals affecting the setting of NDHA should consider potential impacts on the special local heritage interest and value of these areas, in particular how design, materials, scale, landscaping and layout of developments can be sensitively tailored so as to not compromise the heritage character, interest and public amenity value of the NDHA.

In the formulation of NP policy HCA2, the Parish have followed Historic England's policy guidance which emphasises that 'when writing a policy requiring development to make a positive contribution to local character, it is important to define what the positive features of local character are, otherwise they may only reiterate the requirements of existing local plan policies...Character policies help to provide clarity for decision-making and certainty for both the community and developers about what new development in their area should be like'. HE recommends that policies should provide 'appropriate parameters, such as a limit to or mix of scales, or the most appropriate mix of materials'. The guidelines highlight the Odiham and North Warnborough Neighbourhood Plan as an NP which the examiner described as 'exemplary'. In developing Policy HCA2, the Parish followed Historic England guidelines and drew on the approach used by Odiham and North Warnborough.

Policy HCA 2 aims to help ensure that moving forward, the issues and concerns raised by local communities, and the findings and recommendations of the LLCA and HLCA, are addressed. It provides clear provisions to help ensure that development proposals affecting assets of special local heritage significance consider, and work positively to conserve, their special local historic interest and heritage character. The HLCA and HCA provide important information to inform development proposals and decision-making on them, and are important material considerations for development planning in these areas.

Alignment with County and National Plans, Guidelines and Frameworks

The Localism Act 2011 provides a strong basis for communities to be directly engaged in determining how planning decisions should be made at the local level through neighbourhood planning, and this includes for the identification of local heritage assets. The Act provides the basis on which local authorities can maintain a list of assets of community value that have been nominated through the neighbourhood planning process.

The provisions in Policy HCA2 meet the requirements of The Localism Act and the assets listed in it should be recognised under the Localism Act as heritage assets of community value.

The National Planning Policy Framework (NPPF) includes provisions for the 'identification, significance, and protection of heritage assets both designated and undesignated'. Chapter 16 focuses on 'Conserving and enhancing the historic environment'.

Paragraph 176 states that: Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife *and cultural heritage* are also important considerations in these areas, and should be given great weight in National Parks and the Broads. The scale and extent of development within all these designated areas should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas.

Paragraph 189 outlines that protection for 'heritage assets' covers a broad scope of assets of historic value, it states that: 'Heritage assets range from sites and buildings of local historic value to those of the highest significance such as World Heritage Sites, which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance so that they can be enjoyed for their contribution to the quality of life of existing and future generations.' The NPPF specifies that:

Paragraph 190 specifies that: 'Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:

- a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;
- b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- c) the desirability of new development making a positive contribution to local character and distinctiveness; and
- d) opportunities to draw on the contribution made by the historic environment to the character of a place.

NPPF Paragraphs 194 to 203 provide guidance to local planning authorities on assessing heritage impacts:

Paragraph 194. In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting...Where a site on which development is proposed includes, or has the

potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Paragraph 195. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 197. In determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 199. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation

Paragraph 203. the effect of an application on the significance of a non-designated asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

The NPPF also provides useful definitions of historical and heritage terms and how these are to be interpreted in decision making on planning matters: a 'Heritage Asset' is defined as 'a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).'

'Setting of a heritage asset: relates to 'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'

'Significance (for heritage policy) is: 'The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance.

All heritage assets are important, regardless of whether or not they are designated, aesthetically attractive or readily understood by the layperson. Different places mean different things to different groups of people and defining value can be complex. However, in assessing heritage value it is useful to consider how a range of heritage values interact and to understand the local significance of the area or asset to people; local knowledge can be important in achieving this understanding of heritage value. '

'Historic environment' is: 'All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.'

NP policy HCA2 draws directly on the provisions in the NPPF and the definitions provided in it. The approach used to formulate the NP policy involved extensive consultation and local assessment reflecting the NPPF guidance that 'local knowledge can be important in achieving this understanding of heritage value'. The policy builds on the understanding that the

significance of local heritage assets is to both ‘this and future generations because of its heritage interest’ and that ‘significance derives not only from a heritage asset’s physical presence, but also from its setting’.

This NP policy recognises that ‘assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance so that they can be enjoyed for their contribution to the quality of life of existing and future generations’. The HCA appraisals for each of the NDHA, clearly outline the heritage significance of each area, and will enable development decisions to be based on an informed assessment of development impact on the special attributes of these areas. The appraisals provide important information for developers and decision-makers to support them in meeting the paragraph 189 requirement that ‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting’; and the HCA appraisals and criteria in policy HCA2 will support the LPA in meeting the paragraph 190 requirement that ‘Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal’.

This NP policy also reflects the paragraph 176 requirement that within AONB ‘Great weight should be given to conserving and enhancing landscape and scenic beauty in Areas of Outstanding Natural Beauty which have the highest status of protection in relation to these issues.’ And that within this ‘conservation and enhancement of ... cultural heritage’ is an important consideration for AONB.

Historic England (HE) are the public body responsible for England’s historic environment. They have developed a number of guidelines to support Local Authorities and neighbourhood planning groups in undertaking heritage appraisals and developing appropriate heritage policies.¹⁰⁵ HE guidelines explain that ‘Local lists play an essential role in building and reinforcing a sense of local character and distinctiveness in the historic environment...local listing provides an opportunity for communities to have their views on local heritage heard... it encourages a more consistent approach to the identification and management of local heritage assets across England. It signals a move away from the buildings-led approach to local listing to encompass the full range of heritage assets that make up the historic environment and ensure the proper validation and recording of local heritage assets.’

Their Historic Environment Good Practice Advice in Planning Note 3, ‘The Setting of Heritage Assets’, (updated in December 2017) also provides useful guidance for defining setting and good practice for heritage conservation.

HE guidance was core to the formulation of the NP heritage policies. The consultative assessment process has enabled the Parish to identify heritage assets of local value and to assess their significance. The HLCA and HCA provide data and detailed area appraisals, contributing to the limited assessments undertaken at county level.

Historic England reviewed the HLCA, HCA and heritage policies, within their Regulation 16 comments on the Neighbourhood Plan they observe that: ‘The Heritage Assessment and Area Appraisals document deserves a particular mention. We think that this rigorous study will become a valuable point of reference in the ongoing management of the Plan.

Cornwall Local Plan (CLP)

CLP Policy 24: Historic environment provides policy provisions for the ‘protection and enhancement of the historic environment.’ It is focussed on ‘heritage assets’ and in particular the need to ‘sustain the cultural distinctiveness and significance of Cornwall’s historic rural, urban and coastal environment by protecting, conserving and where appropriate enhancing the significance of designated and non-designated assets and their setting.’

CLP paragraph 2.179 provides clarification on NDHA stating that: ‘Non designated assets could

¹⁰⁵ HE Guidelines on Conservation Area Appraisal; Conservation Principles; Local Listing & Historic Area Assessments; Neighbourhood Planning and the Historic Environment; and The Historic Environment and Site Allocations in Local Plans.

be buildings, monuments, archaeological sites, places, areas or landscapes positively identified in ... Neighbourhood Plans, or through assessment within the planning processes as having a degree of significance meriting consideration in planning decisions.'

The supporting text to CLP policy 24 highlights core elements of Cornwall's heritage. Many of these features are clearly represented in AONB areas of this Parish. The CLP identifies that 'particularly significant aspects of Cornwall's historic environment include:

- The enclosed lowland landscapes of medieval fields, and a predominantly dispersed rural settlement pattern of farming hamlets and medieval church-towns largely named using the Cornish language;
- Culturally and geologically distinctive farm buildings and farmstead patterns including post medieval smallholding landscapes specifically related to the socio-economic conditions of Cornish mining.
- An historic communications network including ancient byways and church-paths peppered with wayside crosses, guide-stones, milestones and fingerposts, former industrial tramways, and an extensive main line and branch rail network with significant local character;
- A powerful sense of place as evidenced by surviving Cornish language place-names; enduring medieval place-based myths and legends and festivals; images, representations, buildings and places associated with art colonies and a renowned literary heritage rooted in the landscape.'

CLP Policy 24 states that that: 'We expect applicants to assess and describe the significance of these assets, including any contribution made by their setting, sufficient to understand the potential impact of any proposal on that heritage significance. The determination of Planning Applications by the Council will be based on the assessment of the potential harmful impact, taking into account the desirability of not only sustaining the asset's significance, but also of enhancing that significance and the positive contribution both conservation and well-informed new design can make to sustainability and local character and distinctiveness.' (page 71)

This NP policy, and the NDHA Heritage Character Appraisals (HCA) which accompany it, provide local information and policy direction to support the effective application of these CLP policies in Perranuthnoe Parish helping to:

- enable developers to determine how development can be integrated into areas of heritage significance, so as to conserve the special heritage character and attributes of the area; and
- enable Cornwall Council and planning inspectors to understand the significance and value of local non-designated Heritage Assets, the desirability of sustaining these assets; assess the risk of harmful impacts on them; and how proposed development can make a positive contribution to local heritage character and distinctiveness in these areas of significance in the AONB.

The CLP Strategic Policy for the West Penwith Community Network Area (CNA) Objective 5 is 'To promote and enhance the areas coastline and natural assets and ensure development is sensitive to the outstanding natural, built and historic environment of the area including the AONB and World Heritage Site, historic landscapes, primary agricultural land, giving careful consideration to the location, scale and design of new development and responding to climate change to create a more sustainable future'.

The Planning (Listed Buildings and Conservation Areas) Act (1990) gives provision for the establishment of Conservation Areas (CA). There is a presumption against the granting of

planning permission or CA consent where development proposals would harm the historic character of the area. The desirability of preserving or enhancing a CA is also considered to be a material consideration in assessing proposals for development beyond its boundaries, where these would affect its setting or views into or out of the area.'

The criteria and provisions within policy HCA 2 support conservation of the local heritage character of Perranuthnoe village CA.

The Cornwall AONB Management Plan 2022-2027 underlines that 'cultural heritage is an integral component of the AONB'¹⁰⁶ and that 'the historic environment contributes to local identity and wellbeing'. It explores how 'Cornwall's distinctive culture and heritage connects people to landscape and must be nurtured, cherished, supported and celebrated' and raises concerns over 'increasing threats to the AONB's heritage assets, both to the distinctive heritage character of landscapes, hamlets and villages and to historic buildings through loss and impact of insensitive development.'¹⁰⁷ It cites Perranuthnoe Parish as one of the places in Cornwall where there has been inappropriate development which has not been well integrated into the local character of AONB landscapes, describing how 'recent housing developments and the replacement of individual dwellings at...Perranuthnoe have had negative visual and character impacts' on the AONB.

One of the aims of the AONB Management Plan is to 'Improve recognition and conservation of the heritage character of the Cornwall AONB landscapes, historic buildings and assets for the benefit of current and future generations, recognising their value to creating a 'sense of place', and to the local distinctiveness of individual sections.'

The Parish HLCA and HCA examined the heritage character of AONB landscapes, settlement areas, historic farmsteads, PRow and other heritage features, exploring their distinctive characteristics, how they are valued locally, and assessing threats to them. In so doing these local assessments help to improve recognition and understanding of areas of special local heritage significance.

Neighbourhood Plan policy HCA2 provides the local planning framework to support improved conservation of heritage assets and landscape features within the AONB, contributing directly to the aim of the AONB Management Plan.

This NP policy aligns with and directly supports the following AONB Management Plan policies:

PD P2: Development management decisions should specifically consider the cumulative effects of individual developments on the designated landscape. The addition of further individual developments and particularly replacement and redevelopment of existing dwellings and buildings and the extension of settlements will be supported where these are landscape led and do not exceed the sensitivity and capacity of their designated landscape setting and where they do not give rise to cumulative effects particularly through the inclusion of uncharacteristic contemporary elements, domestic paraphernalia and light spill. The unique historic character of many of the settlements and clusters of dwellings in the designated landscape reflect both their vernacular form and buildings and also their relationship to their landscape setting. The loss of either characteristic will be disproportionately harmful.

PD P11: Any development in, or within the setting of, the AONB must be sustainable development that:

- maintains local distinctiveness and contributes to the sense of place; it should respond to local historical, cultural and landscape context and enhance and feel part of the existing landscape. This can include responding to both built and natural attributes, for instance using characteristic local construction methods, built forms, field patterns and landscapes. It may also include

¹⁰⁶ AONB page 37

¹⁰⁷ AONB page 67

retaining or enhancing key views, landscapes and buildings that provide a tangible link to Cornish culture;

- is appropriately located, and addresses landscape sensitivity and capacity being of a scale, density, layout, height and mass with a clear understanding and response to its landscape, seascape and townscape setting;
- reflects vernacular scale and detailing avoiding the uncharacteristic introduction of large scale dwellings with very extensive glazed elevations and imposing presence; Innovation in building design within the AONB should be landscape-led providing contextually responsive in the terms set out above, provide contemporary development that is well integrated into its setting and the AONB landscape.
- is compatible with the distinctive character of the location described by the Landscape Character Assessment, with particular regard to the setting of settlements and the rural landscape; does not compromise the special qualities and characteristics of the AONB designation as outlined for each local section and in relevant landscape character assessments;
- maintains ecological continuity/ semi-natural corridors and gives rise to biodiversity net gain;
- supports the conservation of the historic environment as a whole, and in particular those designated heritage assets and their setting; including Conservation Areas and World Heritage Sites;
- respects and does not diminish dark skies, designated or otherwise, and maintains tranquillity. Any development that leads to increase light spill will not be supported
- protects ancient woodland, trees and notable trees, other important features and semi natural habitats in order that they can contribute to the conservation and enhancement of the natural beauty of the protected landscape. Particular care should be taken to ensure that development outside the AONB does not harm the natural beauty, character and special qualities of the AONB and/ or its setting or otherwise prejudice the achievement of the AONB purposes. The AONB enjoys equal protection from effects whether they result from development within or outside the designated area.

Policy PD 13: Support the use of local vernacular stone and other building materials used in vernacular ways within built development and infrastructure. If necessary, by the small-scale and sensitive reworking of local quarries.

Policy PD P18: The conversion of existing redundant agricultural (and other similar) buildings to form dwellings will only be supported where:

- The existing buildings are characteristic, historic, vernacular buildings which are recognisably an important part of the local built and landscape context; and
- The existing buildings are worthy of retention in their own right; and
- The conversion very substantially retains the scale, character and appearance of the original building with repair generally preferred to renovation; and
- The conversion does not give rise to the introduction of uncharacteristic fenestration or domestication of the setting or the introduction of conspicuous domestic paraphernalia into the setting of the building. The conversion of redundant existing agricultural (and other) buildings such as pole barns, simple concrete block barns or portal frame buildings which in the absence of an agricultural use would form alien elements in the landscape will not generally be supported.

Policy PD P20: Require the conservation and enhancement of the existing character of the local road network and particularly the minor lanes within the designated landscape. The pattern and character of the roads of much of the designated landscape contributes appreciably to the character of the area, from sunken and enclosed lanes in wooded valleys to open unenclosed

moorland roads. Changes to the roads and lanes in the designated landscape require particular design to ensure that their characteristic form is not lost or compromised. Widening, straightening, re-routing, kerbing and enclosure of currently unenclosed sections or the inclusion of uncharacteristic standard suburban details and particularly the proliferation of signage should be avoided. New openings to lanes through existing hedge banks or vegetation which require uncharacteristic contemporary design standards and uncharacteristic visibility splays will not be supported. Where new highway works are required, these should adopt traditional approaches including locally appropriate Cornish hedge banks and where appropriate characteristic soft passing places and should reflect characteristic local landscape patterns and boundaries. The management of verges should provide opportunity for biodiversity net gain.

SCW P4: Support the characteristic inclusion of local materials and vernacular design in new development, public realm, highways work, and public rights of way infrastructure using granite, serpentine, gabbro and schists as appropriate to reflect the varied geodiversity of this section.

LS-P6 Conserve and enhance the historic built environment and rural heritage assets including engine houses and associated mine workings, traditional gates and gateposts, stone stiles, metal fingerposts and local vernacular Cornish hedges.

LS-P4 Take a landscape-led approach to the management of the historic landscapes, settlements and seascapes of the AONB, using Landscape Characterisation, Historic Landscape Characterisation and Historic Seascape Assessment as key tools.

Policy HC-P2: Heritage features identified as 'at risk and vulnerable' will be brought into better management. Improve recognition and conservation of the heritage character of the Cornwall AONB landscapes, historic buildings and assets for the benefit of current and future generations, recognising their value to creating a 'sense of place', and to the local distinctiveness of individual sections.

HC Objective 8: Promote the cultural importance such as the benefits to people, place, nature and climate of the Cornish Hedge as a heritage asset.

The 2022 -2030 Strategy for Cornwall's Historic Environment: Heritage at the Heart of an Evolving Cornwall.

The purpose of the Strategy is to reposition heritage at the heart of how Cornwall manages change. It seeks to reinforce the value of Cornwall's historic environment in understanding change, how we shape our future and align resources where they will have greatest impact in the areas of highest priority. NP policy HCA2, and the consultative processes used to develop it, supports a number of the Strategy's objectives including:

Objective 1: Enhance and reinforce historic character and distinctiveness and raise the quality of development through respecting the distinctive character of Cornwall's diverse landscapes.

Objective 3: Improve our understanding and recording of heritage at risk and what action is required to mitigate risks to assets that contribute to our cultural distinctiveness

Objective 18: Support greater protection of rural historic landscapes and heritage assets, such as Cornish hedges and network of stiles

Objective 25: Support communities as they integrate the ways they value their local historic environment and distinctiveness into Neighbourhood Development Plans, Village Design Statements and the like

Objective 37: Promote the distinctiveness of our towns and villages, understanding the value that traditional shopfronts, historic buildings and other features bring to the economic vibrancy of settlements and how we experience and enjoy these places

Objective 50: Support communities to take a more active role in identifying and caring for heritage assets, including finding sustainable solutions to heritage assets at risk

Objective 52: Promote the maintenance, repair and restoration of the fabric and character of buildings, structures, places, landscape and artefacts, and promote and develop traditional skills and materials while doing so

Objective 54: Contribute to place-making and regeneration, in strategic, neighbourhood and master planning, and through formal planning processes and development management

Objective 56: Support the protection of heritage assets through statutory designation (Listing, Scheduling and Registering) and local designation, alongside advocacy, policy and planning

The Cornwall Draft Design Guide cites the ‘exceptional landscape and unique industrial, rural and coastal heritage and natural environment’ represented in Cornwall’s AONB. It further recognises that ‘much has been lost or disturbed through inappropriate or insensitive development that has either disregarded or been oblivious to the qualities that make Cornwall an especially distinctive home. To maintain Cornwall’s distinctiveness, development should contribute to the sense of place; it should respond to local historical, cultural and landscape context and enhance and feel part of the existing settlement and landscape. This can include responding to both built and natural attributes, for instance reflecting construction methods, built forms, field patterns and landscapes. It may also include retaining or enhancing key views, landscapes and buildings that provide a tangible link to Cornish culture.’

The criteria within Policy HCA2 will help to ensure that development ‘responds to the local historical, cultural landscape’ and contributes positively to local ‘sense of place’. The heritage assessments undertaken for the NP have highlighted concern over the impact of insensitive and overbearing development on areas of local heritage value, in particular in coastal areas of the AONB. Policy HCA2 provides the provisions and criteria to help to ensure that Perranuthnoe does not continue to lose its valued heritage assets through insensitive development. It encourages a more positive approach to development planning which recognises the value of the Parish’s historic environment, respects its cultural significance to local communities, to help ensure that development is integrated within the local historical, cultural and landscape context.

This Neighbourhood Plan Policy also directly supports the application of Natural England SEO 2 principles to development planning. These emphasise the importance of ‘Identifying and maintaining surviving early patterns of enclosure and field boundaries, notably the Cornish hedge banks’; ‘the use of local stone and facing styles in Cornish hedge banks to maintain local character, and the retention of stone stiles on pathways’ and ‘protecting and increasing understanding of the cultural and biodiversity importance of the ancient field systems and Cornish hedge banks’

POLICY HCA 3: Historic Mining Sites and Landscape Features

Policy Intent: To ensure that development planning recognises, and works positively to conserve, historic mining sites and landscape features, recognising their significance to the heritage character of AONB and WHS landscapes, and to the cultural heritage of Parish communities.

Policy HCA3: Historic Mining Sites and Landscape Features

1: Historic mining sites and associated features including mining spoil heaps and the ruins and remains of engine houses and mines are core to the cultural heritage of Parish communities, and to the distinctiveness of local landscape character. All historic mining sites and features in the Parish are recognised as non-designated heritage assets (NDHA). Policy map 3i outlines the location of historic mine sites and features.

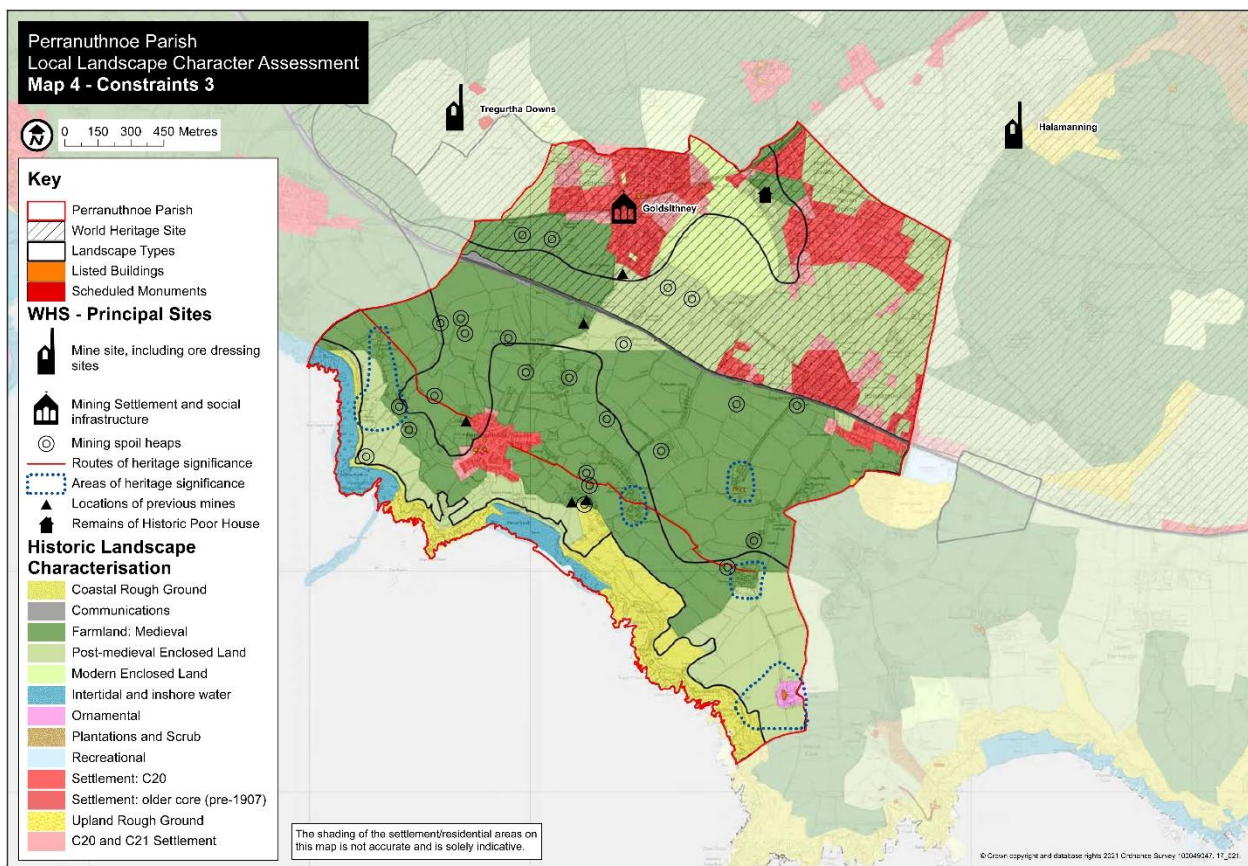
2. Proposals affecting non- designated heritage assets or elements of the World Heritage Site which contribute to its significance must comply fully with national policy requirements and adhere to the provisions within the most recent AONB and World Heritage Site (WHS)

Management Plans.

3: Strong weight should be given to conserving views of mining spoil heaps, mine workers cottages and other historic features associated with the areas mining heritage from public rights of way. Areas of special heritage significance include: the mining spoil heaps at Trenow Consoles Mine, Wheal Trebarvah and Wheal Caroline, where the spoil heaps are prominent landscape features within views from PROW.

4: Development proposals should consider the geological and biodiversity significance of historic mining areas, recognising that these are often sites of unique geo and biological diversity. Development proposals in historic mining areas should demonstrate that the geological and ecological value of these areas has been assessed, and that the development will not lead to a loss of sensitive habitats, rare species or significant geological resources.

Policy Map HCA3i: Sites of Mining Spoil Heaps in the Parish (refer LLCA Map 4)



Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Public consultation highlighted the value of ancient mining sites and spoil heaps as distinctive heritage features within local landscapes, and as an important part of the historical and cultural heritage of Parish communities. They are also geologically distinct areas, of interest to geologists and mineralogists. Now overgrown mining spoil heaps form unique ecosystems and as such also have environmental significance.

There is public concern over the impact of development and land-use change on the Parish's mining heritage. In the north of the Parish, where historic mining features should be protected through WHS designation, there has been an almost total loss of mining sites and spoil heaps to development. Only four spoil heaps now remain, associated with Wheal Caroline. Historic mine buildings and miners' cottages have also been demolished, with modern housing built in

their place. In the south of the Parish, which lies under AONB designation, mining spoil heaps continue to form distinctive landscape features of value. Communities highlighted in particular the landscape significance of the spoil heaps around Trenow Consoles and Wheal Trebarvah mines, due to their prominence in the landscape as distinctive heritage landscape features, adjacent to public footpaths.

There was a clear recommendation from public consultation on the need for the Neighbourhood Plan to provide strong policy provisions to conserve the Parish's mining heritage, and in particular mining spoil heaps and any remaining physical structures associated with mining works. These are recognised as distinctive features of heritage value within local landscapes.

The Perranuthnoe Local Landscape Character Assessment (LLCA) highlights the importance of 'a number of old mining sites and spoil heaps now overgrown' in the coastal hinterland area which 'provide unique habitats for biodiversity, with specialized bryophytes including rare species of lichen and moss.'¹⁰⁸

Heritage Landscape Character Assessment (HLCA) was undertaken to assess historic patterns of landscape use across the Parish, how these uses are interconnected, and to explore how communities value and connect with the area's history and cultural heritage. The HLCA process followed a structured approach, building on the results of the LLCA; local knowledge from community consultations; drawing on the analysis of data and information from historic records¹⁰⁹; assessment of designated landscapes; site field visits; and review of planning applications and decisions, to better understand the issues raised through the consultation process. It generated a clear understanding of heritage landscapes across the Parish, their value to local communities, and enabled the identification of areas of special local heritage significance.

Mining is core to the heritage of the Parish and mining spoil heaps are now the most prominent landscape features associated with the historic mines. Mostly overgrown, they form small hills and large mounds in the landscape and are distinctive heritage landscape features. Historic maps indicate that three mines, Wheal Carlyne, Ovean Vean and Trevelyan mine operated in the north of the Parish and five, Wheal Neptune, Wheal Charlotte, Wheal Trebarvah, Wheal Grylls and Trenow Consoles mine in the south. The sites of these mines are recorded on the Historic Environment Record (HER) and can be referenced through Cornwall Council's interactive map.

There is evidence of mining activity in the Parish since the Bronze Age, however, mining became a mainstay of the local economy in the middle of the 18th century. Most mines were for copper and tin, although there was also a silver mine in the south of the Parish. The decline in the value of tin at the end of the 1800s led to a corresponding reduction in the number of mines in the area, and the mainstay of local livelihoods increasingly returned to farming.

The Parish's mining heritage is officially recognised through inclusion of the north in the Parish within the Cornwall and Devon's Mining World Heritage Site (WHS). Goldsithney village was a settlement which grew up around the mining industry in the 1800s and the centre of the village still retains its heritage character, containing several historic miner workers' cottages. It is recognised as a Conservation Area.

In the southern AONB designated area of the Parish, mining spoil heaps remain prominent features within local landscapes, clustered around the sites of the five historic mines of Wheal Neptune, Wheal Charlotte, Wheal Trebarvah, Wheal Grylls and Trenow Consoles mine. 20 mining spoil heaps form distinctive hill-like features mostly now, covered by vegetation. The most visually prominent of these, lie around the Trenow consoles mine, adjacent to public

¹⁰⁸ Page 35

¹⁰⁹ Referenced through Heritage Gateway

footpath, and the Trebarvah mine, where the historic Churchway footpath passes between the historic spoil heaps.

The HLCA and LLCA provide an important baseline of information on which this NP policy has built. They provide information on historic patterns of land use, and include maps of the distribution of historic mining features, alongside assessment of their prominence and significance to local heritage landscape character.

The NP is an opportunity to provide specific local planning provisions to ensure that these valued local heritage features are recognised and considered within development planning, and that significant weight is placed on their conservation. Given the environmental significance of mining spoil heaps, this policy also contributes to Objective 4 of the Neighbourhood Plan. Development proposals within a historic mining area should specify if the site incorporates, or lies adjacent to, mining spoil heaps, or buildings associated with the Parish's mining heritage. Proposals should include heritage impact assessment, and outline provisions for the conservation of historic mining features, mining landscape character, and /or residential mine workers buildings, in line with the policies within the WHS Management Plan or AONB Management Plan.

Alignment with County and National Plans, Guidelines and Frameworks

Cornwall Local Plan (CLP) policy 24 outlines county policy provisions for the 'protection and enhancement of the historic environment.' It has a core focus on heritage assets and in particular the need to 'sustain the cultural distinctiveness and significance of Cornwall's historic rural, urban and coastal environment by protecting, conserving and where appropriate enhancing the significance of designated and non-designated assets and their setting.' CLP paragraph 2.179 provides clarification on NDHA stating that: 'Non designated assets could be buildings, monuments, archaeological sites, places, areas or landscapes positively identified in ... Neighbourhood Plans, or through assessment within the planning processes as having a degree of significance meriting consideration in planning decisions.'

Neighbourhood Plan policy HCA 3 supports CLP policy 24 providing a local planning framework for the conservation of mining landscape features which are core to the heritage character and cultural distinctiveness of Parish landscapes.

The Cornwall and Devon Mining World Heritage Site (WHS) Management Plan underlines the importance of all mining features to the OUV of the site. The following WHS policies are particularly relevant to this NP policy:

P2: All relevant strategic planning documents will make provision for the protection, conservation and enhancement of the Site and its setting.

P3: Planning authorities will ensure that new development protects, conserves and enhances the Site and its setting.

P7: There is a presumption against the removal, disturbance or burial of historic mine waste within the Site.

P8: Developments outside the Site that will adversely affect its OUV will be resisted.

C7: Development proposals should ensure that the biodiversity and geological diversity that contributes to the distinctiveness of the Cornwall and West Devon mining landscape is conserved and where appropriate enhanced, having due regard to maintaining the authenticity and integrity of the Site. Developments of a significant nature will be expected to deliver appropriate biodiversity net gain.

C8: The conservation and continuing maintenance of the historic fabric of the Site will be undertaken to the highest standards to ensure authenticity and integrity.

C9: The historic character and distinctiveness of the Cornwall and West Devon Mining Landscape will be maintained.

The AONB Management Plan 2022-2027 highlights the importance of old mining sites, and spoil heaps as distinctive heritage features now integral to the natural landscape character of Cornwall's AONB. AONB Policy SCW-P8 specifically highlights the need to 'Support the conservation and positive management of mining features that are outside of the World Heritage Site, south of the A394 around Perranuthnoe, Rosudgeon, Kennegy, Praa Sands and Porthleven.

NP policy HCA 3 also aligns with Natural England SEO Principle 1 for this area: 'Promote the heritage value of historic mineral extraction sites, spoil heaps, mining heritage and residual re-colonisation that benefits biodiversity.'

The 2022 -2030 Strategy for Cornwall's Historic Environment: Heritage at the Heart of an Evolving Cornwall

The purpose of this strategy is to reposition heritage at the heart of how Cornwall manages change. It seeks to reinforce the value of Cornwall's historic environment in understanding change, how we shape our future and align resources where they will have greatest impact in the areas of highest priority.

This Neighbourhood Plan policy and the consultative processes used to develop it, supports a number of the Strategy's objectives including the following:

Objective 1: Enhance and reinforce historic character and distinctiveness and raise the quality of development through respecting the distinctive character of Cornwall's diverse landscapes.

Objective 3: Improve our understanding and recording of heritage at risk and what action is required to mitigate risks to assets that contribute to our cultural distinctiveness

Objective 18: Support greater protection of rural historic landscapes and heritage assets, such as Cornish hedges and network of stiles

Objective 25: Support communities as they integrate the ways they value their local historic environment and distinctiveness into Neighbourhood Development Plans, Village Design Statements and the like

Objective 50: Support communities to take a more active role in identifying and caring for heritage assets, including finding sustainable solutions to heritage assets at risk

Objective 54: Contribute to place-making and regeneration, in strategic, neighbourhood and master planning, and through formal planning processes and development management

Objective 56: Support the protection of heritage assets through statutory designation (Listing, Scheduling and Registering) and local designation, alongside advocacy, policy and planning.

The National Planning Policy Framework (NPPF) specifies the importance of 'protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils' (para 174)

Given the significance of mining spoil heaps as unique ecosystems, this NP Policy also supports the Parish and Cornwall Council in meeting their obligations under relevant biodiversity and environmental regulations. Local Authorities have a statutory duty to consider habitats and species of principle importance following the Natural Environment and Rural Communities (NERC) Act (HM Government, 2006) which bestows a legal duty on public authorities to conserve biodiversity.

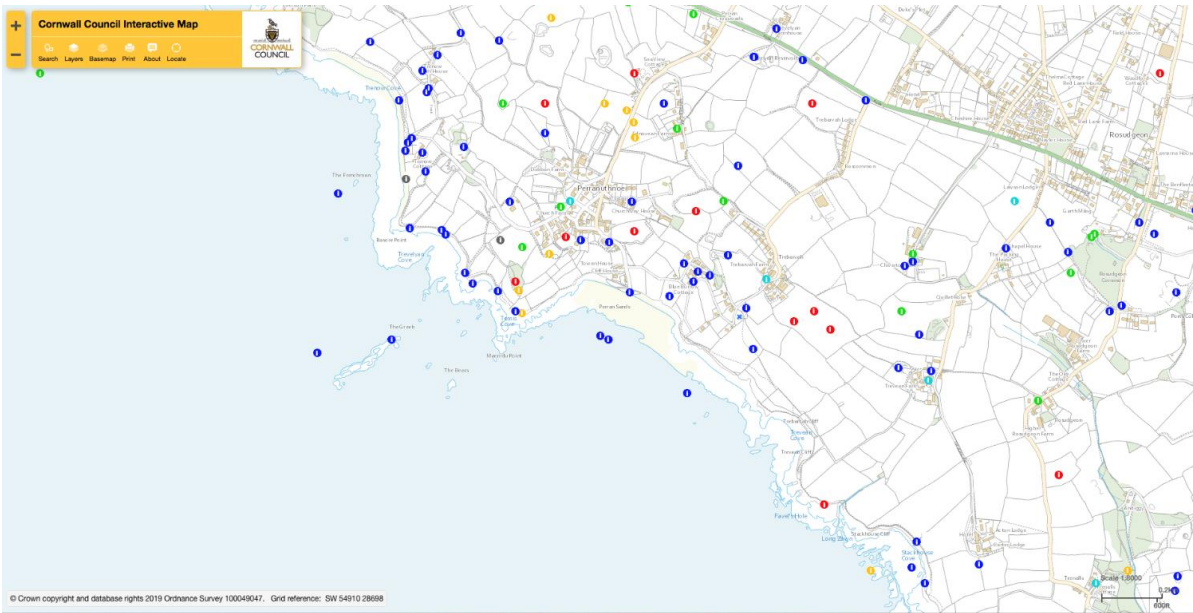
POLICY HCA 4: Archaeological Sites and Assets

Policy Intent: To ensure that development planning considers the value of archaeological sites and assets as a limited and finite resource, of value to both current and future generations.

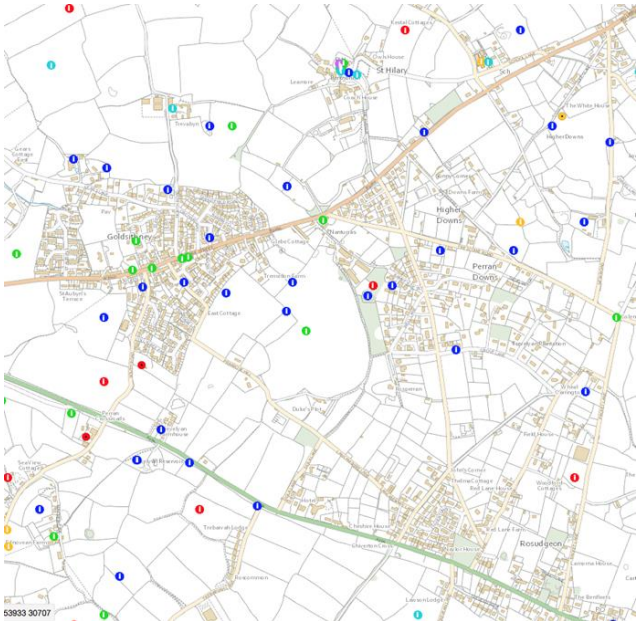
Policy HCA4: Archaeological Sites and Assets

Proposed development which may impact on an archaeological site should highlight the location of areas of archaeological significance within all plans submitted and include an appropriate assessment of the significance of the site within Context Appraisal.

Policy Map HCA3i: Archaeological Sites in the Southern half of the Parish (AONB)



Policy Map HCA3ii: Archaeological Sites in the northern half of the Parish (WHS) ¹¹⁰



¹¹⁰ For further information on these sites refer to: Cornwall Council Interactive Map (<https://map.cornwall.gov.uk/website/ccmap>) map layers under heading 'historical'

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

The Parish contains several important pre-historic, Romano-British and medieval sites, including settlements, associated features and field systems. The archaeological importance of these places and features lies in the evidence they provide about the past and the people and/or cultures that made them. Archaeological remains are part of the historical landscape and heritage of the Parish, they are a limited, finite and non-renewable resource and preference should be given to conserving them.

Cornwall's Historic Environment Record (HER) records a range of sites of known archaeological significance across the Parish as indicated in the maps accompanying NP policy HCA 4. Further information on archaeological and historic sites is available on Cornwall Council Interactive Map under the layer heading 'historical'.¹¹¹

Where an archaeological site may be harmed, or subject to partial or total loss, priority should be placed on conserving and/ or recording the archaeological assets within it. Sites listed on the Historic Environment Record (HER) are noted as being of specific importance; Proposed development which may impact on an archaeological site should highlight the location of areas of archaeological significance within the plans submitted, and include an assessment of the significance of the site within Context Appraisal. For sites of significance, the Parish encourages pre-decision field evaluation and professional excavation. The advice of Cornwall Council Historic Environment Service should be followed in order to determine suitable measures to protect the site; and/ or what mitigation measures may be appropriate to conserve archaeological remains from the site. Measures proposed to conserve the site and / or the archaeological remains within it should be clearly presented within the development proposal.

The Local Landscape Character Assessment (LLCA) identifies several sites of archaeological importance in the Parish including:

- The medieval settlement of Nanturras, first recorded as Nansturant in 1400 (HER MCO15868)
- Goldsithney medieval field system (HER MCO51069). A field system consisting of double crop marked ditches.
- Treberveth Early Medieval settlement, first recorded as in 1342 (HER 29042)
- Trebarvah Prehistoric Iron Age and Romano British field system (HER MCO51732)
- Post Medieval well (HER MCO60741) at Trebarvah
- Chiverton post medieval settlement, first recorded in 1311 (HER MCO13960).
- Chiverton Post Medieval cider mill (HER MCO53958). A cider mill stone exists at Chiverton Farm. It measures approx 1.22m (4') in diameter.

Alignment with County and National Plans, Guidelines and Frameworks

The National Planning Policy Framework (NPPF) specifies in paragraph 194 that: 'Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.'

The NPPF also provides definitions of how terms are to be interpreted in planning assessments. Of relevance to this policy, it defines:

Archaeological Interest: there will be archaeological in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.

¹¹¹ <https://map.cornwall.gov.uk/website/ccmap>

Historic environment: All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

The Cornwall Local Plan (CLP) outlines that 'Cornwall's historic environment is the product of 10,000 years of human activity responding to its unique geography and location'.¹¹² It provides specific guidance in relation to planning proposals which may affect sites of archaeological importance: 'Archaeology: Applications which have the potential to impact on archaeological remains will need to be accompanied by assessments and field evaluations sufficient to define their significance prior to the submission of applications. Applicants should outline any mitigation measures and the steps to be taken to record, retain, incorporate, protect, enhance and where appropriate manage the archaeological interest, as part of the proposals.'¹¹³

The AONB Management Plan 2022-2027 emphasises that 'The AONB has one of the highest concentrations of archaeological features and contains some of the most ancient landscapes in Europe.' The use of the land by people, from prehistoric and medieval to industrial mining throughout the AONB is still extremely evident and identifiable.

The WHS Management Plan underlines that 'The WHS assets in public ownership are globally significant, and require adequate resources to sustainably manage them. They have historic, archaeological, environmental and social value for the whole of humanity. Whether or not they currently have an economic use, they have a bequest value for future generations.'

This Neighbourhood Plan policy also supports the following objectives the 2022 -2030 Strategy for Cornwall's Historic Environment: Heritage at the Heart of an Evolving Cornwall:

Objective 3: Improve our understanding and recording of heritage at risk and what action is required to mitigate risks to assets that contribute to our cultural distinctiveness

Objective 25: Support communities as they integrate the ways they value their local historic environment and distinctiveness into Neighbourhood Development Plans, Village Design Statements and the like.

Historic England's Advice Note 1 Conservation Area Appraisal, Designation and Management, Historic England (2nd edition) includes guidance on the role which heritage assets of archaeological interest can contribute, directly and indirectly, to the historic value of areas and to the character of conservation areas. It advises that it may be possible to define areas with potential for remains of high importance within local or neighbourhood plans. Policy HCA4 maps highlight sites of archaeological significance and underline the importance of including an assessment of their archaeological value within development planning.

¹¹² Paragraph 2.175

¹¹³ Paragraph 2.185

OBJECTIVE 6: Economy and Business (EB)

To support sustainable businesses that contribute to thriving communities and to a pattern of economic development that works positively to sustain valued assets and landscape character across the Parish.

POLICY EB 1 Sustainable Businesses

Policy Intent: To support small-scale business development that provides local livelihood opportunities, where that development complements the social, environmental and economic sustainable development objectives of this Neighbourhood Plan.

Policy EB1: Sustainable Businesses

1: Development proposals associated with the creation or expansion of business activity in the Parish should demonstrate that the development:

- i. will be well integrated within the surrounding landscape and/or settlement and will not detract from the public's enjoyment of AONB or WHS landscapes and assets; and
- ii. will not have an undue adverse impact on residential amenity, or the operation of other businesses in the area. This should include provision of adequate parking capacity to meet the predicted number of visitors / clients at peak times, and a clear and realistic assessment of traffic flow; and
- iii. has minimised risks of environmental pollution including provision of adequate facilities for safe disposal of all rubbish generated by the business, and has considered opportunities for achieving environmental sustainability and carbon efficiency.

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Local businesses form part of the socio-economic fabric of the Parish, including among others farm shops and stalls, cafes and restaurants selling local produce, pubs, resident artisans, artists, photographers, musicians, gardeners, academics and writers, local grocery stores, a garage, those providing sporting and social welfare activities at St Pirans Hall and other venues. The Parish values the role that these local businesses play in supporting sustainable, healthy and resilient local communities.

Public consultation highlighted concerns over the impact of increases in traffic and limited parking facilities on residents' access to their homes, and in blocking access by service and emergency vehicles. Increasing rubbish pollution associated with tourism was another issue of concern. It is important that business development proposals which may result in a significant influx of visitors, assess potential impacts on local residents, and the capacity of the area to absorb further visitor numbers and the proposed business activity.

The Parish recognises the benefits which tourism brings to the local economy in Cornwall and that Perranuthnoe Parish is one that is treasured by visitors for its scenic beauty and traditional heritage character; key attractions including the beach, footpaths, wildlife, mining history, historic farm buildings and landscapes, local pubs and cafes. However, if not managed and planned for effectively, development associated with tourism can result in negative impacts on local communities and on the Parish's environmental and heritage assets. This policy aims to ensure that proposals for the establishment or expansion of businesses in the Parish clearly demonstrate how they will be integrated within Parish settlements and landscapes.

Alignment with County and National Plans, Guidelines and Frameworks

NP Policy EB1 aligns with relevant provisions in Cornwall Local Plan Policy 5: Business and Tourism, under points:

- 1: To ensure a continued supply of appropriate business space, proposals for new employment land and uses should be:
 - b) within areas that are well served by public transport and communications infrastructure;
 - c) in the countryside and smaller rural settlements be of a scale appropriate to its location or demonstrate an overriding locational and business need to be in that location such as farm diversification; or
 - d) an extension to an existing business where re-location would be impractical or not viable.
3. The development of new or upgrading of existing tourism facilities through the enhancement of existing or provision of new, high quality sustainable tourism facilities, attractions and accommodation will be supported where they would be of an appropriate scale to their location and to their accessibility by a range of transport modes. Proposals should provide a well balanced mix of economic, social and environmental benefits.

This Policy also aligns directly with the economic ambition of Cornwall's Environmental Growth Strategy, to achieve 'greater local autonomy...and a unique blend of 'people and place' where the environment is valued both as a business asset and an inspiration for life' and where 'effective partnerships, dynamic businesses and empowered communities are all working to deliver environmental growth.'

Cornwall Council's Climate Change Action Plan encourages the use of sustainable patterns of transport and sustainable levels of business activity. It has a strong focus on supporting sustainable local business development, which works to increase the resilience of local communities, and on ensuring that the assessment of development proposals considers the impacts of proposed business development on people and place, to support sustainable development that will not exacerbate the effects of climate change. The Parish encourages businesses to consider connectivity to public transport networks, the provision of electric vehicle charging points, and provisions for non-motorised transport such as bicycle racks.

POLICY EB 2: Agricultural Land, Buildings and Sustainable Production

Policy Intent: To support resilient farms, recognising the importance of farming as the main land-use and business in the Parish. This policy has three components which aim to ensure that: the best and most versatile farmland is conserved for agricultural production; development does not have an adverse impact on farming; and that agricultural buildings are well integrated within farms and designated landscapes.

Policy EB2: Agricultural Land, Buildings and Sustainable Production

- 1: The best and most versatile (BMV) agricultural land should be prioritised for agricultural production; proposals for development will not be supported unless all other reasonable options for meeting the identified development need have been fully examined.
- 2: Development proposals located adjacent to farms and agricultural land should demonstrate that the proposed development will not have an adverse impact on the effective and efficient operation of the farm, or pose risks to livestock, crops or farmland. Development proposals should clearly demonstrate that:
 - a) farmers long-term ease of access to agricultural land and facilities will not be significantly affected by the development. This includes any impacts caused by proposed changes to the location of tracks and drives, access points, or increases in traffic flow and vehicle parking;

and

b) construction activities and / or proposed use of the developed site will not result in adverse impacts on livestock or crops. This should include assessment of:

- the risk of pollution of agricultural land. If a development site lies on historic mining land, an independent professional risk assessment should be undertaken using Cornwall Councils guidance on 'Land Affected by Contamination'; and
- risks to livestock; and
- flooding or erosion risk caused by changes to patterns of, or increased rates of, surface water run-off;

3: Where planning permission is required new agricultural buildings should be located and designed to be well integrated within AONB and WHS landscapes and supported where they;

i. are closely associated with the overall farm complex, and adjacent to existing access routes; and

ii. minimise visual impacts on skylines. Wherever possible the location and scale of agricultural buildings should be below a skyline; and

iii. minimise impacts on historic farm buildings or other heritage assets; and

iv. retain and where possible enhance existing tree cover, native vegetation and Cornish Hedges; and

v. make minimal use of reflective building materials and external lighting, incorporating dark coloured, non-reflective roofing and wall panels; and

vi. demonstrate that risks to surrounding land or buildings from water run-off, slurry, agricultural waste, historic mining waste, or from light spill have been assessed, and will be well managed and monitored.

POLICY EB 2i: Dwellings for Agricultural, Forestry or other Rural Occupations

Policy Intent: To provide local policy guidance for the application of agricultural occupancy conditions.

Policy EB 2i: Dwellings for Agricultural, Forestry or other Rural Occupations

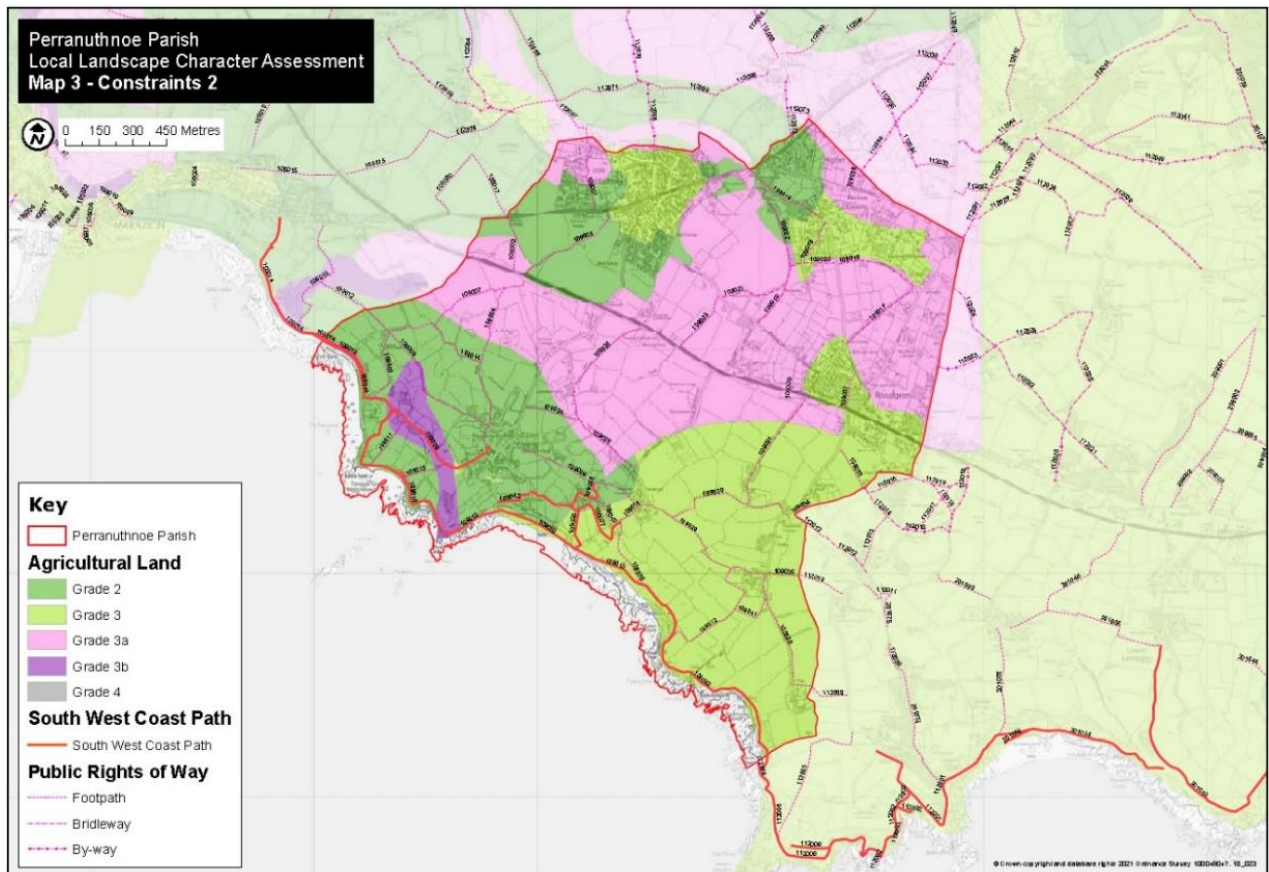
Proposals for a new dwelling for agricultural, forestry or other rural occupations either through new build or the conversion of an existing building (where planning permission is required) will be supported where the development is in accordance with Cornwall Local Plan Policy 7 and:

i. the proposed dwelling house is of a modest size, and the size and location of the development is such that the property would be affordable for an agricultural worker; evidence of affordability should be demonstrated as part of the development proposal; and

ii. building design, landscaping and layout should visually appear coherent with its surroundings and respond positively to the distinctive local character of the AONB or WHS setting; the use of vernacular design and reflecting traditional local materials and finishes is strongly encouraged; and

iii. the proposed development will not require the creation of new access routes through the open countryside.

Policy Map EB2: Agricultural Land grades across the Parish



Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Agricultural production is the main land use in the Parish. The small field sizes and patchwork of irregularly shaped fields defined by stone walled Cornish hedges, are core to the landscape character of both the AONB and WHS, and farming is an important part of the Parish economy and heritage.

Public consultation highlighted the value which local people place on farming as a key part of the livelihoods and heritage of communities in this Parish. Consultation responses pointed to concern over threats to agricultural land from residential development, and the need to ensure that the high-quality agricultural land in this Parish is conserved for the benefit of current and future generations. There is great respect for farmers and recognition that patterns, levels and types of development should not restrict or hinder farming activity. There is also recognition of the challenges that farmers face and of the need to ensure that development planning in this Parish supports farming livelihoods, and wherever possible to encourage environmentally and climate change sensitive patterns of production. Patterns of agricultural land-use which improve ecosystem connectivity and biodiversity, such as land-use which increases canopy cover, improves pollinator networks, adopts environmentally sustainable systems of pest control and soil quality enhancement, maintains high-quality habitats and maintains and enhances biodiversity corridors are strongly encouraged.

The Local Landscape Character Assessment (LLCA) describes the arable and pastoral farmland across the Parish and maps the quality of agricultural land (refer LLCA map 3 constraints 2). It highlights changes in agricultural practice and the traditional management of farmland as one of the development pressures that would significantly alter landscape character across the Parish. The LLCA highlights that the small-scale, irregular patchwork of agricultural

field systems are an important part of valued landscape character across both the AONB and WHS areas of this Parish and are part of the defining character of local landscapes.

This NP policy builds on the evidence and recommendations in the LLCA and the issues and concerns highlighted in public consultation. It provides local policy guidance to ensure that development planning works positively to sustain farming livelihoods, so that high quality agricultural land is conserved, development impacts on agricultural land and farming livelihoods are considered and risks are minimised. The policy also recognises the significance of agricultural landscapes and field patterns to local AONB and WHS landscape character and actively supports the maintenance of these landscapes as productive land.

Alignment with County and National Plans, Guidelines and Frameworks

The Cornwall Local Plan (CLP) estimates that ‘Cornwall’s agricultural sector contributes more than £244m to the gross domestic product of Cornwall. Agriculture also adds considerably to the management of our landscape, upon which tourism relies. It also supplies our food. Supporting the continued growth of the agricultural sector and supporting diversification of the industry will be critical to Cornwall’s future, long term prosperity.’

CLP Policy 7: Housing in the Countryside allows for the provision of dwellings under an agricultural occupancy restriction under point 5. It states: ‘The development of new homes in the open countryside will only be permitted where there are special circumstances. New dwellings will be restricted to:

Point 5: ‘Full time agricultural and forestry and other rural occupation workers where there is up to date evidence of an essential need of the business for the occupier to live in that specific location.’

CLP, Policy 21 aims to achieve ‘The Best Use of Land and Existing Buildings’. Under this Policy point d requires planners to ‘take into account the economic and other benefits (including food production) of Grade 1, 2 and 3a agricultural land.’ It recommends that ‘poor quality land should be used in preference to that of higher quality.’ One of the indicators (22.3) within the CLP for monitoring the extent to which Cornwall is achieving CLP Policy 21 is a measurement of ‘the amount of Grade 1, Grade 2 and Grade 3a Agricultural Land lost to other uses.’ Quantification of the amount of good quality agricultural land that is lost to residential and other development use in the county demonstrates failure to achieve policy objectives under CLP Policy 21.

Through this NP policy, the Parish supports conservation the best quality agricultural land for food production, contributing positively to CLP Policy 21 and the related indicator.

It also provides clear guidance to enable effective implementation of CLP Policy 7 point 5. The Parish Council will monitor whether the occupancy of any dwellings with AOC restrictions is being adhered to. Cornwall Council is responsible for taking enforcement action in any cases where there is a breach of AOC occupancy restrictions.

Cornwall Local Plan Strategic Policy for the West Penwith Community Network Area Objective 5 requires ‘careful consideration of ‘the location, scale and design of new development’ in relation to primary agricultural land’ in order to support ‘a more sustainable future’.

Cornwall Council’s Climate Change Action Plan highlights the agriculture sector as being one of the key areas where changes are needed in order for Cornwall to achieve carbon neutrality. It cites one of the ‘specific commitments for actions where the Council can influence wider change’ being through ‘supporting the transition of Cornwall’s food and farming towards an exemplar of low carbon and regenerative agriculture. Working with the Cornwall Agri-Food Council, the NFU, and the farming community help reduce and drawdown down emissions from agriculture, build resilience and increase productivity from the sector.’ The Action Plan highlights the importance of actively supporting farmers in pursuing opportunities to deliver ‘public goods’

that contribute to climate change adaptation / resilience, citing measures to reduce erosion, flooding, improve soil quality, encourage ecosystem connectivity, tree planting within agricultural systems etc. It also recognizes the importance of reducing negative environmental impacts from agriculture via rivers and run-off affects coastal areas, near shore fisheries and biodiversity.

The Climate Change Action Plan outlines the objectives for Council's Farms estate stating that: 'will make our Council Farms exemplars in low carbon and regenerative agriculture...there is considerable opportunity for innovation on the Council Farms Estate, particularly through changing agricultural practises that can reduce emissions production and increase carbon sequestration through good soil management and other natural climate solutions such as tree planting, hedgerow and wetland management and creation.'

Cornwall Council's Farms Strategy (emerging) 2019 to 2039 provides further information as to how the Council aims to support more environmentally sustainable agricultural production stressing that that 'how we use, manage and utilise our land resource is critical to our ability to deliver a sustainable future for all of us....The role for agriculture and horticulture is critical in balancing the different requirements on Cornwall's land, landscape and maritime environment, for Cornwall's future sustainability, socially, environmentally and economically.' One of the ambitions of the Farms Strategy is: 'To enhance and extend high quality habitats, valuing, maintaining and conserving heritage assets and landscapes, optimising the performance of soils, adopting opportunities to improve water quality, increasing canopy cover, create pollinator networks, create sustainable energy and circular economy opportunities, and thus delivering all aspects of ecosystem services.'

This NP policy actively supports sustainable, and climate-change resilient agricultural land-use, recognising the importance of farming to local livelihoods, and the potential contribution of environmentally sensitive agricultural production to achieving carbon neutrality and to increasing local ecosystem resilience to the effects of climate change.

The Cornwall AONB Management Plan 2022-2027 highlights the importance of agricultural land to the landscape character of the AONB. It emphasises that 'with the greatest proportion of land in the AONB used for farming, changes in farming and land management practices can have a profound effect upon the landscape, biodiversity and heritage. The farmed landscape in the Cornwall AONB still retains much of its Cornish identity, kept alive by a relative lack of large scale, intensive agricultural practices and the skills of local land managers. The challenge is how to boost profitability, so farmers can continue to effectively steward the landscape and make gains for the environment.'¹¹⁴ The AONB Management Plan refers specifically to 'the rich soils around Marazion and Perranuthnoe, which support a wide range of arable crops', giving recognition to the value of this area for agricultural production.¹¹⁵

A section of the Management Plan within Chapter 3 is dedicated to Agriculture¹¹⁶. It emphasises that Cornwall's AONB consists of 75% farmed land, and that 'We are committed to supporting farmers to achieve a sustainable and profitable farm business and deliver outcomes for people, place, nature and climate...Farmers are integral to our cultural heritage and are the architects of the conservation and enhancement of the protected landscape for future generations...The Cornwall AONB Management Plan aims, policies and objectives will support sustaining a resilient farmed landscape.'

Neighbourhood Plan policy EB2 shares similar aims to that of the AONB Management Plan. It seeks to protect the rich agricultural land in the Parish for the benefit of current and future generations. It is based on an understanding of the importance of farming to the local economy and of the significance of small-field agricultural systems to the local character of AONB

¹¹⁴ Page 28

¹¹⁵ Page 198

¹¹⁶ Pages 45-48

landscapes, recognising the role of farmers as stewards of these valued landscapes. This NP policy supports the following AONB Management Plan policies and objectives:

PD P1: All development within the AONB will be required to adopt a “landscape-led” approach as set out within this document in order to conserve and enhance the natural beauty of the AONB. This approach will provide for the statutory protection of the AONB landscapes and will deliver the policy requirements that stem from this. Development proposals within the AONB landscape will be required to demonstrate a contextual understanding and response to the unique and characteristic attributes of the site and its setting and to demonstrate how the proposed development positively responds to these in conserving and enhancing the designated landscape.

Policy PD P17: Farm diversification and infrastructure will generally be supported where they provide sustainable rural businesses, enhance local distinctiveness and cultural heritage and where the development is of a scale, design and location that can be accommodated within the sensitive landscapes of the AONB.

Policy PD P18: The conversion of existing redundant agricultural (and other similar) buildings to form dwellings will only be supported where:

- The existing buildings are characteristic, historic, vernacular buildings which are recognisably an important part of the local built and landscape context; and
- The existing buildings are worthy of retention in their own right; and
- The conversion very substantially retains the scale, character and appearance of the original building with repair generally preferred to renovation; and
- The conversion does not give rise to the introduction of uncharacteristic fenestration or domestication of the setting or the introduction of conspicuous domestic paraphernalia into the setting of the building. The conversion of redundant existing agricultural (and other) buildings such as pole barns, simple concrete block barns or portal frame buildings which in the absence of an agricultural use would form alien elements in the landscape will not generally be supported.

LS-P2: Approach the conservation and enhancement of the AONB according to landscape-led principles based upon landscape and seascape character as required by Planning Policy and Guidance

LS-P3: Safeguard and enhance characteristic high levels of peace and tranquillity in the AONB with dark night skies by minimising noise, intrusive development and light pollution.

LS Objective 1: Maintain and enhance landscape character through sustainable farming, forestry and woodland practices which reflect and reinforce landscape character and seek to ensure that policy and fiscal support for this is optimised.

The AONB Management Plan appendix i provides guidance on agricultural buildings, establishing a series of principles, with which this NP policy aligns. The AONB MP principles specify that: ‘in general new agricultural buildings should be sited to:

- Be closely related to existing farm buildings (avoiding obscuring existing characterful farm buildings in key views);
- Respect the setting of Listed Buildings and other heritage assets;
- Be accommodated within the folds of the landscape avoiding skyline locations.
- The sympathetic use of changes of ground levels can assist in accommodating agricultural buildings in the landscape – avoiding unnatural platforms or bunding;
- Where possible and appropriate to be backclothed by existing woodland or field boundaries (or new woodland and field boundaries which reflect the local landscape character);

- Retain (and where appropriate reinforce) existing tree cover, Cornish hedges and field patterns; and
- Retain and re-use existing access.

In general new agricultural buildings would be preferred to:

- Use smaller buildings in preference to larger ones. A number of smaller buildings may be more easily accommodated in the landscape than a single large building;
- Reflect the ridge and eaves height of existing farm buildings;
- Prefer narrow to wide building spans, breaking down large ridge runs where required;
- Use stepped roofs where appropriate to break down the scale of roofscapes;
- The use of characteristic tree planting can greatly assist the assimilation of new agricultural buildings into the landscape.
- Often very limited characteristic planting can provide very substantial benefit (and biodiversity net gain);
- Fibre cement is a generally preferred roofing material for its non-reflective properties, but should be preferred in darker colours (such as anthracite);
- Roof-lights should be minimised, but where required concentrated on the least visible pitch of the roof;
- As a result of its reflective properties profiled steel sheeting is neither the preferred material for roofs nor elevations, but where used should be dark in colour and matt finish. Fibre cement sheeting and timber finishes are typically preferred.
- Typically pre-treated (locally sourced) softwood is preferred for elevations;
- Local stone is preferred for plinth walls in preference to concrete block or concrete panel walls.
- The detailing of new agricultural buildings should provide shadow lines at eaves, above plinth walls and at doors and openings in order to break down the perception of their scale.
- The construction of new agricultural buildings is often associated with new areas of hardstanding and the need for lighting.
- The issues related to the building such as water run-off, slurry management and light spill need to be considered.
- Water run-off may provide opportunities for biodiversity enhancement and the roofs
- of new agricultural buildings may provide opportunities for the sensitive siting of solar panels on roofs.

NP policy EB2 also aligns with the principles laid out in Cornwall's Biodiversity Supplementary Planning Document, a material consideration for decision making on development proposals. It states that: 'Local planning authorities should take into account the economic and other benefits of the best and most versatile agricultural land. Where development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality.'

The World Heritage Site (WHS) Management Plan describes the outstanding universal value (OUV) of Parish heritage landscapes as comprising the 'patchwork of small holdings and farms associated with the great mining estates, where the mineworkers cottages are dispersed in a landscape of small fields and small groups of miners' cottages are set within early nineteenth century miners' smallholdings.'

This NP policy supports conservation of the OUV of agricultural landscapes, supporting the following WHS Management Plan policies:

- WHS Policy C5 - Landscape, nature conservation and agri-environment management regimes should have regard for the authenticity and values of the Site
- WHS Policy P2 – All relevant strategic planning documents should make provision for the protection, conservation and enhancement of the Site and its setting
- WHS Policy P8 – Developments outside the Site that will adversely affect its OUV will be resisted

The Cornwall and West Devon Mining Landscape World Heritage Site Supplementary Planning Document (SPD) provides guidance to support planners in determining whether proposed developments would be likely to affect the Outstanding Universal Value (OUV) and international significance of the World Heritage Site. It specifies that heritage features and landscapes are an important part of the OUV and that the concept of ‘setting’ is an important one within the WHS. Setting is defined as the physical and cultural context in which the inscribed areas lie. The setting of the Site requires protection because it affects the way that the Site is viewed and perceived in its surrounding landscape. Agricultural landscapes are a key part of the settling of the WHS in this Parish.

Cornwall Council’s Strategic Economic Plan 2017–2030 and its Environmental Growth Strategy 2015–2065, underline the importance of long-term sustainable land management and food production. The above NP policy directly supports these objectives.

Cornwall Council have developed a guide on planning requirements where development activity may impact on contaminated land: The ‘Land Affected by Contamination, Developers Guide and Information Requirements for Planning Applications Version 1.1 July 2017’ provides guidance on the role and responsibilities of the developer, the local planning authority, and on the risk assessment process. The above NP policy aligns with this guidance and underlines the importance of assessing the risks to agricultural land and to the health and safety of agricultural production associated with disturbance of contaminated land. A considerable number of old mining sites exist throughout the AONB and WHS areas of this Parish and these can be associated with high levels of arsenic and heavy metals which can be dangerous if they enter the food chain. This policy underlines the need to ensure that development planning effectively assesses these risks, following the guidance provided by Cornwall Council.

The National Planning Policy Framework (NPPF)

This NP policy aligns with the following provisions in the NPPF:

Paragraph 84b specifies that: Planning policies and decisions should enable...b) the development and diversification of agricultural and other land-based rural businesses;

Paragraph 174 point (b) specifies that planning policies and decisions should recognise ‘the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland.’

Annex A of the Planning Policy Statement 7 (PPS7) also provides some useful guidance on how essential functional need can be defined: ‘A functional test is necessary to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. Such a requirement might arise, for example, if workers are needed to be on hand day and night:

- (i) in case animals or agricultural processes require essential care at short notice
- (ii) to deal quickly with emergencies that could otherwise cause serious loss of crops of products, for example, by frost damage or failure or automatic system.’

The National Government Guidelines on Assessing Planning Applications on Agricultural Land also provided important information for this NP policy. These Guidelines underline that UK government policies and legislation ‘aim to protect the best and most versatile (BMV) agricultural land and soils in England from significant, inappropriate or unsustainable

development proposals' specifying that: 'Developers and local planning authorities (LPAs) should refer to the following government policies and legislation when considering development proposals that affect agricultural land:

Government White Paper - The Natural Choice: securing the value of nature, which underlines the importance of protecting soils and emphasises that the planning system must:

- put a value on natural capital such as fertile soil
- encourage local authorities to promote multi-functional development to get the most from land
- protect the best and most versatile (BMV) agricultural land

Planning Practice Guidance for the Natural Environment, paragraphs 25 & 26 that explain why planning decisions should take account of the value of soils and BMV agricultural land.

Town and Country Planning Development Management Procedure (England) Order (DMPO) 2015 Schedule 4(y) which requires that planning authorities must consult Natural England on certain development proposals affecting BMV agricultural land.

Agricultural Occupancy Conditions

In special circumstances, the conversion of an existing building or construction of a new dwelling, may be permitted outside Development Boundaries under an Agricultural Occupancy Condition (AOC). AOC limits occupation of the proposed dwelling to a person who meets the requirements for agricultural-tie buildings outlined in the Town and Country Planning Act 1990. Sufficient guarantee of such occupancy restriction is achieved through a Section 106 planning obligation under the Town and Country Planning Act, to ensure that the AOC clause appertains to first and all future occupation of the dwelling, in perpetuity.

In line with these requirements, development proposals submitted under AOC provisions should provide clear evidence that there is an essential, current need for the building, in order to sustain the operation of a long-term, established and viable farming business in the Parish, for a person, solely or mainly employed in the farming business¹¹⁷, or the widow, widower or dependent of such a person, to live in the proposed location. The agricultural business should have been operational for at least 10 years.

POLICY EB 3: Campsites and Holiday Accommodation

Policy Intent: To ensure that development associated with the creation or expansion of campsites and other holiday accommodation facilities, is sensitively integrated into local AONB and WHS landscapes, and that planning decisions are based on clear assessment of potential social, economic and environmental impacts.

Policy EB 3: Campsites and Holiday Accommodation

Proposals for new campsites or holiday accommodation facilities will be supported where they are in accordance with Policy 5 of Cornwall Local Plan and:

- i. of an appropriate scale and design that will be well integrated into its landscape setting and not located in a visually prominent position, protect public visual amenity value of designated landscapes including the WHS and conserve and enhance the AONB; and
- ii. in accordance with the provisions of relevant AONB or WHS Management Plan policies; and
- iii. will achieve net gains for biodiversity in accordance with national policy; and will not result in negative environmental impacts, such as from pollution, disturbance to wildlife or habitats,

¹¹⁷ as defined in section 336 of the Town and Country Planning Act 1990

changes to natural drainage systems, or impacts on local heritage landscapes and assets; and

iv. residential amenity is protected and disturbance to local residents, businesses and the environment is minimised, including from noise pollution and traffic flow; and

v. external lighting is at the minimum required for safe operation and located sensitively; and

vi. the road capacity is adequate to support the volume of vehicles which the campsite is predicted to generate. Particular consideration should be given to assessing the potential impact of increased traffic flow on the safety of pedestrian and equestrian users of local lanes, and on vehicular congestion, considering the narrowness of Parish lanes.

The Parish will not support the creation of new access routes through the open countryside. All developments that are likely to generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment as appropriate; and

Across all provisions in this policy, assessment of the suitability of the location for the type and scale of proposed development should include consideration of existing pressures from campsites and holiday accommodation facilities.

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Public consultation highlighted concern over increasing levels of holiday accommodation and tourist numbers in the Parish, and the impact that this is having on local communities, AONB and WHS landscapes, and on non-tourism related businesses. Several campsites have been established in this and neighbouring Parishes over recent years. This includes commercial sites, which require a licence and planning permission, and private caravan clubs or 'freedom' campsites which do not, as well as increased private use of land for the placement of caravans and 'wild camping'. Public consultation responses emphasised the need to consider the cumulative impact of campsites and camping across the Parish.

The natural beauty and heritage character of the Parish, its beaches, wildlife and coastal scenery, and the network of public footpaths and bridleways are highly valued by local residents, and are also core to the area's attraction for tourism. There is concern that expansion of campsites, and other holiday accommodation facilities, if not planned for and managed effectively, will impact on the very qualities of this Parish that are valued by local people and tourists alike.

This NP policy aims to support the Parish in achieving sustainable, low impact tourism, with minimal impact on natural and heritage landscapes, biodiversity, local-residents and non-tourism businesses. It should be used alongside other relevant policies within this NP; those of core relevance include policies NLB 1 to 6, CW 1 to 5, HTA4 and HCA 1 and 2.

Development proposals for campsites or other holiday accommodation facilities in Perranuthnoe Parish

In order to support effective assessment of development proposals against the provisions in this NP policy, the Parish encourages applicants to include: comprehensive Plans, a clear Design and Access Statement, and where relevant environmental, heritage, social or economic assessments, to clearly demonstrate that the development is of an appropriate scale and design and will be well integrated into its landscape setting, with minimum disturbance to residents, local businesses and the environment. The following elements should be included:

- Locational plans showing the proposed facility within the surrounding landscape, highlighting the location of any footpaths, bridleways, heritage sites or assets, residential areas, farmland, businesses, places of public importance, environmentally sensitive areas, and any other local assets of significance; and

- Detailed plans showing the location, size, scale, layout and landscaping of the facility and proposed vehicular and non-vehicular access routes to/ from the facility; and
- Locational plans of the proposed site in relation to other campsites, caravan parks (both commercial and private) or similar holiday accommodation facilities in this and neighbouring Parishes, alongside information on the size and type of existing sites; and
- A Design and Access Statement giving descriptions and diagrammatic representations of the layout, scale, size, design, type and landscaping of the proposed development, and how impacts on adjacent communities, businesses and surrounding landscapes have been considered and will be minimised. The proposal should include information on the facilities to be provided at the site, which should be adequate for the level and type of use proposed¹¹⁸, including for storage and removal of all waste associated with operation of the site. Regulations approval is required for septic tanks, and associated drainage works, and for permanent buildings such as toilet blocks; and
- Information on the type, number and distribution of lights. Lighting should be the minimum required for safe operation of the site. If artificial lighting is to be installed across the site, the proposal should be accompanied by a Lighting Scheme and Specification Assessment (LSSA)¹¹⁹; and
- Detail on the number of days per year that the facility will operate, its capacity in terms of number of persons accommodated and vehicle parking, and an operational plan which demonstrates that the facility will be professionally managed on-site, and there will be minimal disturbance to local residents, businesses and the environment, including from noise pollution and traffic flow; and
- Assessment of how the proposed development aligns with AONB or WHS Management Plan policies, and the Cornwall Local Plan. The development proposal should demonstrate that the site will be well integrated into its setting, will not be located in a visually prominent position, or detract from the public visual amenity value¹²⁰ of AONB / WHS designated landscapes.
- Any environmental or heritage impact assessments, relevant to the site

Alignment with County and National Plans, Guidelines and Frameworks

The Caravan Sites and Control of Development Act (1960) specifies that planning permission and a Site Licence are required for campsites. It requires that (subject to certain exceptions) no occupier of land shall “cause or permit” any part of their land to be used as a caravan and/or camping site unless they hold a current site licence in respect of the land.

The Act defines caravan as “any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted”.

Under Section 269 of the Public Health Act 1936 a site licence is required if a person allows any land occupied by them to be used for camping (tents only) purposes on more than forty two consecutive days or more than sixty days in any twelve consecutive months.

Site licences may only be issued after the relevant planning permission has been obtained for the site. Cornwall Council provides further information on the following website:

¹¹⁸ Including meeting all county planning and health and safety requirements

¹¹⁹ NP Policy NLB 3 provides further guidance.

¹²⁰ Public amenity value is defined as the characteristics that influence and enhance people's appreciation of a particular area. These values are derived from the pleasantness, aesthetic coherence and cultural and recreational attributes of an area.

<https://www.cornwall.gov.uk/advice-and-benefits/licences-and-street-trading/caravan-and-campsite-licensing/>

The Cornwall Local Plan (CLP) emphasises that ‘the quality of Cornwall’s landscapes, seascapes, towns and cultural heritage, enables tourism to play a major part in our economic, social and environmental wellbeing’ and that ‘Cornwall’s outstanding and distinctive historic environment is an important irreplaceable resource that contributes to our economy, tourism, education, culture and community identity.’

CLP Policy 5 is focussed on: Business and Tourism. It specifies that:

1. To ensure a continued supply of appropriate business space, proposals for new employment land and uses should be:

a) well integrated with our city, towns and villages; or

b) within areas that are well served by public transport and communications infrastructure; or

c) in the countryside and smaller rural settlements be of a scale appropriate to its location or demonstrate an overriding locational and business need to be in that location such as farm diversification; or

d) an extension to an existing business where re-location would be impractical or not viable.

NP Policy EB3 provides specific local planning provisions to support the application of CLP Policy 5 to the Parish context. It aims to help ensure that development associated with campsites and holiday accommodation does not result in negative impact on the outstanding and distinctive environmental beauty and heritage character of Parish landscapes and settlements.

Cornwall Local Plan Policies 2, 7, 16, 23 and 24 also have relevance to this NP policy.

The AONB Management Plan describes how Cornwall’s landscape, cultural heritage and local distinctiveness directly underpins the economy of Cornwall.

The Plan’s section on Sustainable Communities and Economies (SCE) has the following Aim ‘To ensure the Cornwall AONB is a natural place for growth through: Increased emphasis on and development of sustainable local economies; Improved support for AONB businesses e.g. planning support, funding and marketing advice; Better promotion of the Cornwall AONB and use of the protected landscape as a marketing tool, to achieve a higher value product and improve competitiveness and increased social and capital investment in the protected landscape.’

This NP policy supports the following AONB MP policies:

SCE P3 Value and protect the landscape and seascape of Cornwall AONB. Support sustainable management of tourism, where this does not adversely impact the landscape character of the AONB.

SCE P5 Support economic and employment facilities within AONB communities which respect and enhance the historic environment, local vernacular and settlement pattern

The National Planning Policy Framework (NPPF) includes provisions relevant to this Neighbourhood Plan policy in particular paragraphs:

113. ‘All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.’

174. Planning policies and decisions should contribute to and enhance the natural and local environment by.... b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland...’

176: Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas, and should be given great weight in National Parks and the Broads. The scale and extent of development within all these designated areas should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas.

185. Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should:

- a) mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life; and
- b) identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason; and
- c) limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

NP policy EB 3 also aligns with Natural England SEO Principle 3: Sustainably manage the visitor pressure associated with this distinctive landscape to ensure that the numerous recreational opportunities, such as the South West Coast Path and high-quality beaches, continue to be enjoyed sustainably by the local community and visitors.

POLICY EB 4: Equestrian Development

Policy Intent: To help ensure that equestrian development is integrated sensitively into its local AONB or WHS landscape setting, does not detract from the amenity value for walkers or other users of public rights of way, and remains solely for equestrian use.

Policy EB 4: Equestrian Development

1: Development proposals associated with equestrian development will be supported where:

- i. The development is well integrated into its surroundings and will not impact on the public visual amenity value of landscapes or settlements within the AONB or WHS and new buildings or structures, wherever possible, are located adjacent to existing buildings. The Parish encourages hedge or tree planting to screen any new structures; and
- ii. The use of outdoor lighting is the minimum required for safe operation and located sensitively; and
- iii. Adequate parking space is provided including for equestrian business related development. This should be sensitive to the location and not result in congestion or restricted access; and
- iv. Ecosystem connectivity is maintained. The Parish encourages the use of Cornish hedges or natural hedging for boundaries; and
- v. Where the amenity for walkers and other users of the public rights of network is protected;

2: If planning approval is granted for permanent structures, conditions or a Planning Obligation, should be included to ensure that the building(s) remains solely for equestrian use, in perpetuity.

Where planning permission is required proposals for the conversion of equestrian buildings to residential uses will not be supported.

Justification and Evidence Base: Why this Policy is needed and how it aligns with higher level Plans and Frameworks

Development associated with the use of land for keeping horses ordinarily requires planning permission. This includes for:

- private use, including the construction of stable blocks, hard standing and exercise arenas, hay barns, feed stores, tack rooms, new gateways, tracks or access points on to highways, permanent jumps, permanent shelters, lighting and engineering works. Planning permission may not be required for the private stabling of horses if the stables are erected within the domestic curtilage of a dwelling house, and if the horses are kept solely for the personal enjoyment of the residents of the house.
- commercial use, such as for riding schools and arenas, stud farms, racing or livery stables. The Parish does not support the construction of new large-scale indoor arenas or similar facilities in AONB or WHS designated areas of this Parish.
- change of land-use from agricultural to equestrian, unless the grazing of horses is deemed an agricultural use.

The use of land as fields for horses can contribute positively to maintaining valued landscape character across the Parish and to the enjoyment of those landscapes by both local communities and visitors. Equestrian development can work to maintain small field systems, conserve the hedgerows and Cornish hedges, which define them, and enhance ecological corridors and areas of importance for wildlife. Many members of local communities enjoy riding as do visitors and there is a greatly valued network of bridleways across this and neighbouring Parishes. Change of land-use from agricultural to equestrian can, however, also significantly alter the character of local landscapes and remove habitats important for wildlife and biodiversity. Issues of concern include if hedges are replaced with panel fencing; farm tracks are covered in gravel or tarmac; and if structures associated with the keeping of horses are built in visually prominent locations or are out of keeping with the landscape character of the area. The Parish strongly encourages those who keep horses to consider how they can contribute positively to the landscape character of the Parish and can actively support biodiversity conservation, in line with the provisions in this and associated policies in this NP.

Public Consultation highlighted concern over the risk that development associated with the use of land for keeping horses may result in inappropriate development in rural landscapes, on sites where it would not normally be allowed. There were recommendations on the need for local planning guidance within the NP, to help ensure that where change of land-use from agricultural to equestrian is permitted, this does not lead to that land subsequently being deemed suitable for residential development. There are also concerns over the implications of land-use change from agricultural to equestrian, relative to impacts on the distinctive local character of AONB and WHS landscapes. Issues raised included where large modern fencing is erected in place of natural or Cornish Hedges, and when stables are permitted in visually prominent locations, the design and scale of which are not sensitive to surrounding landscape character.

Under national policies and legislation planning permission is normally required for development associated with equestrian use of land, and for change of use from agricultural to equestrian. The Town and Country Planning (General Permitted Development) (England) Order 2015 (GDPO 2015) requires planning permission for ‘the carrying out of building, engineering, mining or other operation in, on, over or under land’; or the making of any material change of use of any buildings or other land’. The change of land use from agricultural to equestrian is normally deemed to be a material change of use.

Most development associated with equestrian use requires planning permission including for: the construction of stable blocks, hard standing and exercise arenas, hay barns, feed stores, tack rooms, new gateways, tracks or access points on to highways, permanent jumps, permanent shelters, lighting and engineering works. Planning permission may not be required for the stabling of horses if the stables are erected within the domestic curtilage of a dwelling house, and the horses are kept solely for the personal enjoyment of the residents of the house.

Some exemptions may be provided under - Part 4 Class B - England - GPDO 2015 which relates to temporary uses of land. This class permits the temporary use of open land for between 14 and 28 days in any calendar year. The temporary use of agricultural land for non-agricultural purposes can support non-agricultural diversification-type activities such as equine activities. Section 336 of the Town and Country Planning Act 1990 defines 'Agriculture' as: "horticulture, fruit growing, seed growing, dairy farming, the breeding and keeping of livestock (including any creature kept for the production of food, wool, skins or fur, or for the purpose of its use in the farming of land), the use of land as grazing land, meadow land, osier land, market gardens and nursery grounds, and the use of land for woodlands where that use is ancillary to the farming of land for other agricultural purposes".

NEIGHBOURHOOD PLAN IMPLEMENTATION

The policies in this Neighbourhood Plan provide the local decision-making framework for development planning in the Parish. All policies are mutually supportive and of equal importance. They should be used as part of an integrated approach to development planning.

Once adopted by Cornwall Council, the Neighbourhood Plan becomes part of the statutory development plan for this area. The planning policies in it should be used and acted upon by decision-makers, consultees and developers through the standard development planning process. Planning law requires that development proposals are determined in accordance with the development plan.

The Neighbourhood Plan will only be effective in supporting sustainable development outcomes, however, if its policies are actively and effectively used by developers and decision-makers. Public consultation revealed frustration with the way in which the planning system currently works, and the implications for Parish communities, designated local landscapes and settlements. Concerns were repeatedly raised over the number of planning applications that are approved which contain inaccurate, incomplete or unclear information; and that decision-making on development proposals often does not appear to consider impacts on communities, or designated areas, or be based on clear understanding of the local context. Consultees pointed to the fact that decision-making based on imprecise or inaccurate information and assessment can have significant long-term negative impacts on people and places.

There is optimism that the policies in this Neighbourhood Plan may help to achieve a more locally responsive and informed planning process. Design of the NP has been based on an extensive research and consultation process, in order to establish policies that respond directly to the local context. The consultative process emphasised that development planning works most effectively through a collaborative approach that respects people and place.

In the conceptualisation and design of proposals, developers are encouraged to also follow a consultative process and to discuss their proposals with neighbours, affected parties and the Parish Council, prior to submission to Cornwall Council. Development proposals should provide clear, complete and accurate information, in adequate detail to enable informed assessment of the development or land-use change proposed, and of the potential impacts of it on people and place.

The National Planning Policy Framework (NPPF) underlines in paragraph 43 that 'The right information is crucial to good decision-making, particularly where formal assessments are required'. It is important for clear and accurate data and information to be provided within planning applications, to avoid the danger of ill-informed decision-making. The level of detail provided should be pertinent to the stage of the planning process and type of development proposed, so as to provide decision makers with the information they need to make an informed assessment.

The NPPF also provides guidance on the way in which Neighbourhood Plans can complement the strategic policies within Local Plans. In paragraph 13 it specifies that: 'Neighbourhood plans should support the delivery of strategic policies contained in local plans or spatial development strategies; and should shape and direct development that is outside of these strategic policies'. Paragraph 21 states that: 'Strategic policies (in Local Plans) should not extend to detailed matters that are more appropriately dealt with through neighbourhood plans or other non-strategic policies.' The policies within Perranuthnoe Parish Neighbourhood Plan aim to provide the local detail and guidance to enable broader county strategic policies to be applied appropriately at the local level.

Cornwall Council has a 'plan, monitor and manage approach' for delivery of the Cornwall Local Plan (CLP), and the Parish will adopt a similar approach for delivery of this Neighbourhood Plan. Perranuthnoe Parish Council will oversee and monitor implementation of the NP, in partnership with Cornwall Council, Parish communities, and in consultation with key stakeholders, including the AONB and WHS. The Parish Council will work with its partners to support effective delivery of the Plan, monitoring the effectiveness of NP implementation annually through a consultative process.

Monitoring of NP implementation is an important part of the process. It will provide information to enable all relevant parties to understand how the NP is being used, and what impact it is having. Monitoring will also provide important information to guide revision and renewal of the Neighbourhood Plan in 2030. The Parish Council will lead the process in partnership with Parish communities and the LPA. A monitoring assessment should be undertaken each year to identify how NP policies are being implemented, any issues of concern, and recommendations for strengthening the delivery and implementation of the NP. Monitoring of NP implementation will also provide Parish level information relevant to the AONB and WHS, and if implemented effectively, will contribute to the achievement of relevant objectives within their own Management Plans.

Through this Neighbourhood Plan, Perranuthnoe Parish aims to provide the local planning framework, baseline information, evidence base and guidance on which to plan for positive and sustainable development. It is hoped that by effective implementation of the Neighbourhood Plan policies, it will be possible to achieve decision-making that is well-informed and tailored to the local context. Through active and effective implementation of this Neighbourhood Plan, development planning will then be able to contribute to the Cornwall Local Plan objective to 'protect what we know is special while taking responsibility to shape future development positively for all our residents and visitors'.