

# **PENWITH DISTRICT COUNCIL**

## **LOCAL DEVELOPMENT FRAMEWORK**

### **SUSTAINABILITY APPRAISAL REPORT**

#### **CORE STRATEGY PREFERRED OPTIONS**

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## 1.0

### INTRODUCTION

#### 1.1 PENWITH DISTRICT COUNCIL LOCAL DEVELOPMENT FRAMEWORK

The documents that will form the Penwith District Council Local Development Framework (LDF) will contain policies and proposals to guide development in the District and will gradually replace those contained in the Penwith Local Plan.

#### 1.2 THE CORE STRATEGY DEVELOPMENT PLAN DOCUMENT (DPD)

The Core Strategy Development Plan Document is included in the first phase of the LDF. It will set the long-term vision, objectives and strategy for the spatial development of Penwith District and will provide a framework for promoting and controlling development.

The Core Strategy DPD will provide a strategic direction to the LDF preparation process and will be an umbrella document informing the preparation of the other Local Development Documents (LDD's). The Core Strategy Objectives will be based on the eight themes of the Penwith Vision 2025 the sustainable community strategy for the District.

#### 1.3 SUSTAINABILITY APPRAISAL – BACKGROUND

The purpose of Sustainability Appraisal is to promote sustainable development. Sustainability Appraisal focuses on the significant social, environmental and economic effects of the LDF, ensuring that the LDF takes a range of sustainability objectives into account.

Sustainable Development is the core principle underpinning planning. At the heart of sustainable development is the simple idea of ensuring a better quality of life for everyone without compromising the quality of life of future generations. The planning system has a key role to play in the implementation of the Government's **Sustainable Development Strategy 'Securing the Future', 2005**. The Strategy is based on five guiding principles:

- Living within environmental limits;
- Ensuring a strong, healthy and just society;
- Achieving a sustainable economy;
- Promoting good governance; and
- Using sound science responsibly.

Spatial plans have a significant role to play in helping to achieve the objectives of sustainable development. In applying the principles of sustainable development planning authorities need to consider how their plans will achieve outcomes which enable social, environment and economic objectives to be achieved together over time. The UK Sustainable Development Strategy identifies four priority areas for action:

- **Sustainable Consumption and Production** – this means not only looking at how goods and services are produced but also the impacts of products and materials across their whole life-cycle. Sustainable Consumption also includes reducing the inefficient use of resources and breaking the link between economic growth and environmental degradation.
- **Climate Change and Energy** – The effects of a changing climate due to increases in greenhouse gas concentrations are already evident. Temperatures and sea levels are rising, ice and snow cover are declining and the consequences could be catastrophic for the natural world and society. We need to seek to secure a profound change in the way we generate and use energy and in other activities which release greenhouse gases into the atmosphere. At the same time we need to prepare for the climate change that cannot now be avoided.
- **Natural Resource Protection and Environmental Enhancement** – Natural resources are vital to our existence and that of communities throughout the world. We need a better understanding of environmental limits, environmental enhancement and recovery where the environment is most degraded to ensure a decent environment for everyone, and a more integrated policy framework.
- **Sustainable Communities** – sustainable communities embody the principles of sustainable development at the local level. This will involve working to give communities more power and say in the decisions that affect them; and working in partnership at the right level to get things done.

Planning Policy Statement 1 'Delivering Sustainable Development' states that planning should facilitate and promote sustainable and inclusive patterns of urban and rural development by:

- Making land available for development in line with economic, social and environmental objectives to improve people's quality of life;
- Contributing to sustainable economic development;
- Protecting and enhancing the natural and historic environment, the quality and character of the countryside and existing communities;
- Ensuring high quality development through good and inclusive design, and the efficient use of resources; and
- Ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.

Sustainable development will be a central consideration in the preparation of the Penwith District Local Development Framework. The

council will apply sustainability appraisal methodology to the emerging documents to ensure that economic, social and environmental issues are appraised in an holistic manner.

Our Sustainable Community Strategy the '2025 Vision' will provide a strong basis for action to deliver sustainable development objectives reflecting the needs and aspirations of our local communities. The eight themes of our 2025 Vision will be used as a basis for establishing the baseline and scope of the sustainability appraisal process.

#### **1.4 THE REQUIREMENT FOR SUSTAINABILITY APPRAISAL (SA)**

The Planning and Compulsory Purchase Act 2004 introduces a requirement to carry out Sustainability Appraisal (SA) as an integral part of preparing local development documents. Sustainability Appraisal helps planning authorities fulfil the objective of contributing to the achievement of sustainable development in preparing their plans.

Planning Authorities are also required to conduct a Strategic Environmental Assessment (SEA) of local development documents in accordance with the requirements of European Directive 2001/42/EC.

The requirement to carry out a Sustainability Appraisal and a Strategic Environmental Assessment are distinct. However, government guidance is that it is possible to satisfy the requirements of both through a single appraisal process. The methodology for Sustainability Appraisal (Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks – Office of the Deputy Prime Minister) is intended to ensure that Sustainability Appraisals meet the requirements of the SEA Directive and widens the Directive's approach to include social and economic issues as well as environmental issues.

SA is an iterative process that identifies and reports on the likely significant effects of a plan and the extent to which implementation of the plan will achieve the social, environmental and economic objectives by which sustainable development can be defined. The Government expects Local Planning Authorities to take an integrated approach to achieving these objectives in their plans, seeking to optimise benefits across each objective.

The SA Process should:

- Take a long-term view of whether and how the area covered by the plan is expected to develop, taking into account the social, environmental and economic effects of the proposed plan;
- Provide a mechanism for ensuring that sustainability objectives are translated into sustainable planning policies;
- Reflect global, national, regional and local concerns;

- Provide an audit trail of how the plan has been revised to take into account the findings of the SA;
- Form an integral part of all stages of plan preparation, and
- Incorporate the requirements of the SEA Directive.

## **WHO SHOULD UNDERTAKE SUSTAINABILITY APPRAISAL?**

The production of the SA is the responsibility of the planning authority. Penwith District Council intends to undertake the scoping process in-house and use members of the proposed West Cornwall Together's (the Local Strategic Partnership for Penwith and Kerrier) Sustainability Steering Group to undertake the appraisal process. This Group will include officers of Penwith District Council working independently from, but in consultation with, officers responsible for the production of the Local Development Framework Documents. The Sustainability Consultants (Levett and Thierevel) will provide the appraisal group with specialist advice and training.

## **CONSULTATION ON THE SUSTAINABILITY APPRAISAL**

The first stage in the production of a Sustainability Appraisal process is preparation and consultation on the Scope of the SA.

Guidance in the ODPM's consultation paper 'Sustainability Appraisal of Regional Spatial Strategies and the Local Development Frameworks' states that the 'SA should also involve the public. This should be built into the preparation process for the plan and SA Report from the beginning and sufficient time allowed at each stage'. In addition, it states that 'responses to consultation must be taken into account during the preparation of the plan and before its adoption'. When an LDD is adopted, there must be a statement made available to the public on how the SA, and the representations made on it, have been taken into account in the LDD.

All sections of this report are subject to consultation. In particular, comments are sought on the scope and content of the preliminary Sustainability Appraisal Framework, the assessment of local sustainability issues and whether there are any gaps in our assessment.

The stages of a Sustainability Appraisal (as set out in the ODPM guidance) are as follows:

<b>Table 1 – Sustainability Appraisal : Stages and Tasks</b>		
<b>STAGE A : SETTING THE CONTEXT AND OBJECTIVES, ESTABLISHING THE BASELINE AND AGREEING THE SCOPE OF THE APPRAISAL PROCESS</b>		
STAGE	TASK	PURPOSE
A1	Identify other relevant plans, programmes and sustainability objectives	To document how the plan is affected by outside factors and suggest ideas for how any constraints can be addressed
A2	Collect baseline information	To provide an evidence base for sustainability issues, effects prediction and monitoring
A3	Identify sustainability issues	To help focus the SA and streamline the subsequent stages
A4	Developing the SA Framework	To provide a means by which the sustainability of the plan can be appraised
A5	Testing the plan objectives against the SA Framework	To ensure the overall objectives of the plan are in accordance with sustainability principles and to provide a suitable framework for developing options.
A6	Consulting on the scope of the SA	To consult (in accordance with our Statement of Community Involvement) with statutory bodies with social, environmental, or economic responsibilities to ensure appraisal covers key sustainability issues.

The information gathering tasks outlined in Table 1 will together form the completed Sustainability Appraisal Scoping Document. Sustainability Appraisal is an iterative process and therefore this document will be amended and refined whilst it is still in its draft form. The output of stages A1-A6 will be consultation on the sustainability scoping report.

The following stages (outlined in Table 2) will be completed alongside the development of the strategy document. The first document which will undergo this process as part of the Penwith Local Development Framework will be the Core Strategy Document. The following stages will incorporate the consultation comments from the Stage A Scoping Report.

<b>Table 2 – Sustainability Appraisal : Stages and Tasks</b>	
<b>STAGE B: DEVELOPING AND REFINING OPTIONS</b>	
B1	Appraising issues and Options
B2	Consult on the SA of emerging Options (Note Government Guidance Circular advised that Stage B is no longer necessary as part of the SA).
	OUTPUT : CONSULTATION ON THE INITIAL SUSTAINABILITY REPORT
<b>STAGE C: APPRAISING THE EFFECTS OF THE PLAN</b>	
C1	Predict the effects of the plan, including plan options
C2	Assess the effects of the plan
C3	Mitigate adverse effects and maximise beneficial effects
C4	Develop Proposals for Monitoring
C5	Prepare the SA Report
	OUTPUT : A SUSTAINABILITY REPORT
<b>STAGE D : CONSULTING ON THE PLAN AND SA REPORT</b>	
D1	Consult on the SA report alongside the plan
D2	Appraise significant changes
D3	Decision making and provision of information
	OUTPUT : A SUSTAINABILITY STATEMENT
<b>STAGE E : MONITORING IMPLEMENTATION OF THE PLAN</b>	
E1	Monitor significant effects of the plan and publish reports
E2	Respond to adverse effects
	OUTPUT : SA MONITORING SECTION IN THE ANNUAL MONITORING REPORT

## **2.0 Task A1 – Identifying other relevant plans, programmes and sustainability objectives**

The SEA Directive requires an analysis of 'main objectives of the plan or programme and relationship with other relevant plans and programmes' and 'the environmental protection objectives established as international, community or member state level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation'.

The SA Guidance states:

'A DPD may be influenced in various ways by other plans and programmes and by external sustainability objectives, such as those laid down in policies or legislation. These relationships should be identified to enable potential synergies to be exploited and any inconsistencies and constraints to be addressed ..... The review should consider guidance at the international, EU or national level on sustainable development as well as other policy documents such as planning policy statements. Note should be made of any targets or specific requirements included within them and what these relate to'.

### **2.1 Review of other plans and programmes**

The Core Strategy DPD and the SA/SEA Scoping Report have to be framed in the context of national, regional and local objectives and strategic planning, transport, environmental, social and economic policies. A comprehensive review of all relevant policies, plans and programmes (PPP's) has been carried out as part of the SA/SEA process. Table 3 below lists the relevant policies, plans and programmes and sustainable development objectives (PPP's) that will affect or influence the DPD and SA/SEA process. PPP's are often in a hierarchy with the same issue covered in increasing detail from international down to local PPP's. This initial list of PPP's will form part of the first consultation process and may be expanded and altered on receipt of stakeholder feedback.

Each PPP has been reviewed and the following information recorded (see Appendix A, which is available as a separate document on our website):

- Policy/Plan/Programme Name
- Proponent body
- The level at which the PPP operates (international, national, regional, local)



- Its relevance to the LDF
- Requirements/opportunities
- Gaps or anticipated problems
- Implications for the LDF
- Implications for the SA
- Useful cross-references

<b>TABLE 3 PPP'S WHICH WILL AFFECT OR INFLUENCE THE DPD AND SA/SEA PROCESS</b>
<b>INTERNATIONAL</b>
Directive 1996/62/EC Ambient Air Quality Directive
Directive 1999/30/EC Limit values for SO <sub>2</sub> , NO <sub>x</sub> , PM <sub>10</sub> and lead
Directive 2000/60/EC Water Framework Directive
Directive 92/43/EC Habitats Directive
Directive 79/409/EEC Conservation of Wild Birds
Directive 76/160/EEC Bathing Water Quality Directive
<b>NATIONAL</b>
A Better Quality of Life, A Strategy for Sustainable Development for the UK - DETR (1999)
PPS1 : Creating sustainable communities (2005)
PPS3: Housing (2006) and Delivering Affordable Housing (2006)
Draft PPS1 Annex : Planning and Climate Change (2006)
PPG4 : Industrial, commercial development and small firms
PPS6 : Planning for town centres
PPS7 : Sustainable Development in Rural Areas
PPS9 : Biodiversity and Geological Conservation
PPS12: Local Development Framework

<b>TABLE 3 PPP'S WHICH WILL AFFECT OR INFLUENCE THE DPD AND SA/SEA PROCESS</b>
PPG13: Transport
PPG15 : Planning and the Historic Environment
PPG16: Archaeology and Planning
PPG17: Planning for Open Space, Sport and Recreation
PPG20: Coastal Planning
PPG21: Tourism
PPS22: Renewable Energy
PPG23: Planning and Pollution Control
PPG24: Planning and Noise
PPG25 and Proposed PPS25: Development and Flood Risk
<b>REGIONAL</b>
A Sustainable Future for the South West: The Regional Sustainable Development Framework for the South West of England
Draft Regional Spatial Strategy for the South West
Developing the Regional Transport Strategy for the South West: Investment for the South West 2004
South West Regional Housing Strategy 2005-2016 (SW Regional Housing Body)
Sustainable Communities in the South West – Building for the Future - ODPM (2003)
The Regional Waste Strategy for the South West 2004-2020 (South West Regional Assembly)
Regional Renewable Energy Strategy for South West England 2003-2010
Revision 2010: Empowering the Region – Renewable Energy Targets for the South West
Towards 2015 – Shaping Tomorrow's Tourism – South West England (2004)
South West Biodiversity Action Plan – SW Regional Biodiversity Partnership (2004)
Regional Economic Strategy 2006 – 2015 (Final Draft) – South West Regional Development Agency

<b>TABLE 3 PPP'S WHICH WILL AFFECT OR INFLUENCE THE DPD AND SA/SEA PROCESS</b>
A Strategy for the Historic Environment in the South West – English Heritage (2004)
<b>COUNTY</b>
Cornwall Structure Plan (2004)
Cornwall Waste Development Framework (2005)
Cornwall Minerals Local Plan
Cornwall Biodiversity Action Plan (BAP)
Cornwall Community Strategy
Cornwall Local Transport Plan (LTP2) 2006 - 2011
Cornwall Heritage and Culture Strategy (2000)
Geodiversity Action Plan (GAP) for Cornwall and the Isles of Scilly
A Management Plan for Cornwall AONB (2004-2009)
Action Today for a Sustainable Tomorrow – Energy Strategy for Cornwall (CSEP, 2004)
The Cornwall and West Devon Mining Landscape Management Plan
Community Safety and Drugs Strategy 2005-2008
<b>Other documents and policies which should be considered when formulating the LDD's (some of which have been referred to in the evidence base) include:</b>
State of the Cornish Environment Baseline Edition (2002)
Cornwall and Isles of Scilly Economic Forum and Action Evidence Base (2005)
Cornwall Environmental Records Centre
Cornwall Landscape Character Appraisal (due end 2006)
Cornwall Gypsy & Traveller Accommodation Assessment (October 2006)

<b>TABLE 3 PPP'S WHICH WILL AFFECT OR INFLUENCE THE DPD AND SA/SEA PROCESS</b>
Joint Urban Housing Capacity Study (2001)
Cornwall Towns Study (2005)
Cornwall Quality of Life Survey (2004)
Cornwall Air Quality Strategy
Strategy and Action – Cornwall and Isles of Scilly Economic Development Strategy (2007)
Cornwall and Isles of Scilly Employment Space Strategic Assessment (2007)
<b>WEST CORNWALL AND DISTRICT</b>
Delivering Together, West Cornwall Together Local Strategic Partnership Strategy 2003-2006
Vision 2025 – Penwith Sustainable Community Strategy
Homes for Life in Penwith (Housing Strategy 2002/07)
Penwith Empty Property Strategy (2003)
The Penwith Local Plan (adopted February 2004)
Penwith Corporate Plan
The Hayle Area Plan 2005-2025 (consultation draft)
Kerrier Local Plan (revised deposit draft 2002)
<b>The LDD's should also take account of the following documents (some of which are mentioned in the evidence base)</b>
Penwith Tourism Strategy
SW Tourism Report – Tourism in Penwith
Penwith Corporate Plan
SPG Affordable Housing (2004) – Penwith District Council
Penwith Contaminated Land Strategy
Penwith Annual Monitoring Report (2005)

<b>TABLE 3 PPP'S WHICH WILL AFFECT OR INFLUENCE THE DPD AND SA/SEA PROCESS</b>
A Climate Change Strategy for Penwith (2006)
Urban Capacity Study 2001
Penwith Creative Industries Strategy (2000)
Penwith Parking Solutions Feasibility Study (2005)
Penzance Conservation Area Management Plan
Conservation Area Statements
West Cornwall Strategic Housing Market Assessment (Land Use Consultants)
Wave Hub Business Case Study (Arthur D. Little)
LA Best Value General Survey (2003/04)
Parish Plans and Market and Coastal Town Initiative studies
Strategic Housing Land Availability Assessment (due March 2008)
Penwith Strategic Flood Risk Assessment (draft)
Penwith Retail Study (GVA Grimley – December 2007)
Penwith Annual Monitoring Report (2006-07)
Penwith DC – Small Towns and Villages Assessment (2007)
Penwith DC – Employment Land Review (2007)

The full results of the analysis of relationships with the identified Plans, Programmes and Policies are shown in Appendix A (this is a separate document which can be downloaded in pdf format from the Penwith District Council website: [www.penwith.gov.uk](http://www.penwith.gov.uk)). These represent legislation from international to local level. The list of relevant PPP's may expand and alter during the sustainability appraisal. Where PPP's are identified as part of the consultation process they will also be reviewed. Any changes in legislation must be kept current in the SA.

All of the PPP's influence the emerging LDF to some degree. However the Penwith Sustainable Community Strategy (Vision 2025), and the draft Regional Spatial Strategy are of particular relevance. The objectives contained within these should provide the direction for planning within Penwith. The objectives of these plans are related to the sustainability objectives of the SA. These SA objectives will produce a framework in which the objectives and policies formulated within the LDF should produce the desired outcomes of these plans in a sustainable manner.

### 3. Task A2 Develop Base Line Information

Baseline information will provide the basis for predicting and monitoring effects and will help to identify sustainability problems and alternative ways of dealing with them. Sufficient information on the current and future state of the plan area should be collected to allow the plan's effects to be adequately predicted. Many of the issues identified under these cross-cut the three components of sustainability; environment, economy and society. The base line evidence report is attached as Appendix B of this report.

### Task A3 – Identifying the Sustainability Issues

#### Key Sustainability Issues

Overview of the main issues for Penwith arising from the evidence base report (See Appendix B, which is available as a separate document on our website [www.penwith.gov.uk](http://www.penwith.gov.uk))

Main Issues facing Penwith	
Social	
1	Penwith has a higher than average elderly population, there are concerns regarding the out-migration of younger people as well as the future needs of the elderly population, especially health and accessibility issues.
2	Penwith contains some of the most deprived wards in the UK, two wards in Penzance fall in the top 10% worst deprived in the country, and about 80% of all wards are in the most 20% health deprived wards nationally. The Neighbourhood Renewal Fund (delivered through West Cornwall Together – the local strategic partnership for Penwith and Kerrier districts) is working to close the gap between the least deprived and most deprived wards in the area.
3	Crime rates in Penwith are similar to or lower than national rates, however they are higher than average for the county. Crime is principally concentrated in the main population centres of Penzance and St. Ives, and Penzance is particularly considered to be unsafe.
4	Given the predominantly rural nature of Penwith the ease with which people can access services is an important and challenging issue, car ownership is low compared to the national average and the frequency of public transport provision in the more rural areas is low.
5	The unemployment rate in Penwith is one of the highest rates in the UK and is well above the regional average.

Main Issues facing Penwith	
6	As a result of the combination of low wages and high house prices, there is a real need for the provision of more affordable housing, especially rented housing.
7	The standard of housing in Penwith is significantly lower than the national average, about a quarter of all households do not have central heating and/or sole use of a bathroom. The rising cost of oil, gas and electricity could lead to a rise in the number of households living in fuel poverty.
8	The high percentage of holiday homes in some villages has had an impact on the vibrancy of rural community life and could threaten the closure of vital services e.g. village shops, schools, bus services, etc.
Economic	
1	Skills are not maintained in the workforce, the percentage of young people in full-time education or employment is considerably below the national average.
2	Earnings are extremely low compared to other parts of the UK. The poor average earnings impact upon a range of social conditions such as deprivation, affordability of housing, migration patterns and health.
3	Tourism is the single largest employment sector and it can help sustain other sectors of the local economy and support services. Tourism has long been associated with seasonal and low paid employment however the season has been extended in recent years. The increased population during the peak season places a strain on local resources and services.
4	Agriculture, although declining, is still of substantial economic importance to Penwith. The Penzance/St.Ives/Hayle area contains land of significantly high agricultural quality and there is often conflict between development pressures and the need to protect land as a non-renewable resource.
5	The fishing industry, although declining, is important for employment in Hayle, Newlyn, Sennen and St. Ives and in terms of keeping a number of ports and harbours as working facilities and there remains further potential to develop opportunities based on the growing food and drink sector.
6	Penwith has a large creative industries sector which is dominated by micro-enterprises and has a high proportion of self employment, free-lance and part-time workers. There is a lack of affordable workspace for creative sector businesses to start up and expand.
7	Poor economic performance and deprivation in Penwith is partly related to the decline of traditional sectors of the economy such as agriculture, quarrying, fishing and mining. Its relative inaccessibility and geographical location has made it difficult to attract or sustain new industries.
Environmental	
1	Most priority species characteristic of Cornwall have been rapidly declining, these species have been affected by a range of factors including agricultural and fishing techniques, pollution, climate change, disturbance and human activities. There is some evidence in parts of the district of a fragmentation of ecological corridors.
2	Penwith's tourism economy is almost entirely dependent on the wealth and diversity of the district in terms of its landscape, archaeology, ecology, culture and artistic traditions. There is a need to build on the tourism industry sector whilst at the same time ensuring that the number of visitors to the area does not lead to degradation in the quality of the environment, in terms of air pollution, waste, trampling of important wildlife habitats and damage to sites of historic interest,

Main Issues facing Penwith	
	water resources, poorly designed holiday accommodation and visual intrusion of caravan sites, etc.
3	The granting of World Heritage Site Status (St. Just area and Hayle) will bring many socio-economic benefits and could attract a significant number of visitors, however if not sensitively handled this could result in additional traffic generation and pressure on existing infrastructure, facilities and services.
4	The importance of Penwith's unique landscape and environment is reflected in the high number of national and local designations e.g. AONB, AGLV, SSSI's, conservation areas, etc., which cover a large area of the District. These designations have an impact on the amount of land available for housing growth. These designations may also limit opportunities for large scale renewable energy developments.
5	Residential and commercial development along the A30 between Mounts Bay and Hayle is affecting the visual landscape quality with new road systems, piecemeal commercial development, the loss of wetland and the fragmentation of pasture land. There is a need to reduce the impact of transport infrastructure and sea defences on the wildness of the coastal strip and to contain the impact of urban development and infrastructure associated with the A30 corridor.
6	The most significant element of change to the Penwith landscape has been due to the intensification of agricultural and horticultural practices, this has resulted in the loss of field boundaries (mostly Cornish hedges) giving way to fencing and the dwarfing of smaller farmsteads by complexes of large storage and packing sheds.
7	Traffic within the Penwith area has continued to increase in recent years with particular problems during the summer months. This has led to increased congestion and parking difficulties along with the associated concerns regarding local air quality and health in traffic hotspots and the impact on nutrient deficient heath lands and associated habitats due to the deposition of nitrogen dioxide.
8	Climate change is expected to lead to an increase in flood events, storm damage, and sea level rise which is likely to cause physical damage to habitats, infrastructure and development. Higher temperatures, intense rainstorms, etc., will affect all aspects of life in Penwith including health, leisure, biodiversity, tourism and agriculture.

#### **Task A4 – Developing the SA Framework**

**Vision 2025 (the Penwith Community Plan) identifies the key issues facing the District which need to be addressed if the community is to achieve the 20 year vision for the area. The full reviews of the relevant identified Plans and Policies are included in Appendix A. The review highlighted relevant objectives that the SA should consider.**

**The suggested Sustainability objectives have been drafted to take account of both national and local policies and plans and these have been linked to the main theme links in the Penwith Community Plan (Vision 2025).**



DRAFT HEADLINE SUSTAINABILITY APPRAISAL OBJECTIVES AND THEIR LINKAGES TO NATIONAL, REGIONAL AND LOCAL SUSTAINABILITY ISSUES/OBJECTIVES							
EU Level	National Level	Regional Level		County Level	West Cornwall Level	District Level	Draft Headline Objectives for Penwith Sustainability Appraisal
SEA Directive (Annex 1) issues covered	Headline objectives from ODPM Guidance for sustainability appraisal of Local Development Frameworks	SWRA Sustainability Appraisal Objectives for the Regional Spatial Strategy	Other Relevant Plans/Policies (this is not a definitive list)	Strategic Assessment of Cornwall Structure Plan	Delivering Together Strategy Action Plan (West Cornwall Together - Penwith/Kerrier Local Strategic Partnership	Vision 2025 – Penwith Sustainable Community Plan – outcomes and action plan	
<b>Population</b>	To offer everybody the opportunity for rewarding and satisfying employment	<b>Develop the economy in ways that meets people's needs</b> Give everyone in the region access to satisfying work opportunities, paid or unpaid	Regional Economic Strategy 2006 - 2015	To offer satisfying and fairly paid employment to all local people seeking work	To increase the economic opportunities of residents and enterprises in West Cornwall	<b>A prosperous area with job opportunities for all</b> Sustainable and improved long-term employment opportunities for all	<b>Provide suitable employment opportunities for all.</b>
<b>Population</b>	To encourage and accommodate both indigenous and inward investment  To reduce disparities in economic performance  To encourage sustained economic growth  To enhance the image of the area as a business location  To improve the social and environmental performance of the economy	<b>Develop the economy in ways that meets people's needs</b> Meet local needs locally  Increase the circulation of wealth in the region  Harness the economic potential of the coast in a sustainable way	Regional Economic Strategy 2006-2015  Penwith Tourism Strategy  Towards 2015 – Shaping Tomorrow's Tourism  PPG21, PPS6	To develop a vibrant and sustainable economy  To promote and support sustainable tourism  To promote and support sustainable farming  To invest to secure future prosperity and quality of life	To increase the economic opportunities of residents and enterprises in West Cornwall	<b>A prosperous area with job opportunities for all</b>  Conducive to appropriate inward investment and local business growth  Raise the productivity of our business base by developing a culture of enterprise  Maximise opportunities in ports, harbours and coastal locations for both business and recreational use  Support tourism, agriculture and fishing to become sustainable industries  Support the district's emerging economic sectors  Vibrant, prosperous towns and villages that support each other and work together	<b>Support a balanced local economy that meets the needs of the area</b>

DRAFT HEADLINE SUSTAINABILITY APPRAISAL OBJECTIVES AND THEIR LINKAGES TO NATIONAL, REGIONAL AND LOCAL SUSTAINABILITY ISSUES/OBJECTIVES							
EU Level	National Level	Regional Level		County Level	West Cornwall Level	District Level	Draft Headline Objectives for Penwith Sustainability Appraisal
SEA Directive (Annex 1) issues covered	Headline objectives from ODPM Guidance for sustainability appraisal of Local Development Frameworks	SWRA Sustainability Appraisal Objectives for the Regional Spatial Strategy	Other Relevant Plans/Policies (this is not a definitive list)	Strategic Assessment of Cornwall Structure Plan	Delivering Together Strategy Action Plan (West Cornwall Together - Penwith/Kerrier Local Strategic Partnership	Vision 2025 – Penwith Sustainable Community Plan – outcomes and action plan	
<b>Population and human health</b>	To provide everybody with the opportunity to live in a decent home	<p><b>Develop the economy in ways that meets peoples needs</b></p> <p>Help everyone afford a comfortable standard of living</p> <p>Reduce poverty and income inequality</p> <p><b>Support communities that meet people's needs</b></p> <p>Help make suitable housing available and affordable for everyone</p>	<p>Housing Strategy 2002-2007 – Homes for Life in Penwith</p> <p>Sustainable Communities in the SW – Building for the future</p> <p>South West Regional Housing Strategy (2005-2016)</p> <p>PPS3 - Housing</p>	To maximise access to affordable, good quality housing.	<p>To increase the number of affordable, available, quality homes in West Cornwall</p> <p>To bring all social and private housing in West Cornwall into decent condition with most improvement taking place in deprived areas</p>	<p><b>An area with sufficient quality housing for all our community needs</b></p> <p>Deliver new affordable homes</p> <p>All residents have a realistic opportunity of a decent home that is energy efficient, healthy and designed for life, whether they own or rent</p> <p>Limit the impact of second homes</p>	<b>Provide a range of high quality, energy efficient housing of a type and cost appropriate to the community's needs</b>
<b>Population Human health</b>  <b>Material Assets</b>	To reduce poverty and social exclusion	<p><b>Develop the economy in ways that meets peoples needs</b></p> <p>Help everyone afford a comfortable standard of living</p> <p>Reduce poverty and income inequality</p>	<p>Regional Economic Strategy 2006-2015</p> <p>Sustainable Communities in the SW – Building for the Future</p> <p>PPS1</p>	<p>To reduce poverty and social exclusion and reduce the gap between the most disadvantaged and others</p> <p>To invest to secure future prosperity and quality of life</p>	<p>To develop a joint West Cornwall approach to provide supported housing for vulnerable people</p> <p>Enabling a multi-agency approach to service access and delivery</p>	<p><b>An area that supports safe, empowered and thriving communities</b></p> <p>All people will have the opportunity to access services and facilities locally</p> <p>A strong and active community with more opportunities for the young, old and vulnerable to play a positive role in the social, recreational and cultural life of the area</p>	<b>Reduce poverty and social exclusion and help everyone afford a comfortable standard of living</b>

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<b>Population and human health</b>	To improve health of the population overall	<b>Improve Health</b> Improve health Reduce health inequalities Promote health lifestyles, especially routine daily exercise	PPG17 Cornwall Community Strategy	To improve the health and well being of the population, to reduce inequalities in health and promote healthy living	To develop an improved understanding of health and well-being across West Cornwall  To raise expectations and promote health and well being across West Cornwall communities of place and interest  Enabling a multi-agency approach to service access and delivery	<b>A place where people are healthy and active</b>  Everyone in the community will have the opportunity for and access to a high quality of local health care and welfare support  Reduce health inequalities  All residents will be able to take responsibility and action to improve their health  All residents will have access to quality leisure and recreational facilities	<b>Protect and promote human health and well-being through healthy lifestyles (including walking and cycling) and health care provision</b>
<b>Human health</b>	To reduce anti-social behaviour	<b>Support communities that meet people's needs</b>  Reduce crime and fear of crime	Community Safety and Drugs Strategy for Cornwall and the Isles of Scilly (2005-08)	To reduce crime and the fear of crime	To develop an improved understanding of crime data across West Cornwall  To work towards improved local liaison and awareness of crime  To focus on key aspects of crime reduction across West Cornwall	<b>An area that supports safe, empowered and thriving communities</b>  Penwith will continue to be a safe place for people to live with a reduced fear of crime  Reduce the harm that substance misuse causes to communities, individuals and their families	<b>Promote safer and stronger communities through measures to reduce crime and the fear of crime and enhance community cohesion</b>
<b>Population Human health</b>	To improve accessibility for those most in need  To improve health of the population overall	<b>Support communities that meet people's needs</b>  increase access to and participation in cultural	Cornwall culture and heritage strategy,  PPG17 PPS1	To maximise access to community facilities and services  To maintain and make accessible historic and	To raise expectations and promote health and well-being across West Cornwall communities of place and interest	<b>An area that supports safe, empowered and thriving communities</b>  A strong and active community with more opportunities for young and old	<b>Ensure accessible opportunities for all to engage in culture, leisure and recreational activity</b>

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	To encourage a sense of community identity and welfare	activities <b>Improve health</b> Promote healthy lifestyles, especially routine daily exercise		cultural assets To improve the health and well-being of the population, to reduce inequalities in health and promote healthy living		to play a positive role in the social, recreational and cultural life of the area <b>A place where people are healthy and active</b> All residents will have access to quality leisure and recreational facilities All residents will be able to take responsibility and action to improve their health <b>A community that values and protects its distinctive landscape and environment</b> The balanced proportion of open spaces will be safeguarded and enhanced to meet needs <b>A community that protects, enhances and celebrates its culture and heritage</b> Everyone in the community will have access to a high level of cultural activity	
<b>Population</b>	To encourage a sense of community identity and welfare	<b>Support communities that meet people's needs</b> Promote stronger more vibrant communities	Penwith LDF – Statement of community involvement	Not covered in the strategic assessment	Not specifically mentioned in the strategy	<b>An area that supports safe, empowered and thriving communities</b> Local people will actively participate in decisions affecting them and have their voice heard	<b>Provide opportunities for all to participate fully in society including local democracy and decision making processes</b>

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Air Human health Climate	<p>To reduce the effect of traffic on the environment</p> <p>To improve accessibility to essential services and facilities</p> <p>To improve accessibility for those most in need</p> <p>To encourage efficient patterns of movement in support of economic growth</p> <p>To reduce contributions to climate change</p>	<p><b>Provide access to meet people's needs with least damage to communities and the environment</b></p> <p>Reduce the need/desire to travel by car</p> <p>Reduce the need/desire to travel by air</p> <p>Help everyone access basic services easily, safely and affordably</p> <p>Make public transport, cycling and walking easier and more attractive</p> <p><b>Support communities that meet people's needs</b></p> <p>Promote stronger more vibrant communities</p>	<p>Cornwall Local Transport Plan 2006-2011</p> <p>Sustainable Communities in the South West - Building for the Future</p> <p>Developing the regional transport strategy in the South West</p> <p>PPS7, PPS6, PPG4, PPS1</p>	<p>To reduce car dependency by improving transport choice and thus increasing the proportion of journeys made by public transport, by bicycle and by foot</p>	<p>Enabling a multi-agency approach to service access and delivery</p>	<p><b>An area that makes best use of its resources</b></p> <p>An efficient, integrated transport system meeting the needs of the local people and visitors</p> <p><b>An area that supports safe, empowered and thriving communities</b></p> <p>All people will have the opportunity to access services and facilities locally</p> <p><b>A community that values and protects its distinctive landscape and environment</b></p> <p>The quality of the natural and built environment will be maintained and valued</p>	<p><b>Reduce the need to travel by car/air while providing good physical access for pedestrians/cyclists/public transport users to services, facilities and other people</b></p>
Other	<p>To improve the education and skills of the population overall</p>	<p><b>Support communities that meet people's needs</b></p> <p>Give everyone access to learning, training, skills and knowledge</p>	<p>A sustainable future for the SW</p>	<p>To raise education levels, and develop life long learning and skills development opportunities for everyone</p>	<p>To increase access to training and education for working age residents in West Cornwall</p> <p>Achieving positive change in mainstream provision (4-19 year olds)</p> <p>Early years education, family involvement and</p>	<p><b>An area that provides learning opportunities for all</b></p> <p>Increase engagement in early years provision</p> <p>Maintain and improve standards of primary and secondary school education</p> <p>More opportunities for people in Penwith to access and study within Cornwall</p>	<p><b>Maximise access for all to the necessary education, skills and knowledge to play a full role in society</b></p>

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					preventing child poverty Raising attainment at ages 11, 14, 16 and 19	Access to learning in employment Community and family learning	
<b>Human health</b>	To maintain and enhance the quality of landscapes and townscapes  To improve the quality of where people live	<b>Support communities that meet people's needs</b>  Reduce crime and the fear of crime  <b>Improve health</b>  Improve health, reduce health inequalities, promote healthy lifestyles	A sustainable future for the SW  PPG17	To reduce crime and the fear of crime  To protect, enhance and encourage enjoyment of landscapes, the countryside and coastlines	To focus on key aspects of crime reduction across West Cornwall	<b>A community that values and protects its distinctive landscape and environment</b>  The quality of the natural and built environment will be maintained and valued  The balanced proportion of open spaces will be safeguarded and enhanced to meet needs  <b>An area that supports safe, empowered and thriving communities</b>  Penwith will continue to be a safe place for people to live with a reduced fear of crime  <b>A place where people are healthy and active</b>  Reduce health inequalities  All residents will be able to take responsibility and action to improve their health  All residents will have access to	<b>Create, enhance and maintain cleaner, greener and safer environments</b>

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						quality leisure and recreational facilities	
<b>Cultural heritage Landscape</b>	To conserve and where appropriate enhance the historic environment	<p><b>Support communities that meet people's needs</b></p> <p>Increase access to and participation in cultural activities</p> <p><b>Maintain and improve environmental quality and assets</b></p> <p>Maintain and enhance cultural and historical assets</p> <p>Value and protect diversity and local distinctiveness including rural ways of life</p>	The Cornwall and West Devon Mining Landscape Management Plan Cornwall Culture and Heritage Strategy PPG16	To maintain, enhance and make accessible historic and cultural assets	Not considered in Strategy	<p><b>A community that protects, enhances and celebrates its culture and heritage</b></p> <p>Promote our culture, history and heritage worldwide and ensure sustainability</p> <p>Penwith will be more widely recognised for its creative and cultural industries</p> <p>Everyone in the community will have access to a high level of cultural activity</p>	<b>Value the social and cultural diversity and the communities' local distinctiveness</b>
<b>Cultural heritage Landscape</b>	To conserve and where appropriate enhance the historic environment	<p><b>Maintain and improve environmental quality and assets</b></p> <p>Maintain and enhance cultural and historical assets</p> <p>Value and protect diversity and local distinctiveness including rural ways of life</p>	Cornwall Heritage and Culture Strategy PPG16, PPG15	To maintain, enhance and make accessible historic and cultural assets	Not considered in Strategy	<p><b>A community that protects, enhances and celebrates its culture and heritage</b></p> <p>Promote our culture, history and heritage worldwide and ensure sustainability</p> <p>Increase access to and understanding of our historic and built environment</p>	<b>Value, protect and, where appropriate, enhance the historic environment</b>

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<b>Cultural heritage Landscape</b>	To maintain and enhance the quality of landscapes and townscapes  To reduce contributions to climate change  To reduce vulnerability to climate change	<b>Maintain and improve environmental quality and assets</b> Protect and enhance landscape and townscape Value and protect diversity and local distinctiveness including rural ways of life	PPS1, PPS7	To protect, enhance and encourage enjoyment of landscapes, the countryside and coastlines  To promote a high quality of design in accordance with sustainable construction principles and techniques	Not considered in Strategy	<b>A community that values and protects its distinctive landscape and environment</b>  The quality of the natural and built environment will be maintained and valued  Adapted to and mitigated against the effects of climate change  <b>A community that makes best use of its resources</b>  <b>A community that protects, enhances and celebrates its culture and heritage</b>  Protect, promote our culture, history and heritage and ensure sustainability	<b>Create buildings and environments that complement our local distinctive landscape, and which work, look and wear well and are easily maintained</b>
<b>Soil</b>	To maintain and enhance the quality of landscapes and townscapes  To conserve soil resources and quality	<b>Maintain and improve environmental quality and assets</b>  Promote the conservation and wise use of land	Sustainable Communities in the SW – Building for the Future  PPS23	To maximise the use of previously developed land and buildings and to ensure that land is remediated as appropriate	Not considered in strategy	<b>A community that values and protects its distinctive landscape and environment</b>  <b>A community that makes best use of its resources</b>	<b>Minimise the consumption of, and reduce damage to, undeveloped land</b>
<b>Biodiversity Flora Fauna</b>	To maintain and enhance biodiversity, flora and fauna  To maintain and enhance the quality of landscapes and townscapes	<b>Maintain and improve environmental quality and assets</b>  Protect and enhance habitats and species (taking account of climate change)	Cornwall and West Devon Mining Landscape Management Plan  A Management Plan for Cornwall AONB Cornwall Biodiversity	To protect and enhance existing biodiversity and natural habitats	Not considered in strategy	<b>A community that values and protects its distinctive landscape and environment</b>  The quality of the natural and built environment will be maintained and valued  Bio and geodiversity in the District	<b>Value, protect and enhance the amount and diversity of wildlife and habitats (including geodiversity)</b>



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		Promote the conservation and wise use of land Protect and enhance landscape and townscape	Action Plan Geodiversity Action Plan, Cornwall South West Biodiversity Action Plan PPG20, PPG17, PPS9			will be protected and enhanced Adapted to and mitigated against the effects of climate change	
Climate Water Material assets	To reduce vulnerability to climate change To provide for sustainable sources of water supply	<b>Maintain and improve environmental quality and assets</b> Reduce vulnerability to flooding, sea level rise (taking account of climate change) <b>Minimise consumption of natural resources</b> Minimise land, water, air, light, noise and genetic pollution Keep water consumption within local carrying capacity limits (taking account of climate change) <b>Develop the economy in ways that meet peoples needs</b> Reduce vulnerability of the economy to climate	Penwith Climate Change Strategy PPS25, PPS23,	Not covered in the strategic assessment of the Cornwall Structure Plan	Not considered in strategy	<b>A community that values and protects its distinctive landscape and environment</b> Adapted to and mitigated against the effects of climate change	<b>Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits</b>

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		change and harness opportunities arising					
<b>Air</b> <b>Climate</b> <b>Material assets</b>	To reduce contributions to climate change  To conserve soil resources and quality  To improve air quality  To minimise the production of waste	<b>Minimise consumption of natural resources</b>  Reduce non-renewable energy consumption and greenhouse emissions  Minimise consumption and extraction of minerals  Reduce waste not put to any use	Penwith Climate Change Strategy  Action Today for a Sustainable Tomorrow – The Energy Strategy for Cornwall  Cornwall Minerals Local Plan  Waste Local Plan  Renewable Energy Targets for the SW  The Regional Renewable Energy Strategy for the SW  The Regional Waste Strategy for the SW  PPG24, PPS22, PPS10	To promote high quality design in accordance with sustainable construction principles and techniques  To achieve sustainable resources management (e.g. water, energy, minerals and materials)  To reduce the amount of waste requiring final deposit through waste minimisation and to increase in order of priority the proportion of waste reused, recycled and composted, and recovered	Not considered in strategy	<b>A community that makes best use of its resources</b>  Decrease the level of energy supplied by non-renewable resources  Decrease the average yearly increase in waste arisings and increase participation in re-use, recycling and composting schemes  Manage our water resources in the most sustainable manner  <b>A community that values and protects its distinctive landscape and environment</b>  The quality of the natural and built environment will be maintained and valued  Adapted to and mitigated against the effects of climate change	<b>Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise reuse and renewable resources e.g. energy</b>

Notes:

The Strategic Environmental Assessment (SEA) issues are the issues identified in Annex 1 of the SEA Directive. Where the draft SA objectives do not link to one of the specific SEA issues they have been labelled 'other'.

The Strategic Appraisal of the Structure Plan for Cornwall Deposit Draft 2002 was prepared by ENTEC UK Ltd for Cornwall County Council

The table below outlines what the Penwith SA Framework will look for under each of the objectives, this table also sets out the suggested indicators which will be used for sustainability monitoring purposes.

<b>Sustainability Objective</b>	<b>What the SSA will look for</b>	<b>Proposed indicators for monitoring purposes</b>
1. Employment opportunities	Encouragement for a variety of employment opportunities that different people will find attractive and that provide sufficient income. Construction of live/work space to enable home working.	% of people of working age who are in work Average hourly earnings for full-time employees Cumulative number of live/work units developed
2. Local Economy	Economic patterns that avoid unnecessary dependence on long distance trade and travel.  Promotion of local and regional markets for goods and services. Encouragement of farmers' markets and farm shops.  Encouragement to local business to adopt sustainable practices.  Promotion of more sustainable year-round tourism.	Percentage change in the total number of VAT registered businesses in the area GVA per head of population Percentage of developed serviced/estate type industrial premises occupied
3. Housing	Cost of appropriate housing relative to disposable incomes, especially for less well off people and key workers. Energy efficient development which reduces the annual cost of heating/lighting. Well integrated mix of decent homes of different types and tenures to support a range of household sizes, ages and incomes.	House price/earnings affordability ratio Average house price in area. Housing completion figures Affordable housing completion figures Number of unfit homes per 1000 dwellings Percentage of residents at risk from 'fuel poverty'
4. Poverty/Social Exclusion	Avoidance of kinds of economic development that raise housing costs or make people on lower incomes have to spend more on car travel, or buying services commercially that used to be public or mutual. Distance to, and ease of accessing, schools, shops places of work and recreation. Avoidance of discrimination against those without access to a private car and those with mobility problems.	Proportion of the population who live in wards that rank within the most 10% and 25% of deprived wards in the country. Access to services in rural areas Percentage of overcrowded households
5. Human health	Development that allows freedom from noise and pollution, and that enables lifestyles free from stress, anxiety and exhaustion. Development that avoids exposing poorer people to more pollution or noise, and that give all access to leisure and recreation. Patterns of development that make walking and cycling easy and attractive as routine methods of transport.	Percentage of households defined as within 2km of a GP Percentage of households defined as within (500m) a 15 minute walk to leisure and/or recreational facilities

<b>Sustainability Objective</b>	<b>What the SSA will look for</b>	<b>Proposed indicators for monitoring purposes</b>
6. Crime/fear of crime	Development that 'designs out crime' e.g. by providing passive surveillance and avoiding 'dead' spaces and incorporating good lighting.	All recorded crime in Penwith Fear of crime (the percentage of residents surveyed who feel 'fairly safe' or 'very safe' whilst outside in Penwith)
7. Access to culture recreation leisure	Cultural/recreational/leisure facilities integral with development. Development of 'environment/cultural based' visitor attractions that do not damage the resource they are based on.	Amount of eligible open spaces managed to Green Flag Award Status Percentage of residents defined as within (500m) a 15 minute walk to leisure and/or recreational facilities
8. Participation in local democracy and decision making	Patterns of development that allow people to meet more needs within local communities. Policies which will foster community involvement in the type, size and location of development. Development which encourages an active voluntary and community sector.	Percentage of adults surveyed who feel they can influence decisions affecting their own local area Percentage turnout for local elections
9. Reduce need to travel	Avoidance of development that encourages air travel. Distance to, and ease of accessing, schools shops, places of work and recreation. Encouragement of greater use of ICT and video conferencing Provision of bus routes and stops and safe, attractive, and direct routes for pedestrians/cyclists Patterns of development that support their use e.g. concentration of amenities in town/major village centres served by radial bus routes. Improvement of urban and rural public transport services. Development patterns that reduce the need to travel, and the avoidance of development that generates further road traffic. Improvement of alternatives to the car. Policies that encourage more efficient use of car travel (e.g. requirement for a travel plan). Policies that progressively reduce parking provision	Amount of new residential development within 30 minutes public transport time of: a GP; a hospital; a primary school; areas of employment; and a major retail centre(s)
10. Education/Skills/Knowledge	Quality and accessibility of schools, colleges, libraries. Encouragement for a diversity of choice in skills training as part of regeneration efforts.	Percentage of 15 year old pupils in schools achieving five or more GCSEs at grades A*-C or equivalent Percentage of working age population with no formal qualifications
11. Cleaner, greener, safer	Development that contributes to positive well-being, through pleasant surroundings with well-designed public and green space. Freedom from noise and pollution.	Percentage of residents who are satisfied with their neighbourhood as a place to live. Percentage of residents surveyed who consider their

<b>Sustainability Objective</b>	<b>What the SSA will look for</b>	<b>Proposed indicators for monitoring purposes</b>
		neighbourhood is getting worse % of children's play sites conforming to appropriate ROSPA standards
12. Social/Culture/ Local Distinctiveness	Location and design of development to respect and improve character and settlement setting. Policies that avoid urbanising the countryside. Encouragement for use of local/traditional building materials and skills	Losses to Areas of Great Historic Value
13. Historic Environment	Protection of culturally and historically significant assets and qualities. Not just designated sites but also non-designated such as locally valued features and landmarks.	Loss or damage to listed buildings and their settings. Loss or damage to scheduled ancient monuments and their settings. % of developments within the World Heritage Site considered detrimental
14. Buildings/Environments complementing our landscape	Encouragement of development that strengthens links between urban and rural lives and supports farmers' sustainable stewardship of rural land. Protection of traditional landscape features e.g. hedges, field patterns, etc.	Area under agreement under the Environment Stewardship Scheme
15. Undeveloped Land	Protection of land of high agricultural value. Avoiding development that leads to the loss of productive soils, taking into account their contribution to food production, biodiversity, flood storage, groundwater recharge. Development of derelict sites which will lead to an overall neighbourhood enhancement.	Percentage of housing built on previously developed land Proportion of land stock that is derelict Amount of agricultural land graded 1,2 and 3A lost to development
16. Bio/Geodiversity and Habitats	Protection of not only designated areas but of wildlife interest everywhere. Policies which encourage the provision of new or improved wildlife habitats	Net change in priority habitats and species (by type) Change in areas designated for their intrinsic environmental value The area of land designated as an SSSI which is in 'unfavourable condition'. Amount of Local Nature Reserve per 1000 head of population
17. Climate Change/Flood Risk/Water Management	Integrated approaches to coastal management that provide for climate change to take its natural course where possible. Careful planning of port and coastal town development that delivers jobs that feed off but do not damage the environment.  Strengthening of links between habitats to increase the likelihood of adaptation to climate change.	Number of properties affected by fluvial flood events Number of properties affected by coastal flood events Percentage of main rivers in good or fair quality Number of planning permissions granted contrary to the advice of the Environment Agency on either flood

Sustainability Objective	What the SSA will look for	Proposed indicators for monitoring purposes
	<p>New development and infrastructure not planned for areas at risk. Consideration of whether relocation or retreat might be the most viable option.</p> <p>Minimisation of water consumption, maximise use of rainwater/grey water.</p> <p>Use of sustainable urban drainage technology.</p>	<p>defence or water quality grounds.</p>
<p>18. Resources/ Pollution/Re- use/Renewables</p>	<p>Designing buildings to use natural lighting, ventilation. Use of renewable energy where appropriate.</p> <p>Development that minimises diffuse as well as point source pollution.</p> <p>Approaches to transport that will reduce traffic emissions.</p> <p>Provision for composting, digestion, recycling in new development.</p> <p>Greatest possible reuse of old material in new construction and use of recycled products.</p>	<p>Proportion of energy supplied from renewable sources</p> <p>Percentage of the tonnage of household waste arisings which have been (a) recycled (b) composted ( c) used to recover heat, power and other energy sources (d) landfilled</p> <p>Concentrations of selected air pollutants</p>

## Task A5 SA Objective Testing

The SA objectives should be tested against each other to identify areas of potential incompatibility. Compatibility provides a rigorous framework to test the sustainability of policy options. Conflicts identified can help to highlight objectives that need to be altered or to make conflicts explicit. The suggested sustainability objectives and the compatibility matrix for the SA objectives are shown below

<b>1. Provide suitable employment opportunities for all.</b>
<b>2. Support a balanced local economy that meets the needs of the area</b>
<b>3. Provide a range of high quality, energy efficient housing of a type and cost appropriate to the community's needs</b>
<b>4. Reduce poverty and social exclusion and help everyone afford a comfortable standard of living</b>
<b>5. Protect and promote human health and well-being through healthy lifestyles (including walking and cycling) and health care provision</b>
<b>6. Promote safer and stronger communities through measures to reduce crime and the fear of crime and enhance community cohesion</b>
<b>7. Ensure accessible opportunities for all to engage in culture, leisure and recreational activity</b>
<b>8. Provide opportunities for all to participate fully in society including local democracy and decision making processes</b>
<b>9. Reduce the need to travel by car/air while providing good physical access for pedestrians/cyclists/public transport users to services, facilities and other people</b>
<b>10. Maximise access for all to the necessary education, skills and knowledge to play a full role in society</b>
<b>11. Create, enhance and maintain cleaner, greener and safer environments</b>
<b>12. Value the social and cultural diversity and the communities' local distinctiveness</b>
<b>13. Value, protect and, where appropriate, enhance the historic environment</b>
<b>14. Create buildings and environments that complement our local distinctive landscape, and which work, look and wear well and are easily maintained</b>
<b>15. Minimise the consumption of, and reduce damage to, undeveloped land</b>
<b>16. Value, protect and enhance the amount and diversity of wildlife and habitats (including geodiversity)</b>
<b>17. Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits</b>
<b>18. Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise reuse and renewable resources e.g. energy</b>

1																1 Provide suitable employment opportunities	
2	√															2 Support a balanced local economy	
3	√	√														3 Provide a range of high quality, energy efficient housing	
4	√	√	√													4 Reduce poverty and social exclusion	
5				√	√											5 Protect and promote human health	
6				√	√											6 Reduce crime and fear of crime	
7				√	√											7 Access to culture, leisure, recreation	
8				√												8 Opportunity to participate in decision making	
9		?		√	√		?									9 Reduce the need to travel	
10	√	√		√			√	?								10 Access to skills, knowledge, education	
11				√	√	√			√							11 Cleaner, greener, safer environment	
12							√									12 Social and cultural diversity	
13													√			13 Value, protect historic environment	
14													√			14 Buildings/environment complement landscape	
15	X	X	X						√				√			15 Minimise consumption of undeveloped land	
16	X	X	X			?		√	√			X	√	X		16 Value, protect bio/geodiversity/habitats	
17			X		√								?	√	?	17 Prepare for climate change/minimise flooding	
18	X	X	?	√				√	?	√		?	?	√	√	?	18 Minimise waste/pollution/non-renewables Maximise renewables,re-use,recycling

Objectives have no impact on each other  
 X Objectives have potential to be incompatible  
 ? Compatability is uncertain/unknown  
 √ Objectives are compatible

## COMPATABILITY MATRIX OF SUSTAINABILITY APPRAISAL OBJECTIVES

Uncertain compatibilities and several conflicts have been identified between the objectives. The ultimate effect of the objectives on one another is dependant on the way they are implemented in Penwith for example the incompatibility of affordable homes and preparation for climate change/minimisation of flooding is dependent on whether new building is prohibited from identified floodplains. It is considered the incompatibilities identified do not necessitate the SA Objectives to be rewritten. Some areas of potential conflict will always remain for example economic objectives and protecting biodiversity will always be difficult to reconcile but are important elements of ensuring sustainable development. Negative impacts can however be avoided through the correct implementation. The following table highlights areas where implementation will affect compatibility.



## Areas where implementation will affect compatibility and recommended measures.

OBJECTIVE	IDENTIFIED INCOMPATABILITY
<p>1 – PROVIDE SUITABLE EMPLOYMENT OPPORTUNITIES FOR ALL 2 – SUPPORT A BALANCED LOCAL ECONOMY THAT MEETS THE NEEDS OF THE AREA</p> <p>3 – PROVIDE A RANGE OF HIGH QUALITY, ENERGY EFFICIENT HOUSING OF A TYPE AND COST APPROPRIATE TO THE COMMUNITY'S NEEDS</p>	<p><b>15 - MINIMISE CONSUMPTION OF UNDEVELOPED LAND</b>  <b>16 - VALUE AND PROTECT BIO/GEODIVERSITY AND HABITATS</b>  <b>18 - MINIMISE WASTE/POLLUTION/USE OF NON-RENEWABLES</b></p> <p>The location for land for employment is important as it determines the impact on biodiversity, flood risk and soil quality. Using previously developed land may add to biodiversity but new build on open spaces would not be compatible. Social implications such as potential negative impacts such as potential negative impacts on townscape and urban vitality may arise from inappropriate clustering of land for industrial use. Measures to combat pollution have the potential to be in conflict with a buoyant economy, however providing for local needs locally will have the beneficial effect of reducing road transportation and global greenhouse gas emissions.</p>
	<p><b>15 - MINIMISE CONSUMPTION OF AND REDUCE DAMAGE TO UNDEVELOPED LAND</b>  <b>17 - PREPARE FOR CLIMATE CHANGE, REDUCE VULNERABILITY TO FLOODING AND KEEP WATER CONSUMPTION WITHIN CARRYING CAPACITY LIMITS</b>  <b>18 - MINIMISE THE GENERATION OF WASTE AND POLLUTION AND NON-RENEWABLES, MAXIMISE RE-USE AND RENEWABLE RESOURCES</b></p> <p>The location of land for housing is important, especially if it is new housing as it determines the impact on biodiversity, flood risk and soil quality. New homes built on previously developed land with little biodiversity value will provide an opportunity to increase biodiversity levels. Building on a flood plain however, would be incompatible with reducing flood risk, soil quality and biodiversity. The issue of keeping water consumption within carrying capacity limits also needs to be considered when planning for new housing development. Social implications such as potential negative impacts on townscape and urban/rural vitality may arise from inappropriate clustering of housing. All development will lead to an increase in the use of non-renewable resources, however the negative impacts of this should be mitigated as much as possible through the use of sustainable construction techniques, high energy efficiency specifications and the use of micro-renewable energy</p>
<p>7- ENSURE ACCESSIBLE OPPORTUNITIES FOR ALL TO ENGAGE IN CULTURE, LEISURE AND RECREATIONAL ACTIVITY</p> <p>10 – MAXIMISE ACCESS FOR ALL TO SKILLS, KNOWLEDGE AND EDUCATION</p>	<p><b>9 – REDUCE THE NEED TO TRAVEL</b>  <b>16 – VALUE AND PROTECT BIO/GEODIVERSITY AND HABITATS</b></p> <p>There is potential conflict here to lead to increased traffic levels due to an increased number of visitors to sites of cultural, historical, environmental and leisure interest. Measures to ensure that as far as possible such sites and also educational sites are located near to public transport or the homes of users will help to reduce the number of car journeys made. There is also a conflict with valuing and protecting wildlife and habitats, an increased number of visitors to sites could lead to the trampling and erosion of habitats unless carefully managed.</p>
<p>13 – VALUE, PROTECT AND WHERE APPROPRIATE ENHANCE THE HISTORIC ENVIRONMENT and 14 – CREATE BUILDINGS AND ENVIRONMENTS THAT COMPLEMENT OUR DISTINCTIVE LANDSCAPE</p>	<p><b>18 – MAXIMISE RENEWABLES, RE-USE AND RECYCLABLES</b></p> <p>There is a potential conflict here between the protection of conservation areas, areas of outstanding natural beauty and other national, regional and local designated sites and the need to increase the amount of energy supplied from renewable resources. Careful consideration needs to be given to ensure that these objectives are balanced. Whilst potential sites for large scale renewable energy projects are likely to be limited in Penwith the use of micro-renewables such as solar panels, photovoltaics, wind turbines, heat pumps, etc., should be encouraged.</p>
<p>14 – CREATE BUILDINGS AND ENVIRONMENTS THAT COMPLEMENT OUR DISTINCTIVE LANDSCAPE</p>	<p><b>17 – PREPARE FOR CLIMATE CHANGE, REDUCE VULNERABILITY TO FLOODING/SEA LEVEL RISE</b></p> <p>There is a potential for incompatibility here when considering the need coastal/fluvial flood defence measures and their visual impact on the landscape</p>
<p>13 - VALUE , PROTECT AND WHERE APPROPRIATE ENHANCE THE HISTORIC ENVIRONMENT and 15 – MINIMISE CONSUMPTION OF AND REDUCE DAMAGE TO UNDEVELOPED LAND</p>	<p><b>16 – VALUE, PROTECT AND ENHANCE THE AMOUNT OF DIVERSITY OF WILDLIFE AND HABITATS (INCLUDING GEODIVERSITY)</b></p> <p>In Penwith much of our previously developed land is related to our rich industrial past especially our mining heritage (we have recently been designated World Heritage Status), previously developed land is often also extremely important for its unique biodiversity value (especially former mining sites). Therefore whilst the retention of undeveloped land is important, it should be recognised that the amount of previously developed land which has a low bio/geodiversity value and low historical/cultural value may limit the amount of previously developed land available for re-development.</p>
<p>17 - PREPARE FOR CLIMATE CHANGE AND REDUCE THE RISK OF FLOODING/SEA LEVEL RISE</p>	<p><b>16 – VALUE, PROTECT AND ENHANCE THE AMOUNT OF DIVERSITY OF WILDLIFE AND HABITATS (INCLUDING GEODIVERSITY)</b></p> <p>These objectives could be either compatible or not depending of whether areas liable to flooding are developed or not or whether any proposed flood defence schemes have the potential to destroy important habitats during their construction and use.</p>

### **Task A6 – Consulting on the scope of the SA**

The scoping report and its appendices were sent to statutory bodies with social, environmental, or economic responsibilities to ensure the appraisal covers the key sustainability issues and that the scope and level of detail in the report is satisfactory. These authorities include the consultation bodies designated in the SEA regulations and additional bodies that are designated as 'specific consultation bodies' in the Local Development regulations.

The agreed Sustainability Objectives have been used to appraise the likely effects of the emerging policies and proposals of the Penwith Local Development Framework. Further revisions to this Sustainability Appraisal Framework may be required following consultation on the Sustainability Appraisal of the Preferred Options Core Strategy or as further baseline evidence is collected or sustainability issues identified.

## Stage C Testing the DPD Objectives against the Sustainability Framework

It is important to ensure that the objectives of the DPD (in this case, the Core Strategy Preferred Options) are generally in accordance with the principles of sustainability. The guidance suggests that the DPD objectives be tested for compatibility with the sustainability objectives. This assists in refining the Core Strategy Objectives and identifying any areas of conflict.

	SA Objective																	
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
Economy																		
1A	++	++	+	+	0	0	++	0	+	0	0	+	0	0	?	0	0	0
1B	++	++	0	+	0	0	0	0	0	0	0	0	0	0	?	0	0	0
1C	++	+	0	++	0	0	0	0	+	0	0	0	0	0	++	+	0	0
1D	?	?	0	?	0	0	0	0	0	0	0	0	0	0	0	?	0	?
Housing																		
2A	0	0	++	+	0	0	0	0	0	0	0	0	0	0	?/-	0	0	0
2B	0	0	+	++	0	0	0	0	0	0	0	0	0	0	?/-	0	0	0
2C	0	0	++	+	+	+	0	0	0	0	0	0	0	+	0	0	0	+
Safe/Strong Communities																		
3A	+	+	0	+	0	0	+	+	+	+	0	+	0	0	0	0	0	0
3B	+	+	0	+	++	0	++	+	+	++	0	0	0	0	0	0	0	0
3C	0	0	0	0	+	0	+	+	++	+	0	0	0	0	0	0	+	0
3D	0	0	0	+	0	++	0	0	+	0	0	0	0	++	0	0	0	0
Environment/Landscape																		
6A	0	0	0	0	0	0	0	0	0	0	0	0	0	+	+	++	0	0
6B	0	0	0	0	0	0	0	0	0	0	+	+	0	+	++	++	+	+
6C	0	0	0	0	0	0	0	0	0	0	0	++	+	++	0	0	0	0
6D	0	0	+	0	0	0	0	0	0	0	0	0	0	+	0	+	++	0
Culture/Heritage																		
7A	0	0	0	0	0	0	0	0	0	0	0	+	++	+	0	0	0	0
7B	0	+	0	0	0	0	+	0	0	0	0	0	+	0	0	0	0	0
7C	0	0	0	0	0	0	0	0	0	0	0	+	+	+	0	0	0	0
Resources																		
8A	0	0	+	0	+	0	0	0	++	0	+	0	0	0	+	0	+	++
8B	0	0	0	+	++	0	+	0	++	+	0	0	0	0	0	0	0	+
8C	0	0	0	0	+	0	0	0	0	0	+	0	0	0	+	+	+	+
8D	0	+	0	0	0	0	0	0	0	0	0	0	0	0	++	+	0	0
8E	0	0	0	0	0	0	0	0	0	0	0	0	0	0	++	+	0	0

On the whole the draft core strategy objectives were sufficiently robust to ensure they each encompassed a number of the sustainability objectives. The weakest sustainability objectives were, objective 6 to promote safer and stronger communities through measures to reduce crime and the fear of crime, objective 8 to provide opportunities for all to participate fully in society including local democracy and decision making, and objective 11 to create greener, cleaner, safer environments.

The full assessment of the objectives is available on request, recommendations from this assessment are to;

1. Incorporate a headline objective making reference to the statement of community involvement and expressing the desire for exclusiveness and local democratic decision making in the plan making process and processing of planning applications.
2. To strengthen objective 1c; To facilitate the provision of employment land in areas that can be accessed by rural and/or the most deprived areas, with an emphasis on re-using buildings and land of low bio/geo diversity **and to promote well designed, high quality economic and retail development.**
3. To rewrite objective 1d to incorporate sustainability and the importance of the rural economy; **To continue to recognise the importance of sustainable tourism and agriculture as vital parts of Penwith's economy and to support a prosperous working countryside and coastal zone, with an emphasis on the creation of better paid and more permanent employment opportunities.**
4. To recognise the importance of the value of urban open green space by strengthening objective 6b; To protect and enhance our environmental assets, **our urban green space**, our countryside and our bio/geodiversity.

Some of the core strategy objectives could have a negative effect if considered in isolation, for example objectives 1a, 1b, 2a, and 2b (all of which could not be in accordance with sustainability objectives 15: to minimise consumption of undeveloped land, and 16: to value, protect and enhance the amount of diversity of wildlife and habitats). For individual policies and proposals the sustainability appraisal process should pick up any policies which may cause conflicts between objectives and suggest ways of eliminating or reducing any adverse effects.

Other sustainability issues which have not been specifically mentioned in the core strategy objectives, but which should be elaborated in policy include the need to have regard to flood risk areas, and the inclusion of water efficiency in new developments. Waste and minerals have also not been specifically mentioned but it may be sufficient to promote minimisation, re-use and recycling through policy.

The SA process along with the Issues and Options consultation responses were used to refine the Core Strategy Objectives as follows:

Headline Objective – To ensure that the local community is fully engaged in the planning process, in line with the standards adopted in the 'Statement of Community Involvement'.

- 1a – To sustain and enhance the vital roles of our towns, which will contain a wide range of employment, retail, housing, community facilities and cultural opportunities; and to sustain the viability of the smaller rural settlements through the provision of jobs, services and appropriately scaled housing development.
- 1b – To facilitate sustainable employment initiatives that strengthen and broaden the local economy through the provision of suitable employment sites and premises that can raise business productivity; and to promote the development of both new and emerging technologies as well as high value manufacturing, the visitor economy and creative industries.
- 1c- To facilitate the provision of employment land in areas that can be accessed by rural and/or the most deprived areas, with an emphasis on re-using buildings and land of low bio/geo diversity and to promote well designed, high quality economic and retail development.
- 1d – To continue to recognise the importance of sustainable tourism and agriculture as vital parts of Penwith's economy and to support a prosperous working countryside and coastal zone with an emphasis on the creation of better paid and more permanent employment opportunities.
- 2a- To meet the needs of the local community as a whole in terms of general market, affordable and special needs housing.
- 2b – To provide affordable housing of a size, type and tenure that is required to meet local needs.
- 2c – To build safe, well designed, energy efficient homes for life.
- 3a – To recognise and support the different roles of our towns, key villages and smaller rural settlements by the provision of jobs, services and community facilities appropriate to their needs.
- 3b – To endeavour to create sustainable communities across the District where people have access to employment, housing, shops, healthcare, education, recreation, sport and leisure opportunities and community facilities.
- 3c – To ensure that the location of development maximises existing or proposed infrastructure provision and accessibility to services and community facilities.
- 3d – To create well designed environments which are safe and accessible for all.
- 4a – To seek the development of additional health care facilities to support all our towns and villages; and to resist any loss of existing facilities unless alternative provision can be secured within the catchment area.
- 4b – To provide access to safe, well designed recreational facilities for all residents, especially the young.
- 5a – To support schools and colleges in the district to enhance their existing facilities and to provide new facilities as required, including recreation and sports facilities.
- 5b – To encourage life-long learning and further education opportunities for all.
- 6a – To protect and enhance our environmental assets, our countryside, our urban green space and our bio/geodiversity.
- 6b – To ensure that development is of a scale and design that is in keeping with the special character and qualities of the District and its specific location.
- 6c- To ensure development and associated infrastructure is able to withstand anticipated climate change effects.

7a – To protect and enhance our built heritage and landscapes.

7b – To encourage sustainable tourism development that is based on the natural attractions and cultural heritage of the District in appropriate locations; and to support the enhancement of existing tourism developments.

8a – To minimise our impact on climate change by minimising energy consumption and resource use, establishing sustainable travel patterns, delivering renewable energy developments and by promoting recycling initiatives.

8b – To seek the provision of improved facilities for public transport users, cyclists and pedestrians; and to promote park and ride as a sustainable transport solution.

8c – To seek major development in the most accessible locations, thus reducing the need to travel, especially by car.

8d – To ensure that development does not have an adverse effect on air, water and soil qualities.

8e – To ensure that development does not have an adverse impact on the best and most versatile agricultural land.

8f – To promote the re-use of previously developed land of low biodiversity value.

## **Development of the Core Strategy : Issues and Options**

The Core Strategy Issues and Options Document sets out the issues facing Penwith and suggested a number of options in relation to employment and housing on how development could be accommodated in the District in the period up to 2026. A summary of the consultation responses received from the statutory consultees and the wider community in relation to the Issues and Options Consultation Document will be available on the Penwith District Council's Website as part of the LDF evidence base.

## **Core Strategy – Preferred Options**

The Core Strategy Preferred Options were developed from the results of the Issues and Options document and an iterative sustainability appraisal process. A review of the sustainability implications of each option (as highlighted by the SA) informed the final decisions, ensuring that the most sustainable options were selected. The SA process also helped to ensure that the Core Strategy Preferred Options document contained broad, generic policies covering both the Core Strategy Objectives and the Sustainability Appraisal Objectives.

## **Predicting the effects of the Core Strategy Preferred Options**

This stage is aimed at predicting the social, environmental and economic effects of the spatial options being considered in the Core Strategy Document. The sustainability appraisal process requires that the options be compared against each other and the sustainability objectives.

The Core Strategy is split into two parts, the first being the development policies.

### **How sustainability appraisal helped shape and refine the development policies.**

The development policies were first appraised at a very early stage and have since changed significantly. Suggestions for improvement that were highlighted at this early stage include:

**Spatial planning** - The sustainability appraisal of the development policies highlighted that spatial policies need to go beyond land-use issues to embrace wider social, economic and environmental issues, and that they need to contain other criteria that will be needed in order to accommodate additional population in a sustainable manner e.g. schools, doctor's surgeries and other health facilities, provision of infrastructure (water, energy, telecommunications, etc.), and an efficient transport network to access services. The appraisal recommended that an additional policy be added to the development policies. The first development policy in the document now contains a preferred option for infrastructure which states that the release of land for development will be dependent on the availability of sufficient capacity in the existing local infrastructure to meet the additional requirements, or that there should be arrangements in place for the improvement of the infrastructure, services and community facilities made necessary by development. It further states that where there is a need for extra capacity this must be provided in step with the development. The policy relates not only to roads and utilities but also education, healthcare, leisure and open space.

**Second Homes Policy** – the initial sustainability appraisal recommended that an additional housing policy be considered regarding new housing development in St. Ives and the rural areas which would restrict the open market housing element to be used as the owner's main or sole residence or let on a long-term basis to meet local need. This suggestion has been taken forward in the Core Strategy Policies, for the rural areas and St. Ives. The evidence base suggests that, unlike Hayle and Penzance; St. Ives is suffering from capacity issues and is more constrained in terms of land availability, for this reason the most sustainable option would be to ensure that all new housing development is restricted to permanent residential usage to help safeguard against the continued loss of new dwellings to second homes or holiday lets.

**Consideration of using boundaries** – the initial sustainability appraisal suggested that the Core Strategy should also consider whether setting town and village boundaries might be an appropriate guide to where development should go. The Core Strategy preferred options paper now includes a statement that the Planning Authority intends to define town and village boundaries and these will be determined through the Area Action Plan DPD's.

The conclusions reached from a later SA were that the RSS housing figures were too low to allow the authority to meet local community

need, and that there was a danger that the proposed policies aimed at helping to ensure an adequate supply of new affordable housing would cause an undue burden for developers and would also reduce the ability of the authority to successfully negotiate planning obligations towards necessary infrastructure and facilities. On 10 January 2008 the Examination Panel Report on the RSS was published, this document set out the changes recommended to be made to the RSS before its adoption later in 2008. This report stated that Penwith is capable of delivering more housing growth and has revised the figures up to 7,800 homes by 2026, rather than the original 4,800 which is a substantial increase. The Core Strategy Policies were refined in light of the Examination Panel Report and underwent a final sustainability appraisal.

### **Conclusions from the Sustainability Appraisal of the Core Strategy Development Policies (Preferred Options).**

(The full appraisal can be found in Appendix 1)

#### **PREFERRED OPTION FOR PENZANCE/NEWLYN Balanced Housing and Economic Growth - up to 1,625 new homes ) over 20 years and an additional 3.4 ha employment space**

**The preferred option for Penzance is the most sustainable option.** The number of new homes proposed is comparable to the housing development which has been achieved over the past 10 years. The proposed level of growth for Penzance is unlikely to totally remove in-commuting into the town, however Penzance is an important employment and shopping area for the rural communities especially those in West Penwith and therefore some in-commuting is to be expected. The preferred approach recognises that some of the jobs in the town will be filled by residents of the rural small towns and villages.

The shortage of suitable brownfield sites for development in Penzance means that a proportion of the expected new housing yield and new employment land will have to be on greenfield sites. This may have some impacts on biodiversity and landscape character. The preferred option should help to increase the accessibility of jobs and homes to some extent and this has been balanced with recognition of the need to reduce the environmental and landscape impacts of dispersal of development away from the core of the town.

#### **PREFERRED OPTION FOR HAYLE –Development of up to 3,250 new homes over 20 years and an additional 6.8 ha of employment space**

Hayle is well situated on the A30 and is also on the mainline rail network. There has been recent significant investment into Hayle including the West Cornwall Retail Park and Harveys Foundry, as well as planned major regeneration opportunities including Hayle Harbour development and Wave Hub. This option will help to support the growing local economy by concentrating on high growth through the



provision of both homes for employees and employment space. The approach put forward would see housing provision come in line with the anticipated economic growth of the town and will help support retail improvements and increased local employment opportunities.

The provision of 2,250 new homes in the next 20 years in addition to the 1,000 proposed for Hayle Harbour means that the provision of new health care facilities in appropriate and accessible locations needs to be planned into the development strategy. The provision of sports, leisure and recreation facilities has not been addressed through this policy but needs to be addressed through open space standards for development. It is recognised that there is a need for enhanced leisure and community facilities in Hayle, new development would be expected to bring investment into the area in the form of contributions towards open space.

This option allows for a large amount of new housing and employment land to be developed whilst taking into account the need for sustainable development in other parts of the District especially Penzance. Hayle will see the largest population increase in the District. The preferred option with its large amount of new homes recognises the need to increase the workforce to support Hayle's growing local economy. This approach will support continued regeneration of the town centre and the functioning of the town by supporting a greater level of services.

A substantial amount of this development is likely to occur on greenfield sites which will have environmental implications, the use of strict sustainability criteria in the selection of sites, good design and mitigation measures will all help to reduce the impact on the environment and landscape. Monitoring will be important to ensure the housing and employment are growing at balanced levels and that the relatively high housing targets for Hayle are not creating a more affordable commuter town supporting other settlements in the District or the wider Camborne/Pool/Redruth area, rather than securing benefits for the town itself.

#### **PREFERRED OPTION FOR ST.IVES/CARBIS BAY – Development of up to 1,300 new homes over 20 years and an additional 2.73 ha of employment space.**

The consequences of a lack of affordable housing within the town could lead to an increased shift in the demographics of St.Ives with younger people moving away from the town to other main centres in the area (Hayle, Penzance, Camborne/Pool/Redruth, Falmouth/Penryn and Truro) where house prices are lower and the likelihood of gaining well paid less seasonal employment are greater. The alternative options for St.Ives are for 100% affordable housing, a drawback with this is that without allowing a some open market housing there is a danger that developers will not want to build in St. Ives at all and therefore very little affordable housing would actually be delivered. Due to the high percentage of affordable housing required there is little likelihood of securing significant developer contributions towards the provision of open space and community facilities in the town. However, there is a greater chance of securing small amounts of developer contributions for infrastructure/facilities than the alternative options which restrict all development to 100% affordable/local needs.

In many ways St. Ives success as a tourist destination and centre for arts and culture combined with its unique setting, architecture and history is the cause of some of the most serious issues it has to address; traffic and parking, reliance on seasonal employment and shortage of long-term well paid jobs, lack of affordable housing, and a migration of younger residents seeking career opportunities, along with high levels of second home ownership and holiday rental property. St. Ives is already suffering from an extreme lack of affordable housing. To date St.Ives has been treated in a similar manner to the other main towns in the District and has received a proportional share of development. The

preferred option seeks to restrict development in the town because of capacity issues. There is a danger that restricting development will exacerbate many of the issues the town faces; extremely high house prices, and changing demographics with younger people and families moving away to areas where property prices are a little cheaper. The retention of young people and provision of training, education, career opportunities and affordable homes are key to creating a sustainable community. The preferred option which sees Hayle and Penzance/Newlyn absorbing the highest amount of housing growth is the most sustainable option, however land availability in and around the St.Ives/Carbis Bay area is restricted, and consideration should be given as to whether it would be preferable to treat St. Ives in a similar manner to the rural areas as regards permanent residential restriction on new housing development, to help ensure that all new housing development is directed towards the continued viability of the local community and way of life. The limited amount of available land in and around the St. Ives area also means that whilst sustainability appraisal of individual sites will be applied there will be fewer alternatives to make choices from, which could lead to the development of less suitable sites than for other towns in the District. Consideration needs to be made as to whether a proviso needs to be included whereby if during the Area Action Plan process for St. Ives and Carbis Bay there appears to be a shortfall in the number of sites which meet minimum sustainability standards, that this shortfall be directed into the other main towns. Any projected increase in housing provision in the Hayle area as a consequence of lack of suitable land availability in and around St.Ives would only need to be accommodated towards the end of the plan period.

## **Alternative Options**

### **Higher growth of Hayle**

**Penzance/Newlyn development of up to 1,300 new homes over 20 years and an additional 2.72 ha of employment space combined with:**

**Hayle development of up to 3,900 new homes over 20 years and an additional 8.17 ha of employment space combined with:**

**St.Ives/Carbis Bay development of up to 975 new homes over 20 years, all of which to be affordable, with an additional 2.04 ha of employment.**

The impact of this option would be the enhancement of Hayle and its continued regeneration and may possibly support higher levels of economic growth. There are significant areas of undeveloped land on the edges of the town which means that Hayle could accommodate this option. However it would also result in the other towns, especially Penzance, having far less new housing units and employment space. This could result in Hayle becoming a commuter town to support Penzance's economy and could exacerbate further the problems of affordability in the Penzance area. Hayle is close to Camborne/Pool/Redruth in the neighbouring District of Kerrier which has been identified in the Regional Spatial Strategy as a strategically significant town or city (SSTC) and as such will be promoted as a growth area. The highest housing growth option could lead to increased out commuting to Camborne/Pool/Redruth which would not be a desirable outcome.

This alternative option would see 325 fewer homes direct to Penzance/Newlyn and 162 less affordable units. This level of growth would not meet development trends, nor the needs of the community and would mean that either the economy would be constrained from further growth, or that there may be an increase in in-commuting to fill the employment needs of Penzance businesses. This approach might also further increase house prices in the Penzance area further reducing affordability of housing. There would however be a much lower greenfield land requirement. The lower growth scenario for St. Ives would realise 162 less affordable housing units at a 50% affordability requirement.

There are already almost 400 dwellings committed in the St. Ives area which have planning permission, and very few of these are affordable. This alternative option is to increase the affordable housing contribution to 100%. However, if this were to be implemented there is a danger that developers will not want to build in St. Ives at all and therefore very little affordable housing would actually be delivered, and there would certainly be little chance of securing planning obligations for much needed services, community facilities and infrastructure.

**In conclusion the maximum growth of Hayle is not considered to be the most sustainable option in the context of the overall housing requirement and the best interests of the District. However, an alternative preferred option which has not been considered is to keep the growth for Penzance as per the current preferred option, whilst reducing the growth for St. Ives and increasing the growth for Hayle pro-rata, this could be a more sustainable option given the limited availability of land in and around the St.Ives area.**

#### **ALTERNATIVE OPTION 2 – Parity of growth between Penzance and Hayle**

**Penzance/Newlyn – development of up to 2,440 new homes over 20 years and an additional 5.1 ha of employment space combined with;**

**Hayle – development of up to 2,600 new homes over 20 years and an additional 5.44 of employment space combined with;**

**St.Ives/Carbis Bay – development of up to 1139 new homes over 20 years, with an additional 2.39 ha of employment space.**

This level of growth is not considered to be the most sustainable option considering the small scale opportunities for development within the town of Penzance. Whilst the impacts could be a greater enhancement of the town centre and its regeneration, and possibly supporting higher levels of economic growth, this would have a knock-on effect for other areas especially Hayle which would then be allocated a lesser amount of housing/employment development, therefore impacting on its ability to achieve more sustainable development. The amount of greenfield land that would need to be allocated would also be increased with the consequent environmental impacts on wildlife, landscape and also the dispersal of development away from the core of the town. There is a regional requirement for at least 50% of all new development to be located on brownfield land, in Penzance there are fewer brownfield sites than there are at Hayle. To achieve the RSS target density of housing development would have to be extremely high, and this could have a significant impact on townscape and the desirability of incorporating quality open space into new development. For St. Ives/Carbis Bay this option would have advantages as the availability of land in and around St. Ives is restricted. A more appropriate option could be to reduce the housing allocation for St. Ives and increase the allocation for Hayle proportionately.

This option would help alleviate some of the development pressure on greenfield sites in and adjacent to Hayle, but given the economic opportunities which could be achieved in Hayle setting a lower growth option is unlikely to achieve the same rate of developer contributions towards infrastructure. The impacts of this option would be to constrain the regeneration of Hayle and would be unlikely to support the desired economic growth. It would result in a much lower greenfield land take up around Hayle which may have benefits for the environment in terms of biodiversity and landscape character, although it would also lead to a higher greenfield take up in the Penzance/Newlyn Area.

## **SMALLER TOWNS AND LARGER VILLAGES**

**Preferred Option - Further development will be permitted on sites up to 0.2ha within the towns of St. Just and Marazion and the larger villages.**

**This option includes the villages of Pendeen, Goldsithney, Connor Downs, St. Erth, Madron, Gulval (Trevarrack), Crowlas, Ludgvan (Lower Quarter), St. Buryan, Sennen and Mousehole.**

**Appropriate employment sites within or on the edge of these settlements will also be encouraged. Preferred Options allows for an additional 3.4ha of employment space to be located in rural areas.**

Allowing some new employment space in the rural areas especially in and on the fringes of the smaller towns and larger villages will help support the local rural economy provided it is small scale and meets local business and community needs. In particular this policy should support development that delivers diverse and sustainable farming enterprises and other countryside based enterprises and activities that contribute to the rural economy and promote recreation and enjoyment of the countryside. Therefore it is suggested that the policy is strengthened to state 'employment sites within or on the edge of these settlements will be encouraged provided they support the rural economy and/or they meet local community needs and/or they promote recreation and enjoyment of the countryside. Allowing for some new housing development and with the proviso that 50% must be affordable will help to support the rural economy.

Providing open market housing in the rural areas is not likely to contribute to their economic growth, as they are likely to be used as second/holiday homes or lived in by people working outside the rural area. However this policy looks to secure a high proportion of affordable homes which may retain a greater workforce in the rural area with associated economic benefits.

Many villages and small towns are in danger of losing community facilities such as post office, public houses and village shops due to high percentages of the housing stock being used as second homes and holiday homes. The towns and villages to which this policy will apply have a shop, bus route, and a post office and either contain or have good access to a primary school, village hall and a public house. This policy for allowing small scale housing development 50% of which would be affordable along with the provision of space for small scale employment sites will help to reduce poverty and social exclusion if the homes and employment opportunities are taken up by those living within and around the smaller towns and larger villages. This policy is expected to lead to greater community cohesion in the named settlements this could be in the form of support for local schools, community facilities or meeting places.

The policy which concentrates on locating rural housing within villages with service provision will help reduce the need to travel by car for basic services. Concentrating most development in the urban centres of Penzance and Hayle should continue to improve accessibility for all through better containment of settlements but will mean that those in the more rural areas are increasingly likely to have to rely on a car for access to jobs, shopping and enhanced community facilities. However a balance has to be made between ensuring the continued vitality of

all our towns and villages and reducing the need to travel, and the provision of some employment space, avoiding sprawl through the use of infill sites, along with the provision of bus routes will help to mitigate the need to travel by car.

Through concentrating rural housing and some employment within the smaller towns and villages which have (or have good access) to a primary school will help maximise access to education in the rural areas. By concentrating rural development in the smaller towns and larger villages with bus routes will help maximise access to secondary and higher education facilities.

It should be noted that the LDF will seek to include a rural exceptions site policy whereby planning consent may be granted on small sites adjoining rural settlements for 100% affordable housing provision to meet local needs, these sites are most likely to be greenfield and appropriate protection policies need to be put in place to mitigate any impacts.

### **ALTERNATIVE OPTION As above but affordable housing only**

There are merits to this option however by not allowing any new open market housing development there is a risk that identified housing need will not be met because there is little incentive for developers to do so. Allowing some housing to be open market could therefore enable delivery of the affordable element.

### **CONCLUSION**

The preferred option will help to protect the level of services in the designated smaller towns and larger villages and will also help to encourage the provision of additional facilities and employment for local needs. Accessibility is an issue when providing housing in the rural areas and there is likely to be an increase in the distance travelled to meet wider community services and also out commuting to the main employment centres of Penzance, Hayle or St. Ives. The preferred option with its high percentage of affordable housing and identification of those towns and villages which already have the main facilities needed to make a sustainable village and recognises the balance which has to be met in helping to prevent the loss of services and retaining a balance in the demographics of a community with the need to reduce car journeys and protection of the natural environment from over-development. The preferred option allows for 50% of housing development to be open-market, there is a danger that these houses could be used as holiday/second homes however this has been covered later in the Core Strategy Preferred Option CS9 Permanent restriction on new dwellings.

### **SMALLER VILLAGES**

**Preferred Option – New development restricted to affordable housing and local employment needs only and will be permitted on small infill sites of up to 0.1ha in the smaller villages of Lelant, Trewellard, Wall, Reawla, Carnhell Green, Paul, Rosudgeon, Nancledra, St. Levan and Porthcurno, subject to an identified housing or employment need.**

This preferred option will help to retain the vitality of the small settlements which have limited community services and facilities, whilst not allowing any new development (except in exceptional circumstances as outlined in PPS7) in the very rural areas which have major accessibility issues. Allowing small infill development to meet identified local need only may help to secure new community facilities. This approach will help protect the landscape, agricultural land, bio/geodiversity and heritage from overdevelopment.

The policy will ensure that development of housing in these settlements will only be permitted where it relates to requirements identified in housing market studies and other assessments of local needs for housing, or where housing development is necessary to support local employment provision locally. The policy will help promote self containment of the smaller villages.

**Alternative Option – Allocated Sites, affordable housing and employment development will only be permitted on identified sites allocated through the Rural Area Action Plan.**

Whilst this option would allow for a planned approach to further development and would also ensure that development would occur in the most sustainable locations, this approach would restrict development opportunities until after a Rural Area Action Plan has been written and adopted. In addition, there is a danger that the Rural Area Action Plan may be shelved or seriously delayed due to the change over from District to Unitary Authority.

#### **PREFERRED OPTION FOR THE SMALLER SETTLEMENTS**

**Proposals for housing development, other than the conversion of suitable existing buildings, will not be permitted in the following settlements; Angarrack, Botallack, Canonstown, Carnyorth, Fraddam, Gulval Churchtown, Gwinear Churchtown, Halsetown, Larmorna, Ludgvan Churchtown, Morvah, Newbridge, Perran Downs, Perranuthnoe, Relubbus, Sancreed Churchtown, St. Hilary Churchtown, St. Michael's Mount, Towednack, Treen and Zennor Churchtown.**

**Employment opportunities in these locations will be assessed against proposed Policy CS 18 – Employment in Rural Areas.**

**No further housing development will be permitted in other rural locations within the District unless there is an essential need for a person working in agriculture or forestry to live at the proposed location.**

This policy is in accordance with sustainability principles and will help to retain the vitality of the smaller settlements which have limited community services and facilities, whilst not allowing any new development (except in exceptional circumstances as outlined in PPS7) in the very rural areas which have major accessibility issues. This approach will help protect the landscape, agricultural land, bio/geodiversity and heritage from overdevelopment.

## The Core Strategy Policies – Preferred Options Sustainability Appraisal

The full appraisal of the Core Strategy Policies can be found at appendix 2.

### Core Strategy Preferred Options – Sustainability Appraisal Matrix

Core Strategy Policy	Sustainability Objectives																					
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18				
CS-1 Sus Development Principles		+	*	+	+	*	+	+			+	*	*	*	+	+	+	+	++	+		
CS-2 Climate Change		+	+/	-	+	+					+			+		+	++	+				
CS-3 Flood Risk/Drainage		+	+/	-	+	+								+	+	+	++	+				
CS-4 Natural Environment		+/	-	+/	-		+				+			+	+	++	+					
CS-5 Historic Environment		+					+			+		+	++	++					X			
CS-6 Renewable Energy				+	+						+			X					++			
CS-7 Resources										+						+	+		++			
CS-9 Permanent Residential Use		+	+/	-		+		+	++													
CS-10 Efficient Use of Land							+	+					*		+	+/	-	X				
CS-11 Affordable Housing				+	+			+														
CS-12 Exception Sites		+/	-	+	+					*				?	?	X	?					
CS-13 Housing Size/Tenure		+	+	+	+	++					+								+			
CS-14 Gypsy/Traveller Provision		+		+	+	+	+/	-	+	+	+	+	*	+	*	?	*	?	*	?	+	+
CS-15 Town Centres		+	+		+				++			+			+							
CS-16 Community Facilities				+	+		+	+	+	*	+		*									
CS-18 Rural Employment		+	+		+						+			+								
CS-19 Live/Work Units		+	+	+	+				+	+					+/	-	+/	-	+			
CS-20 Tourism		++	++					+	+			+	+	+	+	+						
CS21/22 Open Space/Play Space		+		+		*	++	+	+	+	+	+	+	+	+	+	+	+	+			
C-23 Transport and Accessibility		+		+	+		+	+	++	+									+			
CS-24 Design new development			+		+	+	++	++	+		+	+		++			+	+	++			

- \* Improvement has been suggested
- ++ Significant Positive Effect
- + Positive Effect
- \* Policy as it stands has no clear relationship with objective, improvement suggested to remedy this
- Policy has no clear relationship with the objective
- +/ - Policy could have both negative and positive impacts on this objective
- ? The policy could have a negative impact
- X The policy will conflict with the objective

## CS1- Sustainable Development Principles

The sustainability appraisal highlighted that whilst the proposed policy considered many environmental and social factors, it was weak as regards economic development. Suggested improvements included:

1. Include a requirement to 'Promote sustainable economic development'.
2. To include a requirement to 'Promote safe and inclusive communities by reducing social inequalities and disadvantages through improving health, economic and social wellbeing'.
3. To include a requirement to 'Include measures to manage traffic and reduce congestion'.
4. To include a requirement to 'Conserve and enhance the character and quality of local landscapes and the wider countryside'.
5. To include a requirement to 'Conserve and enhance valued open spaces, buildings, sites and places of historic, archaeological or architectural importance'.
6. To strengthen the requirement to resist the irreversible loss of the best and most versatile agricultural land by adding at the beginning 'To make efficient use of land, buildings and infrastructure and to ....'
7. To include a requirement to not just protect but to also enhance biodiversity where possible.

Sustainable development is a recurring theme throughout the whole Core Strategy document. Even with the suggested additions to the policy wording it would be difficult for a single policy to embrace all the sustainability objectives in great detail, otherwise it would just be a repetition of the Core Strategy Objectives.

The alternative option would be to not have a sustainable development principles policy as sustainability has been embedded throughout the document. However, because sustainable development is the core principle underpinning planning, it is important that the first policy in the Core Strategy document makes it clear that all development proposals must have regard to these principles.

This policy sets out the principles of the spatial strategy, the effects will be dependent on the implementation via the other policies in the Core Strategy as well as the other DPD's and SPD's that make up the Local Development Framework. It should however be borne in mind that sustainable development is an aspirational concept, in reality development is always likely to be a compromise between the different dimensions of sustainability.

## CS-2 Climate Change and Development Design

Taken together with other policies in the Core Strategy which have regard to climate change e.g. CS3 Flood Risk, CS4 Natural Environment, CS6 Renewable Energy, CS23 Transport and CS24 Design, this climate change policy will help ensure the impacts of



climate change will be taken into account in new development proposals. The requirement for a formal climate change impact report for all developments over 500m<sup>2</sup> or 5 dwellings will reinforce the need to climate change proof development and help raise awareness and understanding of the issues facing society.

The alternative option is to not include a separate policy on climate change but to ensure that climate change considerations are embedded into all policies and objectives within the Core Strategy. In many respects this has been done, climate change is a continuous theme throughout the Core Strategy Document, however the importance of ensuring development can withstand future changes in our weather patterns and that new development will not exacerbate the inevitable consequences of climate change on neighbouring properties, land and wildlife needs to be stressed. Therefore this policy is needed in order set out in a headline policy the Council's commitment to addressing the causes and effects of climate change. Building to higher standards may have a negative impact on objective 3 which is to provide housing at a cost appropriate to the community's needs, however building houses which will not be fit for purpose and which will prove costly to maintain in the long-term is not a sustainable option.

An alternative option would be to require all development proposals to be accompanied with a climate change impact statement, however because other policies in the core strategy, design guide and development control documents will help ensure sustainability is integrated into all developments it is considered that at this stage requiring minor development proposals to be accompanied by a climate change statement is not necessary, and that for a climate change impact assessment to be an effective decision tool for the planning authority it would need to be written with a degree of expertise. However the development control policies could be used to help raise awareness of the need to have regard to the climate change by requiring design and access statements to have regard to the impact of climate change on development.

### CS3 – Flood Risk and Drainage

This policy is in line with both national and regional policy, and there is no alternative option. As with the climate change policy, ensuring development is built to higher standards could have both a positive and negative effect on objective 3. Building to higher specifications will help to provide high quality development, although there is inevitably a cost issue and this could have a negative consequence on the objective to provide housing at a cost appropriate to the community's needs. This does however need to be balanced with the need to build houses that are fit for purpose and built to last.

### CS4 – Principles for the Natural Environment

The sustainability appraisal recommended that this policy be further strengthened by adding 'Ensure development does not cause fragmentation of existing habitat or landscape designations' this is felt to be important as development and associated infrastructure has

led to a more fragmented and degraded habitat and biodiversity in Penwith than that of a few decades ago. The appraisal found that the proposed policy is robust and that the requirement for a biodiversity survey to accompany developments over 500m or 5 dwellings will help ensure that adequate protection measures will be put in place as part of any development proposal.

#### CS5 – Principles for the historic environment

The sustainability appraisal noted that there is a possible conflict between this policy and the objective to maximise renewable energy. The appraisal recommended that guidance be written (perhaps as part of the design guide) on micro-renewables in designated areas.

#### CS-6 Renewable Energy Schemes

This is a positive policy in that it recognises the wider, global impacts of local carbon emissions. There is a possible conflict between this policy and the objective to create buildings and environments that complement our distinctive landscape. The Council needs to develop more detailed guidance on this subject.

#### CS-7 Resources

The sustainability appraisal concluded that this policy was an extremely positive policy which will make a significant contribution to many of the social and environmental objectives. It was not considered that the policy would conflict with any of the sustainability appraisal objectives. It should be noted that the substantial new housing development requirement will increase the demand on resources especially water, this will be mitigated to some extent by this policy and policy CS-24 which seeks to incorporate sustainable construction techniques into new development.

#### CS-8 Distribution of New Housing

This policy sets out the overall strategy which has informed the earlier development policies. As the development policies have undergone sustainability appraisal, this policy has not undergone a separate sustainability appraisal.

#### CS-9 Permanent Residential Use

In environmental terms second-homes can be seen as inherently unsustainable as they add to housing pressure in the countryside, displace permanent residents, contribute to land take and serve no particular accommodation need. However, second homes have to be seen as just a small part of a wider process of social and economic change affecting rural areas. It should be noted that a second homes policy on its own is unlikely to have a large impact on second/holiday home ownership. The issue requires a spatial approach whereby a

permanent residential restriction on new development is just part of a package of measures and policies e.g. fiscal measures and affordable housing policies, not all of which can be delivered by the planning system alone. An earlier sustainability appraisal process concluded that the original preferred option to include all new development regardless of location was not the most sustainable option and is contrary to the advice in the draft Regional Spatial Strategy, as a result the final draft of the Core Strategy preferred options has acted on the recommendation of the appraisal process and has adopted a preferred option policy whereby a permanent residence restriction is proposed in all areas apart from the main towns of Penzance/Newlyn and Hayle. The other alternative option, not to impose any restriction is contrary to the real concerns of much of the local community as outlined in the Penwith Community Strategy and is therefore also not the most sustainable option. The preferred option which is to introduce a policy which places a restriction on new housing development for sole or main residential use only in the rural areas and St. Ives/Carbis Bay is the most sustainable option. There is evidence that in these areas second-home ownership is becoming a real issue and is leading to an imbalance between housing and locally provided employment. Whilst it could be argued that by excluding the biggest growth centres in the District a higher percentage of the overall housing growth could be lost to holiday/second-homes, there is currently no evidence which would back up the need for a blanket restriction across the whole district, and indeed such a requirement could have a negative effect on the predicted economic growth and need for regeneration in the main towns of Penzance/Newlyn and Hayle. The preferred option is likely to have a more positive effect in that it is more likely to give developers an additional incentive to choose to develop within the main (and more sustainable in terms of travel, access to services, etc.) urban areas and will increase the likelihood of the local authority to successfully negotiate with developers for much needed services and facilities as part of their developer contributions.

#### CS-10 – Efficient Use of Land

The preferred option which is to build to no less than 30 dwellings per hectare across the district is the national minimum standard set by Government in PPS3, but to determine specific densities for individual settlements (which will be up to 50 dwellings per hectare) through Area Action Plans, is a more sustainable option than the alternative option which is to apply a single broad density range. Requiring higher density of development in the urban areas will help increase the viability and vitality of those settlements and allow new development to be better integrated with sustainable transport infrastructure and will also have the benefit of reducing the amount of greenfield land that may need to be developed. High density developments usually take less energy to heat and produce less waste than low density development. However, this needs to be balanced against the need to incorporate sufficient open space for recreation/leisure and biodiversity and ensuring that development does not increase flood risk. Taken overall higher development densities will help reduce the environmental impact, although there could be an adverse impact on townscape character in some areas. This adverse impact has been mitigated through the inclusion of policy CS-24 which seeks high quality design in new development. The requirement for 50% of new build to be on previously developed land could have an adverse impact on biodiversity, as some brownfield sites can provide important niche habitats for flora and fauna in decline elsewhere. Building on all brownfield land will be very damaging to biodiversity, and could leave our towns devoid of wildlife. It is important that a 'free-for-all' approach is avoided and to ensure that the potential biodiversity of all sites, whether brownfield or greenfield is given proper consideration. This will only happen when the economic, landscape, as well

as the intrinsic, value of biodiversity is realised, and preconceived ideas about the wildlife value of all greenfield sites is challenged.

#### CS-11 – Affordable Housing Thresholds

It is felt that whilst there is a real need to set thresholds to help ensure higher percentages of affordable housing will be delivered. There has not been enough research undertaken to establish what the maximum thresholds should be to ensure that the largest amount of affordable housing can be delivered, without putting an undue burden on developers, which would result in less affordable housing being delivered than currently. There is also a danger that if the neighbouring district of Kerrier is seeking far lower affordable housing thresholds that developers will build in Kerrier in preference to Penwith and this could be detrimental for the much needed regeneration of the District, the authority needs to work in partnership with Kerrier to ensure that the policy approaches will not conflict with each other. The preferred option is to have no lower threshold and that a percentage or contribution towards affordable housing should be sought from all housing development proposals, this would help ensure that as much affordable housing as possible will be delivered. However, the sustainability appraisal process considers that the authority needs to gather far more evidence on what would be a reasonable affordable housing contribution, especially for small scale housing developments. The aim of the policy has to be to deliver as much affordable housing as possible, however this must be carefully balanced against the requirement for developer contributions towards essential infrastructure/facilities and the risk of creating an undue burden on developers. Without more evidence, the sustainability appraisal cannot conclude which of the options is the most sustainable. The requirement for the split of the affordable element between social housing to rent and intermediate to be based on the individual needs of the settlement, rather than a blanket requirement across the district is the most sustainable option.

#### CS-12 – Exception Sites for Affordable Housing

The sustainability appraisal concluded that the continuation of an exception sites policy would help to meet the needs of local people and help reduce poverty and social exclusion. The SA recommended that the final policy includes a reference to the need for public transport provision to ensure residents can access facilities in nearby settlements. The major risk of such a policy is there is the potential for greenfield land to be developed at the expense of brownfield sites.

#### CS-13 Housing Type, Size and Tenure

It is assumed that the preferred option will result in the development of smaller housing units. In general terms the alternative option is more likely to deliver larger, lower density development which would be contrary to proposed Policy CS-10 Efficient Use of Land. The preferred option will help ensure that new housing development more effectively meets locally identified needs, including the provision of appropriate housing for the more vulnerable members of society.

#### CS-14 Provision for Gypsies and Travellers

The policy approach will provide clear criteria against which applications for Gypsy and Traveller sites will be assessed, and will assist in the provision of authorised sites which should provide a better living environment than unsuitable unauthorised sites such as road sites. The criteria for site selection is that same as that for housing development and this could lead to competing usage demands for suitable sites. There can often be conflicts between the travelling and settled communities. This approach which suggests sites should be on the outskirts of and not directly adjacent to residential dwellings, should minimise the impact on existing residents, whilst also ensuring sites are not in remote, unsustainable locations, which do not provide good access to services and facilities. There is likely to be a negative impact through a rise in the fear of crime within the neighbouring communities and this needs careful handling by the authority and partner organisations.

#### CS-15 Town Centres and Retail

The Sustainability Appraisal suggested that the proposed policies need to be more explicit in that they should reinforce the text in the document by setting out the retail development strategy for the main centres e.g. constant market growth for the main centres apart from Hayle where the approach will be to increase retail provision. It is considered that this policy which concentrates retail development in the main towns is the most sustainable approach as these are also the areas where most new housing will be situated. Promoting the growth of retailing and other town centre uses is important for maintaining the vitality and viability of existing centres and for supporting the process of urban renaissance. Directing large retail and leisure developments to the town centres limits the need to travel by car, and means that services and facilities are accessible to those who do not have access to private transport. Where suitable sites within the town centres do not exist, and there is a need for the development, the policy approach requires schemes to be located in the most sustainable locations possible in terms of accessibility. The requirement that any such proposals should not have an adverse impact upon town centre facilities is an important safeguard against harm to the centres.

#### CS-16 – Community Facilities

The sustainability appraisal suggested several improvements to help strengthen this policy. These improvements have now been incorporated into the document. The improvements included adding 'upgrade' the existing level of community facilities. To include the wording 'complement and support other strategies and initiatives in education, health and social care' and 'support and encourage development which is accessible to community facilities by cycling and walking to reduce car use and improve health'. The sustainability appraisal also highlighted that the original policy wording did not fully address the need to ensure that new housing development is delivered in tandem with the community infrastructure required to create sustainable locations and recommended adding 'Ensure that

new developments contribute appropriately to meeting community and social facility needs that they generate e.g. health, education, open space and recreation'. All these recommendations have been incorporated into the final document.

#### CS-17 – Distribution of New Employment Space

It is important that the Core Strategy not only considers new employment space but also the opportunities to redevelop and upgrade existing employment sites. It is recommended that the Area Action Plans should consider whether existing employment sites are in the most suitable locations, there is little point in preventing the loss of existing employment land if such land is not in the most sustainable location. It is important that housing needs are integrated with employment opportunities in order to achieve mixed and balanced communities. Concentrating employment in and around the larger towns will help reduce the need to travel, provide access to alternative travel modes and provide a mix of development and facilities. This policy will also help preserve the character of the more rural areas.

#### CS-18 – Employment Development in Rural Areas

The aim of this policy is to help ensure that the economy in the more rural areas is strengthened and to reduce commuting distances for local inhabitants. This policy will only be of use if those employed in these units are actually local and not in-commuting to the rural areas from more urban centres. As long as the units will fulfil local need only they will make a positive contribution towards retaining small sustainable communities.

The alternative option to be more permissive in the scale and type of development allowed or encouraged in rural areas might offer economic and social benefits, however this is likely to be at the expense of the local (and wider) environment through landscape impacts to increased traffic generation.

A more restrictive policy would have a negative effect on making small communities more sustainable and vibrant, and would mean that everyone living in the rural areas would have to commute to the larger urban areas. It would also be difficult to promote some farm diversification should no new employment development be permitted in and around the villages. This could lead to the loss of working small holdings (which are important to retain the landscape character of the area).

#### CS-19 – Provision of Live-Work Accommodation

This preferred option policy will make a positive contribution to many of the sustainability objectives. The high level of self-employment in Penwith means the provision of live-work units will help to meet the specific needs of the area, particularly in the rural areas where there may be less scope for allocating land for traditional employment uses. In addition the provision of live/work units may help reduce

dependence on non-renewable fossil fuels through reducing the need to travel and the need to heat and maintain two separate premises. The alternative option is to not include such a policy this could lead to the loss of some local employment opportunities. The other option would be to limit live/work units as part of mixed use developments only, this option could increase the land price beyond which the development would not be viable.

#### CS-20 – Tourism

The sustainability appraisal led to a complete rewrite of the tourism section in the Core Strategy. Recommendations made by the SA process which have now been incorporated into this section and the policies now include:

Emphasise the aim of the policy will be to ensure the needs of the visitor, the industry and the community can all be met within environmental limits.

Adopt an approach to tourism which concentrates on maintaining existing tourism levels through increasing standards and accessibility and to not support an expansion of capacity.

Visitor growth should be sought only in the off peak season.

Take account of the current oversupply in the self-catering sector and discourage new self-catering development except where it can be proven that the need for such development cannot already be met within the area.

Require new tourism development proposals to be assessed in relation to their impact on both the viability and functioning of local communities and the capacity of the natural and built environment to absorb further development.

Recognise the value tourism can play in the rural economy especially in regard to farm diversification and encourage development where the proposal has no significant adverse impact in terms of bio/geodiversity, nor have a significant transport impact.

Require all large scale proposals to be accompanied by a robust travel plan.

#### CS21 – Open Space and Recreational Land and Facilities and CS22 – Children's Play Space

The sustainability appraisal recommended several additions to help strengthen the preferred option. The additions that were included in the final document included:

Requiring that any proposed loss in recreation or amenity open space would not result in (or worsen) a shortfall.

Requiring new open space development proposals to enhance links between open spaces thus creating community and biodiversity benefits.

Requiring proposals to be readily accessible by means of travel other than the private car.

Requiring improvements to overcome deficiency to be sought when development can be used to provide contributions to enhance

provision.

Including 'cycle routes' along with bridleways.

Recommendations made by the sustainability appraisal which were not included were:

Requiring that where development proposals would result in the whole loss of an open space that existing recreational facilities within the open space will be enhanced by redevelopment of an appropriate portion of the whole open space; or the community would gain greater benefit from a suitable alternative recreational or amenity space in terms of quality, safety, availability and accessibility being provided nearby by the developer.

The sustainability appraisal suggested that the text emphasise the fact that the authority would normally resist the loss of any community and open space in recognition of the fact that it can be a valuable resource for the community and wildlife, adds to the character of an area, provides recreational play opportunities and provides visual amenity. However it should be recognised that not every piece of open space provides such a valuable resource and therefore the development of some open space may be allowed in exceptional circumstances if the benefits of the resulting development outweigh the benefits of the open space. This recommendation has not been incorporated into the main document.

#### CS-23 – Transport and Accessibility

The sustainability appraisal recommended the following additions to this policy:

Development proposals will be required to contribute towards the implementation of the Cornwall Local Transport Plan.

Require all large development proposals to be accompanied by a robust travel plan which sets out how the development will reduce the traffic generated by the proposal to a significantly lower level of car trips than would be predicted for the site without the implementation of a travel plan.

Help reduce the impact of seasonal traffic growth through the encouragement of car free tourism.

Realise the potential of Penzance Harbour to function as a sustainable transport corridor for the movement of goods and people.

Encourage goods and services for local communities to be sourced from the local area where possible to reduce the need for wider transportation of goods and services.

All these recommendations were incorporated into the final document.



## CS24 – Design of new Development

The sustainability appraisal concluded that this policy will have an extremely positive effect on many of the sustainability objectives. It was recommended that the section on crime prevention be strengthened to include 'enables passive surveillance of public spaces and parking areas; distinguishes clearly between public and private spaces; and incorporates appropriate security measures such as lighting, hard and soft landscape treatment'. This recommendation was not included in the final document.

In addition the sustainability appraisal recommended that either this policy or the development control policies should state that new homes should be designed to at least the appropriate Code for Sustainable Homes Standard and all over development to BREEAM standards in accordance with the timescale in the emerging PPS1 Annex – Planning and Climate Change.

### Key Cumulative Effects of the Core Strategy

Many impacts arising from the Core Strategy are likely to be cumulative e.g. emissions of air pollutants and greenhouse gases, due to the effects of a number of policies on a particular issue. The most significant cumulative effects (both positive and negative) are listed below, please note that this is not an exhaustive list as predicting the interactions and additive effect of policies is complex and uncertain.

Positive Cumulative Effects	Sustainability objective(s)	Main Beneficiaries	Causes/Comments
Provision of and increased accessibility to services and facilities	7, 8, 9, 10	Communities in deprived areas particularly those with no access to a car	Throughout the Core Strategy there is an emphasis on providing amenities and services in accessible locations. This is likely to have a mainly positive cumulative impact on local communities, although it should be recognised that the essentially rural nature of Penwith, along with small isolated pockets of deprivation, means that the policies will not be as effective as they would in a much more urban geographical area.
Reducing the risk of and the fear of crime	6, 11	General population, especially at risk groups e.g. the elderly and young people	Policies which seek to promote regeneration, improve the public realm, encourage walking and the provision of community facilities, as well as good design guidance are all likely to have a beneficial effect reducing crime and the fear of crime.
Townscape and Public Realm	11,12,13,14	General Population in particular those residing in the more deprived areas	Many of the policies seek to improve the public realm directly or indirectly. This is addressed specifically in policies CS15 and CS24, the cumulative impact is likely to be positive.

Enhanced business and employment opportunities	1, 2	Local businesses, general population (esp. working age population).	Sustainability objectives 1 and 2 relating to employment and economy score positively against most policies, especially those for tourism. Although there are some negative effects associated with increased economic activity especially in relation to the natural environment, the overall cumulative effect from policies which seek to improve the public realm, create more year round quality tourism, encourage diversification of the rural economy, provide live-work units, improve transport links and bring about regeneration schemes are likely to be positive in the long-term.
<b>Uncertain Cumulative Effect:</b> Affordability of house prices	3, 4	Existing residents, especially the more deprived communities	Although the Draft Core Strategy explicitly seeks to provide affordable housing and restrict the loss of new housing development to second homes, as well as retention of the exception sites policy for 100% affordable housing, there is a risk that the cumulative effect of all the CS policies e.g. regeneration, enhanced public realm, improved protection of coast countryside, improved transport links and more business opportunities may lead to a continued increase in average house prices throughout the District. This highlights the importance of delivering on the affordable homes target and ensuring that the housing delivered is suitable and affordable to those in greatest need.
<b>Potential Negative Cumulative Effects</b>			
Increased pressure on open space, biodiversity and habitats (loss of greenfield land)	15, 16	Habitats Local people and visitors using open space	There is considerable pressure on existing open space and greenfield land. Whilst the CS policies specifically refer to the sequential release of land whereby brownfield sites are released first for development, in the long-term the cumulative effect is likely to be negative especially with regard to the retention of the exception sites policy. Throughout the Core Strategy there is an emphasis on the requirement to develop previously developed land, the cumulative impact from competing demands (including building to higher densities especially in the urban areas, and the more attractive development potential and profitability of greenfield to developers) is likely to increase pressure to release open space for development.
Increased greenhouse gas emissions	18	Global Environment	There are many sources of greenhouse gas emissions which will potentially increase as a result of the draft CS e.g. construction of new homes, habitation of new homes, etc. Cumulatively these are likely to present a challenge for the District which will be seeking to reduce overall emissions to meet local, regional and government targets. Many policies in the CS seek to mitigate this potential increase e.g. renewable energy requirements, design specifications, transport and accessibility criteria.
Increased resource use	17, 18	Land, Air and Water Local and Global	This is similar to the issues for greenhouse gases (see above). New development will consume resources and generate waste and water consumption both during

and waste generation		Environments	construction and through occupation. Whilst the CS contains many policies which seek to reduce the use of non-renewable resources and waste generation, the overall long-term cumulative effect is likely to be negative.
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## Potential overall effects of the Draft Core Strategy

This section provides a brief summary of the most significant potential effects from the findings of the appraisal.

Overall the Draft Core Strategy is predominantly predicted to have positive effects, particularly against the social and economic objectives of the sustainability framework. The situation is more mixed in relation to the environmental objectives.

**The positive social effects** are predicted to include improvements to: poverty and social exclusion; the location, access and provision of community facilities and services; affordable housing, and increased accessibility to public transport.

The positive environmental effects are predicted to include improvements to: the public realm and townscape; higher standards of design and construction; continued and better protection of the natural environment and policies aimed at reducing the need to travel, as well as policies aimed at ensuring new development has regard to and mitigates against the predicted changes in our climate. The specific Environment and Open Space and Climate Change/Flood Risk policies have strong positive effects predicted across all the environmental objectives.

Positive economic impacts are expected both directly from the protection and enhancement of employment land, the provision of live/work and small workspaces (especially in the rural areas) and policies aimed at raising the quality of and delivering less seasonal tourism, as well as indirectly through policies aimed at continued improvement of the image of Penwith, regeneration, and policies aimed at providing housing (especially affordable housing) in locations which will allow more residents to live close or near to their place of work.

### However there are also some overall negative effects predicted from the Draft Core Strategy.

Increased population, construction and business activity will use resources and generate waste. A rise in population and associated demand for goods, services transport and utilities (e.g. water, sewerage and energy) will increase use of natural resources, energy and water. Travel generation from an increase in population and policies aimed at lengthening the visitor season, over the plan period may offset some of the efforts made in the policies and supporting text which seek to manage the growth and where possible reduce the need to travel.

The aims of the Core Strategy in terms of regeneration, housing development, revitalisation of town centres and the protection and enhancement of the District as a business location, will all put pressure on the use of land, including on existing open spaces which will need to be resisted.

It is not possible to estimate accurately the overall resource use of fully implementing the Draft Core Strategy and the policies it contains. Much will depend on the manner of implementation, including external influences beyond the control of the Core Strategy or the District. However, there are some overall effects that we can predict. For example the possible effects of an increase in the amount of housing provision proposed (7,800) can be divided into construction and operation, (on Carbon Dioxide emissions, waste production, aggregate use and water use) however it should be emphasised that these are just very approximate estimates:

### **Effects on resource use and emissions of proposed level of growth in Penwith**

A study by CPRE ( Building on Barker - How we can continue to improve housing for everyone without damaging the environment and sprawling over the countryside) estimated the building of one new home (These figures are based on a typical 90 square metre new home meeting current Building Regulations and occupied by three residents) as being responsible for:

- Emissions of climate changing greenhouse gas emissions equivalent to 35 tonnes of CO<sub>2</sub>.
- The production of 11.25 tonnes of solid waste.
- Consumption of 60 tonnes of aggregates quarried from the ground or dredged from the seabed (although some is recycled).

For 7,800 new dwellings this equates to 390 new houses per year and a yearly increase of 13,650 tonnes CO<sub>2</sub> emissions, 4,387.5 tonnes of solid waste produced and 23,400 tonnes of aggregates quarried.

In addition the occupation of each additional house will:

- Generate emissions to the equivalent of 4.05 tonnes of CO<sub>2</sub> gas per year through burning fossil fuels (this does not include fossil fuel consumption in transporting the occupants to and from their home in their day to day lives). = 31,590 additional tonnes of CO<sub>2</sub> gas per year at the end of the 20 year plan period.
- Produce 1.25 tonnes of solid wastes a year = 9750 tonnes of additional solid wastes per year at the end of the 20 year plan period.
- Consume 180,000 litres of water per year while producing a roughly equivalent quantity of sewage effluent = 1,404,000,000 additional litres of water consumed per year at the end of the 20 year plan period.

It should be noted that the authority and its partner organisations are working with local residents and businesses to reduce the environmental/carbon footprint of existing development, and to increase the uptake of renewable energy (including micro, and community energy schemes), these areas of work are expected to offset some of the negative environmental effects of new development over the plan period. It should also be noted that the Core Strategy Policies are aimed at minimising the use of non-renewable resources both in construction and during operation of new build.

The Sustainability Appraisal has helped refine the preferred option policies in the Draft Penwith Core Strategy and many of the recommendations made have been incorporated into the final document. The revised housing figures expected in the final RSS whilst much larger than anticipated, are expected to better enable the authority to realise a far greater number of affordable homes. The previous restrictions on housing numbers meant that earlier versions of the draft issues and options document had extremely high affordable housing percentages (up to 75% in the rural areas) along with a blanket main residence restriction on all new housing development, and there was a real danger that such stringent policies could make development proposals non-viable, which could lead to negative consequences both in terms of the much needed regeneration of many parts of the District and delivery of affordable housing. However such large housing increases will require a far larger land supply than previously anticipated. This will obviously have negative consequences on landscape/townscape, biodiversity, resources and infrastructure provision unless carefully managed.

The appraisal concluded that there is insufficient evidence to enable the affordable housing threshold policies to be fully appraised, and recommends that in order to be able to determine the most sustainable option the authority should conduct further research into the viability of the alternative options.

For further information on the Penwith Sustainability Appraisal and the Local Development Framework please contact:

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## **SUSTAINABILITY APPRAISAL – DEVELOPMENT POLICIES PREFERRED OPTIONS CORE STRATEGY – FINAL APPRAISAL JANUARY 2008**

**Prepared by: Karen Clowes**

**The sustainability appraisal has been an iterative process and has helped to refine and strengthen the proposed policies throughout the development of the preferred options document.**

**PREFERRED OPTION FOR PENZANCE/NEWLYN Balanced Housing and Economic Growth - up to 1,625 new homes over 20 years and an additional 3.4 ha employment space**

- 1. Provide suitable employment opportunities for all**
- 2. Support a balanced economy that meets the needs of the area**

Employment in the Penzance travel to work area is expected to rise by 18 to 22% in the next twenty years which is much faster than the regional forecast. The aim of the preferred option approach is to support the economic growth and job provision in Penzance/Newlyn by providing enough homes and employment space within the towns so as to avoid increased in-commuting from other areas. Monitoring will be necessary to ensure employment is coming forward as expected so as not to oversupply homes to the town which may result in increased out-commuting to access work.

- 3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

This option does not consider the quality of the housing provided, however other policies within the core strategy should cover this sustainability requirement. The requirement for 50% of all housing development to be affordable (see Policy CS11) will help provide housing at a cost appropriate to the community's needs however the type and tenure of the affordable element needs to be carefully appraised to ensure it is the most appropriate for Penzance/Newlyn.

- 4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

There are pockets of extreme deprivation and unemployment in the central area of Penzance, overcrowding and poor quality housing is also an issue. This policy which will provide for approximately 800 affordable homes along with the provision of space for employment will help to reduce poverty and social exclusion if the homes and employment opportunities are taken up by those living within and around the Penzance/Newlyn area.

**5, 6, 7 and 8** relating to health, crime, recreation/leisure, and local democracy have no clear relationship with this policy.

- 9. Reduce the need to travel by car.**

The balance of homes and jobs and regenerated town centre should help greater self-containment of the town through reducing the need to

travel.

**10. Maximise access for all to the necessary education, skills and knowledge**

This option, through concentrating much housing and employment development in and around Penzance/Newlyn will help maximise access to education .

The town of Penzance has two secondary schools and a higher education college, The college has indicated that it needs to expand and the core strategy should seek to ensure the future land requirements for the College are considered with an emphasis on retaining the college within or on the fringes of the town. This is important as Penzance is the most accessible location in Penwith by means of public transport.

**11, 12, 13, and 14** have no clear relationship and should be addressed through other policies within the core strategy

**15. Minimise consumption of and reduce damage to undeveloped land.**

There is a shortage of brownfield sites within the Penzance area to accommodate 1625 new homes and 3.4ha of employment space, and most of these brownfield sites are small scale infill sites. Therefore this policy would mean that greenfield sites would need to be developed. There is the potential for impacts on landscape character through the level of greenfield land however, this can be minimised by criteria being put in place to choose an appropriate site and adequate protection measures being put in place as part of the development. The approach should be to develop brownfield sites in the first instance and to only start to develop greenfield sites when brownfield sites have been exhausted. Potential greenfield sites will need to undergo full sustainability appraisal to ensure that they are the most appropriate sites for new development. This option is more sustainable than the alternative option 2 (parity of growth between Penzance and Hayle) which would mean that more greenfield sites would need to be allocated on the edge of surrounding settlements, which would lead to dispersal of development away from the core of the town.

**16. Value, protect and enhance diversity of wildlife and habitats and geodiversity.**

There is the potential for impacts on biodiversity through the level of greenfield land required. This can be minimised by appropriate criteria being put in place to choose appropriate sites and adequate protection measures being put in place as part of the development agreement. The core strategy should contain robust policies to safeguard bio/geodiversity.

**17. Prepare for climate change and keep water consumption within local carrying capacity limits.**

All sites chosen would need to be assessed to ensure that they are not in a flood risk area, or that their development would increase the flood risk to neighbouring developments. Policies to address climate change issues such as the incorporation of sustainable urban drainage systems would need to form part of the core strategy. Development on greenfield sites is more likely to increase run-off than on brownfield sites. All sites would need to be chosen in consultation with infrastructure providers such as South West Water. The Core Strategy should contain a policy regarding water usage.

**18.** Has no clear relationship and should be addressed through other policies within the Core Strategy.

## CONCLUSION

**The preferred option for Penzance is the most sustainable option.** The proposed level of growth for Penzance is unlikely to totally remove in-commuting into the town, however Penzance is an important employment and shopping area for the rural communities especially those in West Penwith and therefore some in-commuting is to be expected. The preferred approach recognises that some of the jobs in the town will be filled by residents of the rural small towns and villages.

The shortage of suitable brownfield sites for development in Penzance means that a proportion of the expected new housing yield and new employment land will have to be on greenfield sites. This may have some impacts on biodiversity and landscape character. The preferred option should help to increase the accessibility of jobs and homes to some extent and this has been balanced with recognition of the need to reduce the environmental and landscape impacts of dispersal of development away from the core of the town.

## **PREFERRED OPTION FOR HAYLE –Development of up to 3250 new homes over 20 years and an additional 6.8 ha of employment space**

### **1. Provide suitable employment opportunities for all**

### **2. Support a balanced economy that meets the needs of the area**

Hayle is well situated on the A30 and is also on the mainline rail network. There has been recent significant investment into Hayle including the West Cornwall Retail Park and Harveys Foundry, as well as planned major regeneration opportunities including Hayle Harbour development and Wave Hub. This option will help to support the growing local economy by concentrating on high growth through the provision of both homes for employees and employment space. The approach put forward would see housing provision come in line with the anticipated economic growth of the town and will help support retail improvements and increased local employment opportunities.

### **3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

This option does not consider the quality of the housing provided, however other policies within the core strategy should cover this sustainability requirement. The type and tenure of the affordable housing needs to be carefully appraised with greater anticipated employment opportunities, housing for key workers needs to be provided in order to avoid in-commuting.

### **4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

The approach should have a positive benefit on housing availability in the town, with a large amount of housing maintaining the relative affordability of housing in Hayle compared with Penwith's average house prices. Community improvements are part of the preferred options approach as it would encourage improvements to the character of the town through regeneration and this may help improve community cohesion.

### **5. Protect and promote human health and wellbeing**

The provision of 2,250 new homes in the next 20 years in addition to the 1,000 proposed for Hayle Harbour means that the provision of new health care facilities in appropriate and accessible locations needs to be planned into the development strategy.

**6. Safer stronger communities** Measures to reduce crime need to be addressed through development standards. The large amount of new housing development in the town could cause changes to the existing community through an influx of new residents.

**7.** The provision of sports, leisure and recreation facilities has not been addressed through this policy but needs to be addressed through open space standards for development. It is recognised that there is a need for enhanced leisure and community facilities in Hayle, new development would be expected to bring investment into the area in the form of contributions towards open space.

**8.** Objective 8 has no clear relationship with Policy

### **9. Reduce the need to travel by car**

The approach for greater self-containment of Hayle in terms of jobs, homes and retail provision may help reduce the need to travel especially by car.



**10. Maximise access for all to the necessary education, skills and knowledge**

Skills development would have to be a feature of new development in Hayle this needs to be addressed through the Hayle Area Action Plan and other strategies for the area. The capacity of local schools to accommodate large scale housing development needs to be investigated, it is likely that large scale development may necessitate new primary school provision.

**11, 12, 13, and 14** have no clear relationship and should be addressed through other policies within the core strategy

**15. Minimise consumption of and reduce damage to undeveloped land**

The planning proposal for Hayle Harbour redevelopment includes just under 1000 dwellings on a combination of brownfield and greenfield land. The preferred option is for a further 22500 new homes for Hayle over a 20 year period. The availability of brownfield sites is limited and will be insufficient to meet the requirements for the whole of the plan period to 2026. Most of the available brownfield sites are small scale therefore significant areas of greenfield land will be needed.

**16. Value and protect and enhance the amount and diversity of wildlife and habitats including geodiversity.**

There will be landscape and environmental impacts these can be reduced by adopting robust sustainability criteria when selecting sites which will include avoiding land of high agricultural value, and taking account of biodiversity, flood storage and groundwater recharge. Given the environmentally sensitive landscape character of the Northern coast including the Towans and Hayle Estuary, any greenfield development should be located on land to the south of the town.

**17. Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits.**

All sites chosen would need to be assessed to ensure that they are not in a flood risk area, that their development would increase the flood risk to neighbouring developments. Policies to address climate change issues such as the incorporation of sustainable urban drainage systems would need to form part of the core strategy. Development on greenfield sites is more likely to increase run-off than on brownfield sites. All sites would need to be chosen in consultation with infrastructure providers such as South West Water. The Core Strategy should contain a policy regarding water usage.

**18.** Has no clear relationship with and should be addressed through other policies within the Core Strategy.

**CONCLUSION**

**The preferred option for Hayle is the most sustainable option.** This option allows for a large amount of new housing and employment land to be developed whilst taking into account the need for sustainable development in other parts of the District especially Penzance. This approach would deliver 2250 new homes in addition to the approximately 1000 new housing units proposed as part of the Hayle Harbour development. Hayle will therefore see the largest population increase in the District. The preferred option with its large amount of new homes recognises the need to increase the workforce to support Hayle's growing local economy. This approach will support continued regeneration of the town centre and the functioning of the town by supporting a greater level of services. It is important that the provision of adequate health, education and community facilities are considered early in the development process.

The majority of this development is likely to occur on greenfield sites which will have environmental implications, the use of strict sustainability criteria in the selection of sites, good design and mitigation measures will all help to reduce the impact on the environment and landscape. Monitoring will be important to ensure the housing and employment are growing at balanced levels and that the relatively high housing targets

for Hayle are not creating a more affordable commuter town supporting other settlements in the District or the wider Camborne/Pool/Redruth area, rather than securing benefits for the town itself.

**PREFERRED OPTION FOR ST.IVES/CARBIS BAY – Development of up to 1,300 new homes over 20 years and an additional 2.73 ha of employment space.**

- 1. Provide suitable employment opportunities for all**
- 2. Support a balanced economy that meets the needs of the area**

This policy needs to be strengthened to emphasise that the focus needs to be the provision of small work space units and especially live work space units for the creative/knowledge based sectors. St. Ives is extremely constrained and suffers from lack of parking and traffic congestion. The park and ride facility proposed at St. Erth to service St. Ives will seek to mitigate against the current impacts of traffic, the spatial strategy for St. Ives has to ensure that new development in and around the town does not increase traffic flows. Securing a higher proportion of affordable homes may retain a greater workforce within St. Ives. Whilst many jobs in St. Ives are seasonal due to its popularity as a tourist attraction, new large employers would be best situated in more accessible locations such as Hayle or Penzance which have good public transport links and are easily reached from the A30. This approach may cause more outcommuting from St. Ives to other main towns in the area.

The policy to concentrate industrial development towards small work space units including live work units will help promote the creative and service industries which supply the tourism market.

The proposal for 50% affordable housing is welcomed, securing a higher proportion of affordable homes may retain a greater workforce within St. Ives with greater associated economic benefits however due to the fact that there are already 388 units with planning permission as of April 2007 (few of which are affordable) means that in reality only 450 of the 1,300 new homes are likely to be affordable.

- 3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

This option does not consider the quality of the housing provided, however other policies within the core strategy should cover this sustainability requirement. The requirement for 50% of all housing development to be affordable will help provide housing at a cost appropriate to the community's needs however the type and tenure of the affordable element needs to be carefully appraised to ensure it is the most appropriate for the residents of St. Ives. House prices in St. Ives are already far higher than the average for the District therefore there might be a greater need to provide a higher percentage of shared ownership/social housing as opposed to affordable private ownership housing.

- 4. Reduce poverty and social exclusion and help everyone achieve a decent quality of life.**

High house prices and poor affordability in St. Ives may be reducing the local workforce and it may be that the lack of affordable housing worsens the situation with potential impacts on the economy of St. Ives. This policy for 50% of all housing to be affordable will help to retain some key workers in the town. The number of new affordable housing units planned will not meet demand, currently there are 498 heads of household on the housing needs register for the St.Ives/Carbis Bay area, and it is likely that incommuting into St. Ives for work in the tourism and leisure sectors will increase especially during the peak season. The consequences of lack of affordable housing within the town could lead to an increased shift in the demographics of St.Ives with younger people moving away from the town to other main centres in the area (Hayle, Penzance, Camborne/Pool/Redruth, Falmouth/Penryn and Truro) where house prices are lower and the likelihood of gaining well paid

less seasonal employment are greater. The alternative options for St.Ives are for 100% affordable housing, a drawback with this is that without allowing a small amount of open market housing there is a danger that developers will not want to build in St. Ives at all and therefore very little affordable housing would actually be delivered.

**5, 6, 7 and 8** relating to health, crime, recreation/leisure, and local democracy have no clear relationship with policy St.Ives-1 The provision of sports, leisure and recreation facilities has not been addressed through this policy but needs to be addressed through open space standards for development. Due to the high percentage of affordable housing required there is little likelihood of securing significant developer contributions towards the provision of open space and community facilities in the town. However, there is a greater chance of securing small amounts of developer contributions for infrastructure/facilities than an alternative option which restricts all development to 100% affordable/local needs.

**9. Reduce the need to travel by car.**

St. Ives suffers from extreme traffic congestion and parking problems. This policy to restrict development in the town will help prevent the problem worsening. The affordability of housing in St. Ives and its attraction for second home owners means that in-commuting to work in the tourism and related service industries into St. Ives may increase, as the amount of affordable housing is unlikely to meet demand. There may also be an increase in out-commuting to larger employers located in the main centres of Hayle and Penzance. This increase can be mitigated by encouraging use of the park and ride for commuting purposes through robust parking policies.

**10. Maximise access for all to the necessary education, skills and knowledge**

The policy of restricting housing development will mean there is unlikely to be too much additional pressure on schools in St. Ives, containment of development within and on the fringes of the town will help promote access to facilities although it should be noted that currently there are no higher education facilities and young people have to travel to Penzance, Truro or Camborne to attend college, there is also little evidence of work-based training and skills development within the limited available industries in the town.

**11, 12, 13, and 14** have no clear relationship with this policy and should be addressed through other policies within the core strategy

**15. Minimise consumption of and reduce damage to undeveloped land**

The policy supports this sustainability objective. The preferred option is to restrict development as far as possible to undeveloped land and infill sites. Whilst the policy is to take advantage of all brownfield sites for regeneration, in reality the constrained nature of the area means that there will be a limited amount of available demand. Whilst sustainability appraisal of individual sites will be applied there will be fewer alternatives to make choices from, which could lead to the development of less suitable sites than for other towns in the District. Consideration need to be made as to whether a proviso needs to be included whereby should there appear to be a shortfall in the number of sites which meet minimum sustainability criteria that this shortfall be directed into the other main towns.

**16. Value and protect and enhance the amount and diversity of wildlife and habitats including geodiversity.**

Appropriate selection criteria and policies will have to be put in place to avoid the impact of developing infill sites on biodiversity. The policy needs to recognise the importance of habitat areas, landscape and geological features through ensuring greater containment of the town and avoiding encroachment onto surrounding designated areas.

**17. Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits.**

All sites chosen would need to be assessed to ensure that they are not in a flood risk area, that their development would increase the flood risk to neighbouring developments. Policies to address climate change issues such as the incorporation of sustainable urban drainage

systems would need to form part of the core strategy. Small scale development is expected to keep water consumption within local carrying capacity limits. Design standards regarding water efficient technologies in new development should form part of the LDF.

**18.** Has no clear relationship and should be addressed through other policies within the Core Strategy.

## **CONCLUSION**

In many ways St. Ives success as a tourist destination and centre for arts and culture combined with its unique setting, architecture and history is the cause of some of the most serious issues it has to address; traffic and parking, reliance on seasonal employment and shortage of long-term well paid jobs, lack of affordable housing, and a migration of younger residents seeking career opportunities, along with high levels of second home ownership and holiday rental property. St. Ives is already suffering from an extreme lack of affordable housing. To date St. Ives has been treated in a similar manner to the other main towns in the District and has received a proportional share of development. The preferred option seeks to restrict development in the town because of capacity issues. There is a danger that restricting development will exacerbate many of the issues the town faces; extremely high house prices, and changing demographics with younger people and families moving away to areas where property prices are a little cheaper. The retention of young people and provision of training, education, career opportunities and affordable homes are key to creating a sustainable community. The biggest problem is the fact that there are almost 400 units with planning permission (very few of which are affordable), and there is a real danger that this will increase significantly before the Core Strategy is adopted, although it should be noted that the closer the Core Strategy gets to adoption, the more influence it can have as a material consideration.

## **SMALLER TOWNS AND LARGER VILLAGES**

**Preferred Option - Further development will be permitted on sites up to 0.2ha within the towns of St. Just and Marazion and the larger villages.**

**This option includes the villages of Pendeen, Goldsithney, Connor Downs, St. Erth, Madron, Gulval (Trevarrack), Crowlas, Ludgvan (Lower Quarter), St. Buryan, Sennen and Mousehole.**

**Appropriate employment sites within or on the edge of these settlements will also be encouraged. Preferred Options allows for an additional 3.4ha of employment space to be located in rural areas.**

- 1. Provide suitable employment opportunities for all**
- 2. Support a balanced economy that meets the needs of the area**

Allowing some new employment space in the rural areas especially in and on the fringes of the smaller towns and larger villages will help support the local rural economy provided it is small scale and meets local business and community needs. In particular this policy should support development that delivers diverse and sustainable farming enterprises and other countryside based enterprises and activities that contribute to the rural economy and promote recreation and enjoyment of the countryside. Therefore it is suggested that the policy is strengthened to state 'employment sites within or on the edge of these settlements will be encouraged provided they support the rural

economy and/or they meet local community needs and/or they promote recreation and enjoyment of the countryside. Allowing for some new housing development and with the proviso that 50% must be affordable will help to support the rural economy.

Providing open market housing in the rural areas is not likely to contribute to their economic growth, as they are likely to be used as second/holiday homes or lived in by people working outside the rural area. However this policy looks to secure a high proportion of affordable homes which may retain a greater workforce in the rural area with associated economic benefits.

**3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

This option does not consider the quality of the housing provided, however other policies within the core strategy should cover this sustainability requirement. It should be noted that many of the more rural areas of Penwith do not have mains gas, and therefore the long-term affordability of renewable energy technologies should be investigated when providing affordable housing. The requirement for 50% of all housing development to be affordable will help provide housing at a cost appropriate to the community's needs however the type and tenure of the affordable element needs to be carefully appraised to ensure it is the most appropriate for the particular town/village.

**4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

Many villages and small towns are in danger of losing community facilities such as post office, public houses and village shops due to high percentages of the housing stock being used as second homes and holiday homes. The towns and villages to which this policy will apply have a shop, bus route, and a post office and either contain or have good access to a primary school, village hall and a public house. This policy for allowing small scale housing development 50% of which would be affordable along with the provision of space for small scale employment sites will help to reduce poverty and social exclusion if the homes and employment opportunities are taken up by those living within and around the smaller towns and larger villages. Policy CS-12 which allows for exception sites for 100% affordable housing will also have a positive impact on this objective. This policy is expected to lead to greater community cohesion in the named settlements this could be in the form of support for local schools, community facilities or meeting places.

**5, 6, 7 and 8** relating to health, crime, recreation/leisure, and local democracy have no clear relationship with this policy.

**9. Reduce the need to travel by car.**

The policy which concentrates on locating rural housing within villages with service provision will help reduce the need to travel by car for basic services. Concentrating most development in the urban centres of Penzance and Hayle should continue to improve accessibility for all through better containment of settlements but will mean that those in the more rural areas are increasingly likely to have to rely on a car for access to jobs, shopping and enhanced community facilities. However a balance has to be made between ensuring the continued vitality of all our towns and villages and reducing the need to travel, and the provision of some employment space, avoiding sprawl through the use of infill sites, along with the provision of bus routes will help to mitigate the need to travel by car.

**10. Maximise access for all to the necessary education, skills and knowledge**

This option, through concentrating rural housing and some employment within the smaller towns and villages which have (or have good access) to a primary school will help maximise access to education in the rural areas. By concentrating rural development in the smaller towns and larger villages with bus routes will help maximise access to secondary and higher education facilities.

**11, 12, 13, and 14** have no clear relationship with this policy and should be addressed through other policies within the core strategy

**15. Minimise consumption of and reduce damage to undeveloped land.**

It should be noted that the LDF will seek to include a rural exceptions site policy whereby planning consent may be granted on small sites adjoining rural settlements for 100% affordable housing provision to meet local needs, these sites are most likely to be greenfield and

appropriate protection policies need to be put in place to mitigate any impacts.

**16. Value, protect and enhance diversity of wildlife and habitats and geodiversity.**

Appropriate selection criteria and policies will have to be put in place to avoid impact of sites on biodiversity. Other policies within the core strategy e.g agricultural land, national and local designated areas, etc., will also help support this objective.

**17. Prepare for climate change and keep water consumption within local carrying capacity limits.**

All sites chosen would need to be assessed to ensure that they are not in a flood risk area, or that their development would increase the flood risk to neighbouring developments. Policies to address climate change issues such as the incorporation of sustainable urban drainage systems would need to form part of the core strategy. All sites would need to be chosen in consultation with infrastructure providers such as South West Water. The Core Strategy should contain a policy regarding water usage.

**18.** Has no clear relationship and should be addressed through other policies within the Core Strategy.

**ALTERNATIVE OPTION As above but affordable housing only**

There are merits to this option however by not allowing any new open market housing development there is a risk that identified housing need will not be met because there is little incentive for developers to do so. Allowing a quarter of all housing to be open market could therefore enable delivery of the affordable element.

**CONCLUSION**

The preferred option will help to protect the level of services in the designated smaller towns and larger villages and will also help to encourage the provision of additional facilities and employment for local needs. Accessibility is an issue when providing housing in the rural areas and there is likely to be an increase in the distance travelled to meet wider community services and also out commuting to the main employment centres of Penzance, Hayle or St. Ives. The preferred option with its high percentage of affordable housing and identification of those towns and villages which already have the main facilities needed to make a sustainable village and recognises the balance which has to be met in helping to prevent the loss of services and retaining a balance in the demographics of a community with the need to reduce car journeys and protection of the natural environment from over-development. The preferred option allows for 50% of housing development to be open-market, there is a danger that these houses could be used as holiday/second homes however this has been covered later in the Core Strategy Preferred Option CS9 Permanent restriction on new dwellings.

**SMALLER VILLAGES**

**Preferred Option – New development restricted to affordable housing and local employment needs only and will be permitted on small infill sites of up to 0.1ha in the smaller villages of Lelant, Trewellard, Wall, Reawla, Carnhell Green, Paul, Rosudgeon, Nancledra, St. Levan and Porthcurno, subject to an identified housing or employment need.**

This preferred option will help to retain the vitality of the small settlements which have limited community services and facilities, whilst not allowing

any new development (except in exceptional circumstances as outlined in PPS7) in the very rural areas which have major accessibility issues. Allowing small infill development to meet identified local need only may help to secure new community facilities. This approach will help protect the landscape, agricultural land, bio/geodiversity and heritage from overdevelopment.

The policy will ensure that development of housing in these settlements will only be permitted where it relates to requirements identified in housing market studies and other assessments of local needs for housing, or where housing development is necessary to support local employment provision locally. The policy will help promote self containment of the smaller villages.

**Alternative Option – Allocated Sites, affordable housing and employment development will only be permitted on identified sites allocated through the Rural Area Action Plan.**

Whilst this option would allow for a planned approach to further development and would also ensure that development would occur in the most sustainable locations, this approach would restrict development opportunities until after a Rural Area Action Plan has been written and adopted. In addition, there is a danger that the Rural Area Action Plan may be shelved or seriously delayed due to the change over from District to Unitary Authority.

#### **PREFERRED OPTION FOR THE SMALLER SETTLEMENTS**

**Proposals for housing development, other than the conversion of suitable existing buildings, will not be permitted in the following settlements; Angarrack, Botallack, Canonstown, Carnyorth, Fraddam, Gulval Churchtown, Gwinear Churchtown, Halsetown, Larmorna, Ludgvan Churchtown, Morvah, Newbridge, Perran Downs, Perranuthnoe, Relubbus, Sancreed Churchtown, St. Hilary Churchtown, St. Michael's Mount, Towednack, Treen and Zennor Churchtown.**

**Employment opportunities in these locations will be assessed against proposed Policy CS 18 – Employment in Rural Areas.**

**No further housing development will be permitted in other rural locations within the District unless there is an essential need for a person working in agriculture or forestry to live at the proposed location.**

This policy is in accordance with sustainability principles and will help to retain the vitality of the smaller settlements which have limited community services and facilities, whilst not allowing any new development (except in exceptional circumstances as outlined in PPS7) in the very rural areas which have major accessibility issues. This approach will help protect the landscape, agricultural land, bio/geodiversity and heritage from overdevelopment.

## Appendix 2

Sustainability Appraisal – Core Strategy Preferred Options – November 2007

### **CS Policies**

Prepared by Karen Clowes

**The Core Strategy Preferred Option Policies have been appraised against the Sustainability Objectives. The table on the next page gives a summary of the results of the appraisal. This report also discusses each policy and its effect on environmental, social and economic objectives and where appropriate gives recommendations to help further strengthen the policy to help ensure it is more sustainable. The Sustainability Appraisal is an iterative process, the Core Strategy Preferred Options Document will undergo a final sustainability appraisal before it is published for consultation. The consultation document will be accompanied with a full sustainability appraisal report which will set out how the appraisal process has helped strengthen the proposed policies to ensure they have full regard to the environmental, social and economic factors.**



## Core Strategy Preferred Options – Sustainability Appraisal Matrix

### Sustainability Objectives

Core Strategy Policy	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
CS-1 Sus Development Principles		+	*	+	+	*	+	+			+	*	*	*	+	*	+	++	+
CS-2 Climate Change		+		+/-	+	+					+			+		+	++	+	
CS-3 Flood Risk/Drainage		+		+/-	+	+					+			+	+	+	++	+	
CS-4 Natural Environment		+/-	+/-	+/-		+					+			+	+	++*	+		
CS-5 Historic Environment		+					+			+		+	++	++					X
CS-6 Renewable Energy				+	+						+			X					++
CS-7 Resources											+						+	+	++
CS-9 Permanent Residential Use	+	+/-		+		+		++											
CS-10 Efficient Use of Land							+	+						+		+	+/-	X	
CS-11 Affordable Housing				+	+			+											
CS-12 Exception Sites		+/-	+	+										?	?	X	?		
CS-13 Housing Size/Tenure		+	+	+	+	++					+								+
CS-14 Gypsy/Traveller Provision	+		+	+	+	+/-	+	+	+	+	*	+	*	?	*	?	*	+	+
CS-15 Town Centres	+	+		+				++				+			+				
CS-16 Community Facilities				+	+		+	+	++	+		*							
CS-18 Rural Employment	+	+		+				+				+		+					
CS-19 Live/Work Units	+	+	+	+				+	+						+	+/-	+/-		+
CS-20 Tourism	++	++					+	+				+	+	+	+	+			
CS21/22 Open Space/Play Space		+		+	*	++	+	+	+	+	+	+	+		+	+	+		
C-23 Transport and Accessibility		+		+	+		+	+	++	+									+
CS-24 Design new development			+	+	+	++	++	+		+	+			++			+		++

- \* Improvement has been suggested
- ++ Significant Positive Effect
- + Positive Effect
- \*
- Policy as it stands has no clear relationship with objective, improvement suggested to remedy this
- Policy has no clear relationship with the objective
- +/- Policy could have both negative and positive impacts on this objective
- ? The policy could have a negative impact
- X The policy will conflict with the objective

## CS1 – Sustainable Development Principles

Spatial policies need to go beyond land-use issues to embrace wider social, economic, social and environmental issues. They need to contain reference to the other criteria that will be needed in order to accommodate additional population in a sustainable manner e.g. where necessary; Schools, doctor's surgeries and other health facilities to be provided; transport network to be developed to ensure all housing development can be accessed safely; access to public transport; a range of shops and services providing for day to day needs will be within a reasonable journey by foot; provision of statutory services e.g. water, energy, telecommunications, etc.

Therefore it is suggested that the final Core Strategy Document makes this point clear through a new policy or insertion of this proviso into the development policies. (N.B. This has now been done, there is a new policy in the latest version of the Development Policies).

### CS1 – Sustainable Development Principles

It is proposed that policies in the Core Strategy will:

require that all development proposals should contribute to the pursuit of sustainable development;

set out sustainable development criteria in line with the Core Strategy Objectives that will be used to appraise, monitor and refine development proposals and measure their contribution towards our local sustainable development goals including;

1. to minimise the need to travel **by car**, and to encourage any journeys that remain necessary to be possible by a variety of transport modes;
2. to contribute towards the creation of locally distinctive, safe, healthy and vibrant communities **and to be appropriate for the settlement in terms of scale and location**;
3. **to promote sustainable economic development and growth**
4. **to promote safe and inclusive communities by reducing social inequalities and disadvantages through improving health, economic and social wellbeing** ;
5. **to make appropriate provision of services, facilities and infrastructure**;
6. **to make efficient use of land, buildings, and infrastructure and to resist the irreversible loss of the best and most versatile agricultural land**
7. **to be constructed and operated using a minimum amount of non-renewable resources, minimising the generation of waste and prudent use of water**
8. **to be attractive, adaptable, accessible and designed to a high standard**;
9. **to conserve and enhance the character and quality of local landscapes and the wider countryside.**
10. **to conserve and enhance valued open spaces, buildings, sites and places of historic, archaeological or architectural importance.**
11. **To conserve and enhance biodiversity and to have no detrimental effect on the District's environmental and heritage resources**;
12. **To contribute towards reducing the causes and impacts of climate change.**

(Suggested improvements in red)

**2. Support a balanced economy that meets the needs of the area**

The need to minimise travel will promote economic patterns that avoid unnecessary dependence on long distance travel. Goals should include 'promote sustainable economic growth and employment'.

**3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

Ensuring development is constructed to a high standard will make a positive contribution to this objective.

**4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

Ensuring development is designed to take into account the impacts of climate change will help reduce running and maintenance costs of buildings. Ensuring development will make appropriate provision of services and minimise the need to travel will have positive contribution on reducing social exclusion. It is recommended a further goal be added 'to promote safe and inclusive communities by reducing social inequalities and disadvantages through improving health, economic and social wellbeing'.

**5. Protect and promote human health and wellbeing**

There is a link between this objective and the policy which is intimated through CS1 points 2 and 3. The further goal mentioned in 4 above, will also help strengthen this objective.

**6. Promote safer and stronger communities through measures to reduce crime and the fear of crime and promote community cohesion**

There is a link between this objective and policy CS1 point 2. The further goal mentioned in 4 above will also help strengthen this objective.

**9. Reduce the need to travel by car/air while providing good physical access for pedestrians/cyclists/public transport users to services, facilities and other people.**

The aim to minimise the need to travel, encourage journeys by a variety of transport modes, and to make appropriate provision of services, facilities and infrastructure will all have a positive contribution on this objective. It is recommended a further goal be added 'to include measures to manage traffic and reduce congestion'.

**11. Create, enhance and maintain cleaner, greener and safer environments.**

There is a link between this objective and Policy CS1 points 1, 2, 4, 5, 7, and 8. It is recommended a further goal be added 'to include measures to manage traffic and reduce congestion'.

**12. Value the social and cultural diversity and the communities' local distinctiveness.**

Suggest a new goal is included 'to conserve and enhance the character and quality of local landscapes and the wider countryside'.

**13. Value, protect and, where appropriate, enhance the historic environment.**

Suggest include a goal 'to conserve and enhance valued open spaces, buildings, sites and places of historic, archaeological or architectural importance'.

**14. Create buildings and environments that complement our local distinctive landscape, and which work, look and wear well and are easily maintained.**

There is a positive link between this objective and Policy CS1 points 2 and 6. Suggest this is strengthened with a goal to 'conserve and enhance the character and quality of local landscapes and the wider countryside'.

**15. Minimise the consumption of and reduce damage to undeveloped land.**

There is a positive link between this objective and Policy CS1 point 4. It is recommended this is further strengthened by adding at the beginning of point 4 'to make efficient use of land, buildings, and infrastructure and to .....

**16. Value, protect and enhance the amount and diversity of wildlife and habitats (including geodiversity).**

There is a positive link between this objective and Policy CS1 point 7. **However it needs strengthening to take into account the sustainability objective to enhance biodiversity rather than just protection.**

**17. Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits.**

This policy has an extremely positive effect towards preparing for climate change and its effects such as flooding and sea level rise.

**18. Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise re-use and renewable resources e.g. Energy.**

There is a positive link between this objective and Policy CS1 point 5 and 7.

Conclusion: In many respects sustainable development is a recurring theme throughout the whole of the Core Strategy. Whilst this policy does not embrace all the sustainability objectives of this appraisal in many respects it would be difficult for a single policy to do so, otherwise it would just be a repetition of the Core Strategy Objectives.

## **CS2 - Climate Change and Development Design**

**Development will need to be designed to take account of the impacts of climate change and other environmental impacts over the lifetime of the building. This includes energy use, use of resources, increased wind speeds during winter, increased temperatures and the requirement for shading in summer months, flood risk, sea level rise, coastal erosion and the need to create wildlife corridors/new habitats.**

**All developments over 500m<sup>2</sup> or 5 dwellings will be required to produce a climate change impact report which considers the impact of climate change on the development and its neighbours. The report should indicate the ways in which the proposal can overcome the identified hazards and exploit the opportunities associated with the impacts of climate change.**

**2. Support a balanced economy that meets the needs of the area**

Ensuring that development is designed to withstand extreme weather events will help support the area's economy, as the effects of storm damage, floods, etc., can all have severe consequences for productivity.

**3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

Ensuring development is designed to take into account the impacts of climate change will help to provide high quality, energy efficient housing, although there is inevitably a cost issue in designing to higher specifications.

**4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

Ensuring development is designed to take into account the impacts of climate change will help reduce running and maintenance costs of buildings.

**5. Protect and promote human health and wellbeing**

Ensuring development proposals will withstand expected changes in our climate and also not increase risk to neighbouring land and properties will protect human-health and well-being.

**11. Create, enhance and maintain cleaner, greener and safer environments.**

Ensuring development proposals take account of climate change implications and leave space for habitats will have a positive effect on this objective.

**14. Create buildings and environments that complement our local distinctive landscape, and which work, look and wear well and are easily maintained.**

The policy will help to ensure that development wears well and is built to last. The policy has no clear relationship with landscape.

**16. Value, protect and enhance the amount and diversity of wildlife and habitats (including geodiversity).**

This policy will have a positive effect on objective 16. Strengthening the links between habitats will increase the likelihood of adaptation to climate change.

**17. Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits.**

This policy has an extremely positive effect towards preparing for climate change and its effects such as flooding and sea level rise. The policy does not consider water consumption, other policies in the Core Strategy, the Design Guide and Development Control Policies will address consumption of natural resources.

**18. Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise re-use and renewable resources e.g. Energy.**

The requirement for development to consider energy use and use of resources in development proposals will have a positive effect on objective 18. Other policies within the Core Strategy, Design Guide and Development Control Policies will further strengthen the aims of this objective.

Taken together with other policies in the Core Strategy which have regard to climate change e.g. CS3 Flood Risk, CS4 Natural Environment, CS6 Renewable Energy, CS23 Transport and CS24 Design, this climate change policy will help ensure the impacts of climate change will be taken into account in new development proposals. The requirement for a formal climate change impact report for all developments over 500m<sup>2</sup> or 5 dwellings will reinforce the need to climate change proof development and help raise awareness and understanding of the issues facing society. An alternative option could have been to expect all development proposals to be accompanied with a climate change impact statement, however because other policies in the core strategy, design guide and development control documents will help ensure sustainability is integrated into all developments it is considered that at this stage requiring all development proposals to be accompanied by a climate change statement is not necessary.

### **CS3 - Flood Risk and Drainage**

**It is proposed that policies in the Core Strategy will indicate that development should;**

**not take place in areas at risk from flooding; unless suitable flood protection measures can be agreed and implemented;**

**Not increase the risk of flooding to properties elsewhere (e.g. Through a net increase in surface water run-off, or a reduction in the capacity of flood water storage areas);**

**Make use of sustainable urban drainage systems to manage surface water run-off, where technically feasible;**

**Be accompanied by a design statement which states how water-saving technologies and sustainable drainage measures will be incorporated'**

**Be informed by a flood risk assessment, unless the site lies within an area where there is little or no risk of flooding.**

**2. Support a balanced economy that meets the needs of the area**

Ensuring that development is designed to withstand extreme weather events will help support the area's economy, as the effects of storm damage, floods, etc., can all have severe consequences for productivity.

**3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

Ensuring development is designed to take into account the possibility of flooding will help to provide high quality housing, although there is inevitably a cost issue in designing to higher specifications.

**4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

Ensuring development is situated and designed to withstand flood risk will help promote social equity.

**5. Protect and promote human health and wellbeing**

Ensuring development proposals will withstand flood risk and also not increase risk to neighbouring land and properties will protect human-health and well-being.

**11. Create, enhance and maintain cleaner, greener and safer environments.**

Ensuring development proposals take account of flood risk and value the importance of natural land cover for infiltration will have a positive effect on this objective.

**14. Create buildings and environments that complement our local distinctive landscape, and which work, look and wear well and are easily maintained.**

The policy will help to ensure that development wears well and is built to last. The policy has no clear relationship with landscape.

**15. Minimise the consumption of and reduce damage to undeveloped land.**

Policies to control development of importance flood water storage areas and catchments should have a positive effect on this policy.

**16. Value, protect and enhance the amount and diversity of wildlife and habitats (including geodiversity).**

This policy will have a positive effect on objective 16.

**17. Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits.**

This policy has an extremely positive effect towards preparing for flooding and towards keeping water consumption within local carrying capacity limits.

**18. Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise re-use and renewable resources e.g. Energy.**

The requirement for the use of SUD's in development will help reduce the risk of water pollution.

## **CS4 – Principles for the natural environment**

It is proposed that the principles for the natural environment will be to:

**protect and enhance the natural environment especially sites designated as being of international, national and local importance for landscape character such as the Areas of Outstanding Natural Beauty, Heritage Coast, SSSI's, County Wildlife Sites, County Geological Sites, Local Nature Reserves and Ancient Woodlands;**

**require all developments over 500m<sup>2</sup> to produce a biodiversity survey as part of the Climate Change Impact Report to ensure development does not impact on species of importance. The study must also include proposals to show how any impacts will be addressed by enhancement or mitigation measures.**

**And in all areas;**

**manage the relationship between development and the natural environment to minimise the risk of environmental damage,**

**protect and enhance sites designated as having importance for wildlife, geology, species or habitat covered by the Cornwall Biodiversity Action Plan and the South West Nature Map,**

**Encourage the creation of opportunities for species to spread and create niches elsewhere in order to reduce any negative impacts of development and to allow species to migrate as a result of climate change;**

**The restoration of traditional habitats will be encouraged and existing wildlife and habitats such as hedges, ponds, woodland, hedgerows and Cornish hedges will be protected and enhanced.**

**Where possible developments will be expected to include suitable measures to contribute positively to overall biodiversity in the District;**

**protect and enhance the shoreline and adjacent coastal waters;**

**promote improvements in accessibility to the natural environment for all;**

**promote appropriate design criteria of Landscape Character Assessment.**

### **2. Support a balanced economy that meets the needs of the area**

The environment as an economic driver is an important tool in attracting investment and developing the economy, through tourism and heritage-based regeneration. However, one of the main disadvantages of this approach is that improvements may increase visitor numbers, which could cause damage to the environment. The quality of the environment should be used to attract investment and in turn investment needs to be used to protect and enhance Penwith's environmental assets.

### **3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

The location of land for employment and housing is important as it determines the impact on biodiversity, flood risk and soil quality. Using previously developed land may add to biodiversity (but it should be noted that some brownfield land may have a high value as they can provide unique habitats for wildlife), new build on open spaces would not be compatible with this objective. The negative effects can be minimised by appropriate criteria being put in place to choose appropriate sites and adequate protection measures being put in place as part of the development agreement. The approach should be to develop brownfield sites in the first instance and only develop greenfield sites when the brownfield sites have been exhausted.

### **5. Protect and promote human health and wellbeing**

Ensuring our environmental assets are protected will have a positive effect on human health and well-being and quality of life.

**11. Create, enhance and maintain cleaner, greener and safer environments.**

The requirement to maintain and create new habitats will make a positive contribution to this objective.

**14. Create buildings and environments that complement our local distinctive landscape, and which work, look and wear well and are easily maintained.**

The requirement to protect traditional landscape features e.g. Hedges, field patterns, etc., means this policy will have a positive effect on this objective.

**15. Minimise the consumption of and reduce damage to undeveloped land.**

The requirement to have regard to bio/geodiversity will make a positive contribution to this objective, whereby undeveloped land will be protected from inappropriate development.

**16. Value, protect and enhance the amount and diversity of wildlife and habitats (including geodiversity).**

This policy will have an extremely positive effect on this objective, the policy not only protects designated areas but areas of wildlife interest everywhere, and encourages the provision of new or improved wildlife habitats.

**17. Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits.**

The requirement to protect the shoreline will help towards the objective of requiring integrated coastal management which allows climate change to take its natural course where possible, along with the need to strengthen links between habitats to increase the likelihood of adaptation to climate change will make a positive contribution to this objective.

The policy can be further strengthened by adding 'Ensure development does not cause fragmentation of existing habitat or landscape designations' this is important as development and associated infrastructure has led to a more fragmented and degraded habitat and biodiversity in Penwith than that of a few decades ago. The proposed policy is robust and the requirement for a biodiversity survey to accompany developments over 500m or 5 dwellings, along with proposals to show how any impacts will be addressed by enhancement and/or mitigation measures will ensure that adequate protection measures will be put in place as part of any development agreement.

## **CS5 – Principles for the historic environment**

**It is proposed that the principles for the historic environment will be to;**

**conserve and enhance buildings, landscapes and areas of cultural, historic or archaeological interest including conservation areas, historic parks and gardens, archaeological remains and listed buildings and their settings;**

**promote the conservation, enhancement and understanding of the World Heritage Site;**

**conserve and protect scheduled monuments and other nationally important archaeological remains and their setting;**

**in considering development proposals in conservations areas, the council will give priority to the preservation or enhancement of the character and/or appearance of the area;**



**2. Support a balanced economy that meets the needs of the area**

Policies to conserve and enhance the historic environment can have a positive impact on the visitor economy.

**7. Ensure accessible opportunities for all to engage in culture, leisure and recreational activity.**

The promotion of the conservation, enhancement, and understanding of areas of historic value including the World Heritage Site, scheduled monuments and important archaeological remains will have a positive effect on this objective.

**10. Maximise access for all to the necessary education, skills and knowledge to play a full role in society.**

The promotion of enabling a wider understanding of areas in Penwith of heritage/historic value will have a positive effect on this objective.

**12. Value the social and cultural diversity and the communities' local distinctiveness.**

The policy will have a positive effect on this objective.

**13. Value, protect and, where appropriate, enhance the historic environment.**

This policy will have a significant positive effect on this objective.

**14. Create buildings and environments that complement our local distinctive landscape, and which work, look and wear well and are easily maintained.**

This policy which have a significant positive effect on this objective.

**18. Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise re-use and renewable resources e.g. Energy.**

In the conservation areas and World Heritage Site there is a possible conflict between this objective which aims to increase the amount of renewable energy in development and this policy which will in considering development proposals give priority to the preservation or enhancement of the character and/or appearance of the area. It is recommended guidance be written (perhaps as part of the proposed design guide) on micro-renewables in designated areas.

CS6 – Renewable Energy

It is proposed that policies within the Core Strategy will encourage the generation of energy from renewable and other sustainable sources wherever possible. Development proposals for renewable energy schemes and facilities which reduce the use of energy will be permitted provided there are: no unacceptable adverse effects on landscape, townscape, natural, historic and cultural features; no demonstrable harm by way of pollution generation; which are not outweighed by the local and wider environmental, economic, and social considerations. This includes the wider benefits arising from reductions in greenhouse gases and other polluting emissions, decreasing our dependence on the use of non-renewable resources, security of energy supply, and contributions towards meeting regional and national targets for renewable energy sources.

**3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

Encouragement of renewable energy in new developments will have a positive effect on this objective. The Development Control policies need to set out the percentage of renewable energy that will be expected in new developments.

**4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

Reducing our dependence on fossil fuels may have future beneficial effects as the price of non-renewable resources continues to rise.

**11. Create, enhance and maintain cleaner, greener and safer environments.**

There is no clear relationship between this policy and objective 11 at the local level. At the wider national/international level this policy could have a positive effect on objective 11.

**14. Create buildings and environments that complement our local distinctive landscape, and which work, look and wear well and are easily maintained.**

There is a possible conflict between this policy and objective 14, all proposals for renewable energy schemes will need to be carefully assessed to ensure there are no significant adverse effects, the Council needs to consider whether to develop more detailed guidance on this subject.

**18. Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise re-use and renewable resources e.g. Energy.**

This policy will have a significant positive effect on objective 18

CS7 - Resources

It is proposed that policies within the Core Strategy will state that to minimise waste, encourage recycling and avoid pollution the Council will require developments to;

Avoid unacceptable light, noise, soil or water pollution, including the risk to or effect on groundwater.

Incorporate waste management processes including producing less waste, incorporating recycling facilities into development, re-use of materials from demolition and use of construction materials with a recycled content.

Large scale developments or developments that employ or attract a large number of people should provide appropriate designed facilities for the collection of recycling or re-use of the waste generated on site.

**5. Protect and promote human health and wellbeing**

This policy will help protect and promote human health.

**11. Create, enhance and maintain cleaner, greener and safer environments.**

This policy with its emphasis on control of pollution and provision of recycling facilities will have a positive effect on objective 11.

**16. Value, protect and enhance the amount and diversity of wildlife and habitats (including geodiversity).**

Policies aimed at controlling pollution will help towards protection of wildlife and habitats.

**18. Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise re-use and renewable resources e.g. Energy.**

This policy is aimed at minimising the generation of waste and pollution, the consumption of non-renewable resources, and the maximisation of re-use of materials.

## **CS8 – DISTRIBUTION OF NEW HOUSING**

This policy summarises the Development Strategy Policies in Section 5 of the Core Strategy, which have already undergone sustainability appraisal.

## **CS 9– PERMANENT RESIDENTIAL USE**

**IT IS PROPOSED THAT POLICIES IN THE CORE STRATEGY WILL INDICATE THAT NEW HOUSING SCHEMES SHOULD BE RESTRICTED TO PERMANENT RESIDENTIAL USAGE AS A SOLE OR PRIMARY RESIDENCE IN ALL SETTLEMENTS OTHER THAN PENZANCE/NEWLYN AND HAYLE**

**1. Provide suitable employment opportunities for all**

Policies aimed at ensuring residents have the opportunity to live near or close to their place of work will have a positive effect on this objective.

**2. Support a balanced economy that meets the needs of the area**

Policies aimed at ensuring residents have the opportunity to live near or close to their place of work will have a positive effect on this objective.

A policy aimed at ensuring new housing is restricted to need and will not be lost to holiday/second homes will help support local shops and service providers. Spending on renovation and modernisation of second homes can bring new income into local economies, however this proposed policy is in relation to new housing only and therefore this is not a factor.

Second homes can make a useful contribution to the local economy as part of the tourism industry and it is important to realise that not all second homes belong to people living outside the area. However these factors need to be balanced against the need to retain vibrant communities.

**4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

Studies conducted into areas such as the Lake District suggests that restricting new housing to local people only did not help people on low incomes. However, this policy should not be regarded in isolation but as part of a package of measures to provide housing to accommodate local need.

**6. Promote safer and stronger communities through measures to reduce crime and the fear of crime and promote community cohesion**

A policy which restricts new housing development to permanent occupation in the more rural areas and St.Ives will help to promote community cohesion and retain a balanced mix of the population.

**8. Provide opportunities for all to participate fully in society including local democracy and decision making processes.**

The Community Strategy for Penwith illustrates the real concern many residents have regarding the amount of second/holiday homes in the area and the effect this is having on housing affordability, social cohesion, and the sustainability of villages and towns. Including this policy within the Core Strategy will help promote increased participation in local democracy and decision making.

In environmental terms second-homes can be seen as inherently unsustainable as they add to housing pressure in the countryside and displace permanent residents, contribute to land take and serve no particular accommodation need. However, second-homes have to be seen as just a small part of a wider process of social and economic change affecting rural areas. Other factors affecting the socio-demographics of rural settlements include the inward migration of older people wishing to retire in the area, and the outward migration of younger people seeking employment, and better leisure, social and recreational facilities. It should be noted that because this policy is to be applied in areas where new development is already restricted, that on its own it is likely to only have a limited impact on second/holiday home ownership. It requires a spatial approach and to be seen as part of a package of measures and policies e.g. fiscal measures and affordable housing policies, not all of which can be delivered through the planning system alone.

Criticism of similar policies in the past have been that they are difficult to enforce, however because this policy will apply to new housing schemes only it is expected that they will be self-enforceable as the residents (all of whom will have agreed to the planning condition) would be unlikely to tolerate its infringement by any of their neighbours.

The alternative option is to include all new development within the policy regardless of location. It could be argued that by excluding the biggest growth centres in the District (Penzance/Newlyn and Hayle) that a higher percentage of the housing growth in these towns could be lost to holiday/second home usage as a knock-on effect. On the other hand, such a policy could restrict the anticipated growth in these towns which would undermine the aims of the Development Strategy, plus the facilities and services and size of the more urban parts of the District means that the affect of second-home ownership would not be felt so acutely within the local community.

The second homes policy will need careful monitoring to ensure it is helping to create more sustainable, cohesive rural settlements, and also to ensure it is not creating a knock-on effect for Penzance/Newlyn and Hayle. The main aim of the LDF is to ensure it can be quickly and easily updated and therefore the policy can be refined at a later date if evidence shows that this is required.

## **POLICY CS10 - Efficient Use of Land**

**It is proposed that policies in the Core Strategy will indicate that housing schemes should:**

**Achieve a minimum density of between 30 to 50 dwellings per hectare, depending on location. Higher range densities will be expected in locations close to town centres which are accessible by a range of means of transport. Lower range densities may be considered where there is a need to preserve the character of the area.**

**Achieve at least 50% of new build development on previously developed (brownfield) sites.**

### **7. Ensure accessible opportunities for all to engage in culture, leisure and recreational activity.**

Provided development takes into account the need for community facilities and sustainable locations, this policy should make a positive contribution to this objective as the viability of leisure/culture/recreational development increases with a higher catchment population.

**9. Reduce the need to travel by car/air while providing good physical access for pedestrians/cyclists/public transport users to services, facilities and other people.**

Developing at higher densities will lead to a higher catchment population within the immediate area to support existing shops and services, and that a greater proportion of people will be able to walk, cycle or use public transport to reach them.

**13. Value, protect and, where appropriate, enhance the historic environment.**

The policy should also encourage the conversion of existing buildings where practicable as this will help ensure the historic and traditional role is recognised and also reduce demand for new building materials.

**15. Minimise the consumption of and reduce damage to undeveloped land.**

Building to higher densities will reduce the consumption of undeveloped land. This policy which also indicates the requirement for a sequential approach whereby brownfield land will be developed first in preference to greenfield, will have a positive effect on objective 15.

**16. Value, protect and enhance the amount and diversity of wildlife and habitats (including geodiversity).**

The policy should include reference to the fact that some brownfield land may have a high biodiversity/geodiversity value. The requirement for an ecological survey to identify such sites has since the initial sustainability appraisal been referred to in the main text. Building to high densities could have negative implications for biodiversity as it will be harder to plan in wildlife corridors, open areas, etc.

**17. Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits.**

Building to high densities could have a negative effect on soil infiltration capacity. This can be alleviated through sustainable urban drainage schemes and green roofs.

Requiring high density of development in the urban settlements helps increase the vitality and viability of those settlements and integrate them with sustainable transport infrastructure, and will help protect wildlife, townscape and soil quality by reducing the amount of land required for housing. Building to high densities also reduces the amount of greenfield land that may need to be developed in order to provide new housing for the local community. High density developments usually take less energy to heat and produce less waste than low density development. However, this needs to be balanced against the need to incorporate sufficient open space in new development for recreational/leisure and quality of life, as well as making space for biodiversity and habitats, and ensuring development does not increase flood risk.

The policy states that 50% of housing development should be on brownfield land. However there is nothing within the document that states that other types of development should also achieve a similar percentage. **A policy relating to efficient use of land could benefit from encouraging the remediation of contaminated land.**

**POLICY CS11 Affordable housing - It is proposed that policies in the Core Strategy will indicate that housing schemes should; require a minimum contribution of 50% affordable housing provision to be sought in all proposals for housing development within the towns of Penzance & Newlyn, Hayle, St. Ives, St. Just and Marazion, and the larger villages identified in the Development Strategy. Of the affordable element, the split between social housing to rent and intermediate housing will be based on the individual needs of the settlement, which will be informed by the Housing Market Assessment and the Homeseeker's Register. Where appropriate sites may be identified for 100% affordable housing provision within Area Action Plans.**

**3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

An increase in affordable housing provision in areas of need will help meet the needs of local people.

**4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

An increase in affordable housing provision in areas of need will help to reduce poverty and social exclusion.

**8. Provide opportunities for all to participate fully in society including local democracy and decision making processes.**

An increase in affordable housing provision will allow more people to participate fully in society.

Of note is the lack of any reference to housing density in mixed use developments. With the current emphasis on increased sustainability of mixed use developments as opposed to solely housing developments, density criteria for such schemes needs to be considered.

## **CS12 Exception Sites for Affordable Housing**

**It is proposed that a policy in the Core Strategy will indicate that housing schemes should:**

**Allow for exception sites, contributing 100% affordable housing provision, on sites in or on the edge of towns and villages identified in the Development Strategy, providing that the scheme meets an identified housing need which would not otherwise be met through other means.**

**Sequential testing should give priority to sites allocated through the Area Action Plans.**

**The occupancy of the dwellings will be secured, through the use of conditions to meet local needs in perpetuity.**

**2. Support a balanced economy that meets the needs of the area**

This policy could help to support rural economies, however it is important that the needs of the settlement are considered and that housing in the rural areas does not lead to more in-commuting to the larger settlements.

**3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

An increase in affordable housing provision in areas of need will help meet the needs of local people.

**4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

An increase in affordable housing provision in areas of need will help to reduce poverty and social exclusion. Continuing the Rural Exceptions Policy will help provide affordable housing to people living in the rural areas.

**9. Reduce the need to travel by car/air while providing good physical access for pedestrians/cyclists/public transport users to services, facilities and other people.**

The policy should include reference to the need for public transport provision to ensure residents can access facilities in nearby settlements.

**13. Value, protect and, where appropriate, enhance the historic environment.**

There could be an impact on the historical/archaeological environment. The historic/archaeological value of the sites to be developed needs to be confirmed via archaeological assessments.

**14. Create buildings and environments that complement our local distinctive landscape, and which work, look and wear well and are easily maintained.**

Development of land in the rural areas may have an impact on the natural/rural landscape, care must be taken to ensure the principles of good design are adhered to.

**15. Minimise the consumption of and reduce damage to undeveloped land.**

The Rural Exceptions Policy is likely to mean the development of some greenfield land, there is a potential that this may occur at the expense of brownfield sites.

**16. Value, protect and enhance the amount and diversity of wildlife and habitats (including geodiversity).**

There could be an impact on bio/geodiversity. The biodiversity value of the sites to be developed needs to be confirmed via ecological assessments.

### **CS13 - Housing Type, Size and Tenure**

**It is proposed policies in the Core Strategy will;**

**Provide for a full range and choice of housing types, sizes and tenures to meet the needs of the whole community including the most vulnerable informed by the Housing Market Assessment and the Homeseekers Register.**

**Secure the provision of housing development to appropriate standards of accessibility, security and energy efficiency.**

**Allow for the allocation of extra-care housing sites through the area action plan process**

**2. Support a balanced economy that meets the needs of the area**

This policy will have a positive effect on objective 2.

**3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

This policy will have an extremely positive effect on objective 3.

**4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

This policy will have a positive effect on objective 4.

**5. Protect and promote human health and wellbeing**

Providing warm, comfortable, accessible and secure accommodation will have a positive effect on objective 5.

**6. Promote safer and stronger communities through measures to reduce crime and the fear of crime and promote community**

### **cohesion**

Providing for a mix of accommodation to suit the needs of individual communities and ensuring that security of housing developments is considered means this policy will have an extremely positive effect on objective 6.

#### **7. Ensure accessible opportunities for all to engage in culture, leisure and recreational activity.**

There is no clear relationship between this policy and objective 7, however other policies within the Core Strategy address the need for access to appropriate community and recreational facilities when planning for housing development.

#### **12. Value the social and cultural diversity and the communities' local distinctiveness.**

By taking account of the needs of the whole community this policy should have a positive impact on objective 12.

#### **18. Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise re-use and renewable resources e.g. Energy.**

The requirement for housing to be energy efficient will help promote this objective.

### **CS14 - Provision for Gypsies and Travellers**

**It is proposed that the Core Strategies will include policies:**

**Undertaking to make provision to meet the accommodation requirements of the Gypsy and Traveller Community in Penwith, in accordance with the pitch requirements in the Regional Spatial Strategy, through the allocation of suitable sites (both permanent and transit) in relevant Area Action Plans, taking into account the findings of the Cornwall Gypsy and Traveller Accommodation Assessment and other appropriate evidence.**

**Setting out criteria to guide the identification and allocation of suitable sites and for use in circumstances where there is unexpected demand. The criteria will include consideration of the following issues:**

**Proximity of site to local facilities and services, including education and healthcare.**

**Accessibility of local facilities and services by foot, cycle or public transport.**

**Cultural traditions and migration patterns of the Gypsy and Traveller community.**

**Employment needs of the Gypsy and Traveller community.**

**Relationship of site to highway network.**

**Safety of site access.**

**Adequacy of site infrastructure including water supply and sewage disposal facilities.**

**Potential of site to be assimilated into its surrounding without significant adverse visual or environmental effect.**

**Appropriateness of scale of site in relation to nearby settlement(s).**

**Effect of site development on residential amenity/operation of adjoining land uses.**

**Flood risk.**

#### **1. Provide suitable employment opportunities for all**

Requiring sites to be on the outskirts or within reasonable distance of settlements that offer local services where employment can be found will



have a positive effect on this objective.

**3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

The criteria for site selection for Gypsy and Traveller Sites is the same as that for housing development, this could lead to competing usage demands on suitable sites. The approach provides clear criteria against which applications for Gypsy and Traveller sites will be assessed, therefore providing guidance for those in the Gypsy and Traveller community seeking to buy/rent land for housing purposes.

**4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

This policy will have a positive effect on social inclusion. The Core Strategy approach will assist the provision of authorised sites which should provide a better living environment than unsuitable unauthorised sites such as road sites.

**5. Protect and promote human health and wellbeing**

Allowing the opportunity for a more settled existence can often provide health benefits.

**6. Promote safer and stronger communities through measures to reduce crime and the fear of crime and promote community cohesion**

There can be a conflict between the travelling and settled communities. This approach which suggests sites should be on the outskirts of, or outside of existing settlements and not directly adjacent to residential dwellings should minimise the impact on existing residents. There is likely to be a negative consequence through a rise in the fear of crime within the neighbouring community, this needs careful handling by the authority and partner organisations.

**7. Ensure accessible opportunities for all to engage in culture, leisure and recreational activity.**

This policy option will increase the opportunities for Gypsies and Travellers to participate in community activities.

**8. Provide opportunities for all to participate fully in society including local democracy and decision making processes.**

This policy will have a positive effect on objective 8.

**9. Reduce the need to travel by car/air while providing good physical access for pedestrians/cyclists/public transport users to services, facilities and other people.**

The site selection criteria recognises the importance of good physical access and therefore will have a positive effect on objective 9.

**10. Maximise access for all to the necessary education, skills and knowledge to play a full role in society.**

The approach which will provide opportunities for a more settled existence can increase the opportunities for those in the Gypsy and Traveller community to attend schools and other educational establishments.

**11. Create, enhance and maintain cleaner, greener and safer environments.**

Site selection criteria should ensure sites do not detract from quality, quantity and character of open space.

**12. Value the social and cultural diversity and the communities' local distinctiveness.**

This policy will have a positive effect on objective 12.

**13. Value, protect and, where appropriate, enhance the historic environment.**

The site selection criteria should include ensuring sites do not detract from or damage sites of historic and cultural value, via a historical/archaeological assessment.

**14. Create buildings and environments that complement our local distinctive landscape, and which work, look and wear well and are easily maintained.**

There is a potential for sites to have a significant impact on landscape, the approach needs to require suitable landscaping to minimise impacts.

**15. Minimise the consumption of and reduce damage to undeveloped land.**

There is a potential conflict with this objective. As with all development sites the approach should be to only develop greenfield sites if it can be shown that there are no suitable brownfield sites available for development.

**16. Value, protect and enhance the amount and diversity of wildlife and habitats (including geodiversity).**

There could be an impact on bio/geodiversity. The biodiversity value of the sites to be developed needs to be confirmed via ecological assessments.

**17. Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits.**

The requirement for site selection to include ensuring adequate water supply and avoidance of areas at risk of flooding has a positive impact on objective 17.

**18. Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise re-use and renewable resources e.g. energy.**

The requirement for provision of recycling facilities would help maximise the positive effects of this policy option.

## **CS15 – Town Centres**

**It is proposed that policies within the Core Strategy will seek to;**

**maintain and improve the role and function of the town centres**

**encourage development proposals for main town centre uses which seek to improve the vitality, viability and character of the town centres sustain and encourage a diversity of main town centre uses, appropriate to the role, function and location of individual town centres, through a balance of development, regeneration and conservation;**

**retain and enhance town centres as a focus for retail, leisure, office and other appropriate main town centre uses;**

**ensure that within identified town centre 'prime shopping areas' retail use would remain the predominant use or development proposals maintain or benefit the vitality and viability of the area;**

**improve the attractiveness, accessibility and environment of town centres;**

**ensure that retail, leisure, office and other main town centre uses are location with the town centres through application of the 'sequential test';**

**ensure that where retail, leisure, office and other main town centre uses cannot be accommodated within a town centre, it can be demonstrated that;**

**there is a need for the development**

**the development is of an appropriate scale**

**there are no more centre sites for the development which are suitable and available**

**there are no unacceptable impacts on existing town centres**

## **locations are safely accessible by a range of means of transport**

COMMENT: The policies should reinforce the text by setting out the development strategy for retail for the main centres of Penzance/Newlyn, St. Ives/Carbis Bay and Hayle e.g. Constant market growth for the main centres apart from Hayle where the approach will be to increase retail provision to improve the town's economic performance and reduce car journeys.

### **1. Provide suitable employment opportunities for all**

The policy to concentrate retail development in the main town centres will have a positive impact on this objective, as these are also the area's where most new housing will be situated, therefore providing employment opportunities closer to where people live.

### **2. Support a balanced economy that meets the needs of the area**

The policy to concentrate retail development in the main town centres will have a positive effect on the objective to support a balanced economy.

### **4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

Promoting new retail development in town centre locations which are accessible via public transport links will make a positive contribution to this objective.

### **9. Reduce the need to travel by car/air while providing good physical access for pedestrians/cyclists/public transport users to services, facilities and other people.**

The proposed town centre policies will make a significant positive contribution to this objective.

### **12. Value the social and cultural diversity and the communities' local distinctiveness.**

The proposed town centre policies will have a positive effect on this objective.

### **15. Minimise the consumption of and reduce damage to undeveloped land.**

The town centre first approach will make a positive contribution to this objective.

### **18. Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise re-use and renewable resources e.g. Energy.**

Promoting the growth of retailing and other town centre uses – leisure and entertainment, offices, arts, culture and tourism facilities and housing, the latter particularly in mixed-use, multi-storey developments – is important for maintaining the vitality and viability of existing centres and for supporting the process of urban renaissance. Directing large retail and leisure developments to the town centres helps to underpin their vitality and viability, limits the need to travel by car, and means that services and facilities are accessible to those who do not have access to private transport. Where suitable sites within the town centres do not exist, and there is a need for the development, the policy approach requires schemes to be located in the most sustainable locations possible in terms of accessibility. The requirement that any such proposals should not have an adverse impact upon town centre facilities is an important safeguard against harm to the centres

## CS16 – Community Facilities

**It is proposed that policies within the Core Strategy will seek to:  
protect the existing level of community facilities available within the smaller towns and villages;  
promote and enable new or improved community services and facilities appropriate to the scale and need of the settlement which they would serve.**

Comment: The preferred option could be further strengthened to read 'protect and **upgrade** the existing level .....

Also add:

will seek to;

**complement and support other strategies and initiatives in education, health and social care.  
Support and encourage development which is accessible to community facilities by cycling and walking to reduce car use and improve help.**

Whilst the need to retain as many community facilities as possible in the rural areas in order to sustain vibrant rural communities is noted, this policy does not address fully the need to ensure that new housing development is delivered in tandem with the community infrastructure required to create sustainable locations. It is recommended that an additional sentence added '**Ensure that new developments contribute appropriately to meeting community and social facility needs that they generate e.g. health, education, open space, recreation and leisure**

## EMPLOYMENT

(see also the sustainability appraisal of the location of development policies)

### CS17 – Distribution of new employment space

**It is proposed that policies in the Core Strategy will;  
Indicate that the distribution of 16.33 ha of new employment space will be made in accordance with the Development Strategy  
Prevent the loss of, and make more efficient use of, existing employment land  
Allow for the allocation of suitable sites for a range of business uses through Area Action Plans  
promote the development of start up business units, particularly on small sites in or adjacent to the towns and identified larger villages.**

COMMENT: It is important that the Core Strategy not only considers new employment space but also the opportunities to redevelop and upgrade existing employment sites. The Area Action Plans should also consider whether existing employment sites are in suitable locations, there is little point in preventing the loss of existing employment land if such land is not in the most sustainable location.

It is important that housing needs are integrated with employment opportunities in order to achieve mixed and balanced communities. Concentrating

employment in and around the larger towns will help reduce the need to travel, provide access to alternative travel modes and provide a mix of development and facilities. This policy will also help preserve the character of the more rural areas.

### **CS18 – Employment Development in Rural Areas**

**It is proposed that policies in the Core Strategy will state that employment developments of an appropriate scale will be encouraged in rural areas where they;**

**involve the expansion of established local businesses and/or help towards the diversification of the agricultural economy and/or support the future sustainability of the local community**

**do not have a significant adverse transport impact**

**Rural employment developments must be of a scale and type sympathetic to the area within which they are proposed and in particular the re-use of suitable redundant rural buildings will be encouraged.**

Comment: the aim of this policy is to help ensure that the economy in the more rural areas is strengthened and to reduce commuting distances for local inhabitants. This policy will only be of use if those employed in these units are actually local and not in-commuting to the rural areas from more urban centres. As long as the units will fulfil local need they will make a positive contribution towards retaining small sustainable communities.

Alternative options – being more permissive of the scale and type of development allowed or encouraged in rural areas might offer economic and social benefits, however this is likely to be at the expense of the local (and wider) environment through landscape impacts to increased traffic generation.

A more restrictive policy concentrating all employment development in and around the main towns would have a negative effect on making small communities more sustainable and vibrant, and would mean that everyone living in the rural areas would have to commute to the larger urban areas. It would also be difficult to promote some farm diversification should no new employment development be permitted in and around the villages, this could lead to the loss of working small holdings (which are important to retain the landscape character of the area) as often diversification is the means by which they can remain viable.

### **CS19 – Provision of Live-Work Accommodation**

**It is proposed policies in the Core Strategy will:**

**promote the development of live-work accommodation in the towns and larger villages as defined by the Development Strategy**

**seek the allocation of suitable sites through the area action plans**

**seek affordable live-work accommodation through the use of exception sites**

**provide for move-on accommodation and business hubs to support the livelihoods of fledgling businesses**

- 1. Provide suitable employment opportunities for all**

Providing live-work units particularly in the villages where there may be less scope for allocating land for traditional employment uses will make a positive contribution to this objective.

**2. Support a balanced economy that meets the needs of the area**

The high level of self-employment in Penwith means the provision of live-work units will help to meet the needs of the area.

**3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

The provision of live-work units will make a positive contribution to this objective.

**4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

Provision of live-work units requires only one property to be built and run, therefore reducing outgoings.

**8. Provide opportunities for all to participate fully in society including local democracy and decision making processes.**

Provision of live work units will allow people to meet more needs within their local communities and will therefore make a positive contribution to this objective.

**9. Reduce the need to travel by car/air while providing good physical access for pedestrians/cyclists/public transport users to services, facilities and other people.**

Provision of live work units will reduce the need for commuting, and therefore will make a positive contribution to this objective.

**15. Minimise the consumption of and reduce damage to undeveloped land.**

The effect of this policy on objective 15 will be dependent on whether the units are built on greenfield or brownfield land. The development policies have set out a requirement for a brownfield site first approach, and this needs to be carefully managed.

**16. Value, protect and enhance the amount and diversity of wildlife and habitats (including geodiversity).**

The effect of this policy on objective 16 will be dependent on where units are built. This can be minimised by appropriate criteria being put in place to choose appropriate sites. This is covered under the Core Strategy Environmental Policies.

**18. Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise re-use and renewable resources e.g. Energy.**

The provision of live/work units may help to reduce dependence on non-renewable fossil fuels as the occupier will not have two separate premises to heat and maintain, nor will he/she need to commute.

The alternative option is to not include a policy on live/work units in the Core Strategy. To not allow for live/work some local employment opportunities may be lost, particularly in the villages where traditional employment space may be limited. The other option would be to limit live/work development as part of mixed use developments only, this option could increase the land price beyond which the development of live/work would not be viable.

## POLICY CS-20 – TOURISM

The Regional Tourism Strategy aims to ensure that **the needs of the visitor, the tourism industry and the community can be met within environmental limits. Any tourism policy has to make this crucial sustainability point clear.** The approach of the Core Strategy should be to maintain existing tourism levels through increasing standards and accessibility and not to support an expansion of capacity. Visitor growth should be sought only in the off peak season to help ensure there is no additional demand on our transport infrastructure and utilities which are already at

capacity in the summer months. Whilst the text states that South West Tourism figures indicate a gradual decline in visitor numbers to the area over recent years, it should be noted that indications are that there is an oversupply in the self-catering sector, and that the higher end of the market is buoyant. This needs to be reflected in the policy itself whereby in providing for additional accommodation and attractions the emphasis will be on raising the quality of and adapting existing facilities in advance of new provision. New development in the self-catering sector (especially the lower end of this sector) should therefore be discouraged and only permitted where it can be proven that the need for such development cannot already be met within the area.

In addition the tourism policies should emphasise that new tourism development proposals will be assessed in relation to their impact on both the viability and functioning of local communities and the capacity of the natural and built environment to absorb further development.

There is ambiguity between the text and the policies. The text states that the authority needs to consider whether the conversion of many hotels and guesthouses into apartments has been beneficial or a retrograde step. It then states that in Newquay there is no evidence that visitor numbers have reduced as a result of a loss of serviced accommodation, and it has led to a raising of standards in the remaining hotels. However, the policy proposal is to 'prevent the loss of key tourist accommodation in the towns of Penzance, St. Ives and Hayle'. It should be noted that Newquay is very different to the main towns in Penwith and it is perhaps true to say that Newquay has in the past had an oversupply of serviced accommodation much of which has not been of a particularly high standard. The text goes on further to say that there is currently an apparent surplus supply of accommodation and that it would not seem viable at present to take a total protectionist stance towards ring fencing tourist accommodation in the main towns. In light of this it is recommended that the sentence on accommodation in the main towns is deleted from the policy.

In the rural areas, tourism can aid farm diversification and should be encouraged where it would lead to the greater viability of a farmstead, however tourism should only be considered secondary to the agricultural role of the property. Once again any new development on existing agricultural premises should be aimed at raising the quality of the visitor experience, and the environmental impact of development both in terms of landscape and bio/geodiversity needs to be carefully weighed up against the economic benefits. This has not been mentioned either in the text or in the policies.

The policies should require all large scale tourism development to be accompanied by a robust travel plan (although this could be covered under transport policies which should require all large scale development proposals to submit a travel plan).

It is recommended the tourism text and policies be rewritten to incorporate the above recommendations. A full sustainability appraisal can then be undertaken. (N.B. Since the initial sustainability appraisal a new tourism section and policies have been written, this has taken into account the suggestions outlined above).

## **PREFERRED OPTION – CS20 TOURISM**

**It is proposed that policies in the Core Strategy will state that:**

**New tourism development proposals will be assessed in relation to their impact on:**

- **increasing standards and accessibility and delivery of a higher quality visitor experience**
- **enabling existing tourism businesses to adapt to change and improve their services**
- **the environmental limits and capacity of the area to absorb further development**
- **the viability and functioning of local communities**

**Support will be given to sustainable proposals in the towns and larger villages which improve the quality and diversity of existing tourism attractions, accommodation and infrastructure and have a particular focus on growth in the off peak season**

**Seek to encourage proposals for high level serviced accommodation in the main towns of Penzance, St. Ives and Hayle and to only allow self-catering accommodation where it can be proven that the need for such facilities cannot already be met within the local area.**

**Allow some development of new tourist attractions on brownfield sites outside the main towns and larger villages where the attraction is based on the interpretation of the World Heritage Site or other aspects of the cultural heritage of the District where the proposal has no significant adverse environmental impact in terms of bio/geodiversity**

**Allow for some tourist development in the rural areas where such development will support the continued viability of farmsteads/small holdings and where the proposal has no significant adverse environmental impact in terms of bio/geodiversity nor have a significant transport impact.**

**New tourist development must:**

**be designed to a high standard consistent with Policy CS 24 Design of New Development.**

**Use locally sourced materials where possible**

**Use existing buildings where possible**

**Be of a scale which does not prejudice the quality of the natural and built environment and where possible should seek to improve it**

**Outside of the main urban areas visitor attractions/accommodation should be effectively screened by landform, trees or**



planting

Retain visitor spend in the local economy and provide local employment opportunities

Contribute towards the extension of the season where environmentally and economically viable and acceptable

Be accessible by a choice of means of transport and offer good access by non-car modes (see Policy CS 23 Transport and Accessibility)

Large scale tourism proposals should be accompanied by a robust Travel Plan which sets out how the development will reduce the traffic generated by the proposal to a significantly lower level of car trips than would be predicted for the site without the implementation of the travel plan.

#### PREFERRED OPTION CS21 – Open Space and Recreational Land and Facilities

It is proposed that policies within the Core Strategy will state that:

##### **PROTECTION OF OPEN SPACE**

Development proposals **that would** result in the whole or partial loss of open space within or surrounding settlements, or of outdoor recreation facilities or allotments, **will only be permitted if:**

**There is an excess of recreational or amenity (both formal or informal) open space in the settlement and the proposed loss will not result in or worsen a shortfall**

**provided that** there would be no harm to spaces which:

- contribute to the distinctive form and character of the a settlement
- create focal points within the settlement
- provide the setting for importing buildings or monuments
- allow views into or out of a settlement
- prevent visual coalescence between settlements
- form part of a green corridor of value for wildlife or recreation

**and that;**

**existing recreational facilities within the open space will be enhanced by redevelopment of an appropriate portion of the whole open space; or**

**the community would gain greater benefit from a suitable alternative recreational or amenity open space in terms of quality, safety,**

availability and accessibility being provided nearby by the developer.

### **New Open Space Development**

In addition, new facilities will be encouraged where the proposal:  
meets an identified shortfall in recreational/**amenity** facilities  
is of a scale and design appropriate to its setting  
does not increase light pollution in open countryside  
does not have an adverse effect on other land uses in the vicinity  
**enhances links between open spaces thus creating community and biodiversity benefits**  
**is readily accessible by means of travel other than the private car**

**Improvements to overcome deficiency will be sought when development can be used to provide contributions to enhance provision (see Policy CS26 Planning Obligations)**

In the case of water related recreation the proposal must:  
be located in or on the edge of a town or village identified in the Development Strategy  
retain or improve any existing level of public access to the waterfront  
not cause any environmental impact or erosion to the locality

Public rights of way, **cycle routes** and bridleways should be protected, maintained and enhanced

### **POLICY CS-22 – Children's Play Space**

It is proposed that a policy in the Core Strategy will state that:  
**Children's play space and/or adequate garden space will be required as part of any development for family development, unless adequate provision with safe pedestrian access, is available in the immediate locality.**

#### **2. Support a balanced economy that meets the needs of the area**

Ensuring the safeguarding, enhancement and provision of open space/recreation facilities will have a positive effect on this outcome. The quality of our open spaces is an important factor for tourism.

#### **4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

Ensuring all residents have adequate accessibility to open space and that young people have access to play sites will make a positive contribution to this objective.

#### **5. Protect and promote human health and wellbeing**

Ensuring the provision of appropriate open space, play sites and recreational spaces will make a positive contribution to this objective.

**6. Promote safer and stronger communities through measures to reduce crime and the fear of crime and promote community cohesion**

There is no clear relationship between this policy and objective 6. **New development of open spaces should ensure measures have been taken to 'design out crime' in accordance with CS25 Design of new development.**

**7. Ensure accessible opportunities for all to engage in culture, leisure and recreational activity.**

The policy will make an extremely positive contribution to this objective.

**8. Provide opportunities for all to participate fully in society including local democracy and decision making processes.**

Provision of appropriate open and recreational space and play sites will allow people to meet more needs within their local communities and will therefore make a positive contribution to this objective.

**9. Reduce the need to travel by car/air while providing good physical access for pedestrians/cyclists/public transport users to services, facilities and other people.**

Provision of open/recreation space and play sites in areas close to where people live and the requirement for new development to be accessible will help reduce the need to travel by car to such facilities. This policy will make a positive contribution to this objective.

**10. Maximise access for all to the necessary education, skills and knowledge to play a full role in society.**

Recreational spaces and play sites have an important role in providing skills and knowledge to play a full role in society.

**11. Create, enhance and maintain cleaner, greener and safer environments.**

Provision and protection of open and recreation space will make a positive contribution to this objective.

**12. Value the social and cultural diversity and the communities' local distinctiveness.**

.Recognition of the value of open spaces especially in relation towards helping individual settlements retain their separate identities means this policy will make a positive contribution to this objective.

**13. Value, protect and, where appropriate, enhance the historic environment.**

Many open spaces in Penwith are also of important cultural/historic value e.g. Morrab Gardens, this policy will therefore have a positive effect on objective 13.

**15. Minimise the consumption of and reduce damage to undeveloped land.**

This policy which aims to protect open spaces will have a positive effect on this objective.

**16. Value, protect and enhance the amount and diversity of wildlife and habitats (including geodiversity).**

Open spaces are important for wildlife. This policy will make a positive contribution to this objective.

**17. Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits.**

This policy will help strengthen links between habitats which will increase the likelihood of adaptation to climate change. Open spaces play an important role in mitigating against flood risk. This policy which protects open spaces and encourages the provision of new open space will have a significant positive effect on this objective.

Comment:

The wording of this policy may be too detailed for a Core Strategy and it might be more appropriate for some of its content to form part of the development control policies. Site specific detail especially regarding open space deficiency/surplus should form part of the Area Action Plans for the District by taking into account the findings of the Open Space Audit.

Suggest the text emphasises the fact that the authority will normally resist the loss of any community and open space in recognition of the fact that it can be a valuable resource for the community and wildlife, adds to the character of an area, provides recreational play opportunities and provides visual amenity. However it should be recognised that not every piece of open space provides such a valuable resource and therefore the development of some open space may be allowed in exceptional circumstances if the benefits of the resulting development outweigh the benefits of the open space.

## **POLICY CS23 – TRANSPORT AND ACCESSIBILITY**

It is proposed that the principles for transport and accessibility are for the Council to work with partner organisations to cover the following considerations;

- Development proposals will be required to contribute towards the implementation of the Cornwall Local Transport Plan and;**
- Focus new development in locations that are accessible by a variety of modes of transport, in particular by public transport.**
- Require all large development proposals to be accompanied by a robust travel plan which sets out how the development will reduce the traffic generated by the proposal to a significantly lower level of car trips than would be predicted for the site without the implementation of the travel plan.**
- Promote new development that will reduce reliance on the private car to access shops, services and employment opportunities.**
- Promote improvements in accessibility for all people regardless of disability, age, gender or ethnicity.**
- Support the maintenance and enhancement of the public transport network including access to and use of rail services.**
- Protect operational railway land, ports and harbours**
- Support justified proposals for the improvement on the primary and county route network where this would resolve safety problems**
- Provide for adequate levels of public car parking to service the towns**
- Promote the use of walking and cycling by making those modes more integrated, accessible, safer and more attractive to use**
- Protect and improve existing rights of way**
- Promote a healthy lifestyle through travel choice**
- Reduce the environmental impact of travel, to conserve energy and reduce air pollution by limiting the growth in traffic**
- Provide transport proposals that protect or enhance the built and natural environmental**
- Promote community based alternatives to public transport such as car pools, car sharing and voluntary minibus services**
- Help reduce the impact of seasonal traffic growth through the encouragement of car free tourism**
- Realise the potential of Penzance Harbour to function as a sustainable transport corridor for the movement of goods and people??**

## **Encourage goods and services for local communities to be sourced from the local area where possible to reduce the need for wider transportation of goods and services**

### **2. Support a balanced economy that meets the needs of the area**

Encouraging the provision of goods and services to be sourced locally in order to reduce transportation mileage will have a positive effect on this objective.

### **4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

Ensuring all residents have adequate accessibility services, facilities, employment, will have a positive effect on this objective.

### **5. Protect and promote human health and wellbeing**

Policies which encourage walking and cycling will have a positive effect on this objective.

### **7. Ensure accessible opportunities for all to engage in culture, leisure and recreational activity.**

The policy will provide a positive contribution to objective 7.

### **8. Provide opportunities for all to participate fully in society including local democracy and decision making processes.**

The promotion of increasing access to all regardless of age, disability, gender or ethnicity will have a positive effect on objective 8.

### **10. Maximise access for all to the necessary education, skills and knowledge to play a full role in society.**

This policy which will promote accessibility by means other than the private car and through the sustainable location of development will have a positive effect on objective 10.

### **17. Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits.**

There is no clear relationship between this policy and objective 17. However, **the text should have regard to the potential of climate change to cause damage to our transport infrastructure, particularly the main railway line and connections to the rest of the UK.**

### **18. Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise re-use and renewable resources e.g. Energy.**

Reducing reliance on the use of the private car and encouraging more sustainable transport choices such as cycling, walking, public transport will have a positive effect on objective 18 through reduced energy usage and air pollution.

## **POLICY CS24 – Design of new development**

It is proposed that the design of new development will be required to achieve, where relevant, each of the following design principles;

**Demonstrates a clear understanding of the form and character of the District's built and natural environment e.g. through appropriate design detailing, use of materials and provision of public art.**

**Protects and where possible enhances the District's distinctive rural landscape, natural environment and biodiversity**

**Reflects the existing street scene through the use of an appropriate scale, mass, form, layout, high quality architectural design and use of materials.**

**Maximises the potential use of the site**

**Protects the amenity of existing residents and provides an acceptable amenity for future occupiers**  
**Maximises opportunities for the use of sustainable construction techniques, sustainable drainage systems and renewable energy generation on site and maximises opportunities for the re-use and recycling of waste**  
**Uses locally sourced materials wherever practically possible**  
**Achieves energy efficiency through siting and design**  
**Provides safe access to the site by a choice of means of transport and meets the access needs of all users, particularly disabled people and the elderly**  
**Protects air quality and does not result in environmentally unacceptable levels of traffic**  
**Protects features and characteristics of local importance**  
**Incorporates appropriate crime prevention measures:**

- **enables passive surveillance of public spaces and parking areas;**
- **distinguishes clearly between public and private spaces;**
- **incorporates appropriate security measures such as lighting, hard and soft landscape treatment.**

COMMENT: Either this policy or the Development Control Policies should state that new houses should be designed to at least the appropriate Code for Sustainable Homes Standard and all other development to BREEAM standards (in accordance with the timescale in the PPS Planning and Climate Change, due for publication end of 2007)

**3. Provide a high range of high quality energy efficient housing of a type and cost appropriate to the community's needs.**

Building to higher design standards will have a positive effect on this objective.

**4. Reduce poverty and social exclusion and help everyone afford a comfortable lifestyle.**

Building to high energy efficiency standards will help reduce the running costs of new development and will therefore have a positive effect on this objective.

**5. Protect and promote human health and wellbeing**

This policy will have a positive effect on objective 5.

**6. Promote safer and stronger communities through measures to reduce crime and the fear of crime and promote community cohesion**

This policy will have an extremely positive effect on objective 6.

**7. Ensure accessible opportunities for all to engage in culture, leisure and recreational activity.**

This policy will have an extremely positive effect on objective 7.

**9. Reduce the need to travel by car/air while providing good physical access for pedestrians/cyclists/public transport users to services, facilities and other people.**

This policy will have a positive effect on this objective.

**11. Create, enhance and maintain cleaner, greener and safer environments.**

This policy will have a positive effect on this objective.

**12. Value the social and cultural diversity and the communities' local distinctiveness.**

This policy will have a positive effect on this objective.

**14. Create buildings and environments that complement our local distinctive landscape, and which work, look and wear well and are easily maintained.**

This policy will have a very positive effect on objective 14.

**17. Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits.**

This policy has the potential to have a significant positive effect on this objective.

**18. Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources and maximise re-use and renewable resources e.g. Energy.**

This policy will have a significant positive effect on this objective.

**APPENDIX 3 – COMPARISON OF POLICY OPTIONS  
NOVEMBER 2007  
Policy CS9 Permanent Residential Use**

Sustainability Objective		Alternative Option 1 – To restrict new housing development in all settlements other than Penzance/Newlyn and Hayle to permanent residential use only		Preferred Option – To restrict all new housing development to permanent residential use only		Alternative Option 2 – To not have a permanent residential use policy	
		Rating	Explanation	Rating	Explanation	Rating	Explanation
1	Provide employment opportunities for all	+	This policy aimed at ensuring residents have the opportunity to live near to or close to their place of work will have a positive effect.	+/-	This policy aimed at ensuring residents have the opportunity to live near to or close to their place of work will have a positive effect. However there is a danger that putting a blanket restriction on all new housing development may have a negative effect through restricting the anticipated growth and regeneration potential of the two main towns.	0/-	Not having a permanent residence restriction on new housing in the main towns is unlikely to have an effect on this objective, however in the rural areas and St. Ives the consequence of not having such a restriction is likely have a negative effect on the need to secure a more sustainable balance in rural settlements between housing and locally provided employment.
2	Support a balanced economy that meets the needs of the area	+/-	A policy aimed at ensuring new housing in the rural areas and St. Ives will help support local shops and services Second homes can make a useful contribution to the local economy as part of the tourism industry and it is important to realise that not all second homes belong to people living outside the area.	+/-	This policy will help support local shops and services especially in the rural areas. Second homes can make a useful contribution to the local economy as part of the tourism industry and it is important to realise that not all second homes belong to people living outside the area. In main urban areas where the affects of second-home ownership the affects of second home ownership are less likely to have a negative effect on this objective.	-	In some of the smaller, more rural settlements second-home ownership is causing problems in the continued viability of village shops, pubs and services.



3	Provide for high quality, energy efficient housing of a type and cost appropriate to the community's needs	0	No direct relationship	0	No direct relationship	0	No direct relationship
4	Reduce poverty and social exclusion and help everyone afford a comfortable standard of living.	0	No direct relationship	0	No direct relationship	0	No direct relationship
5	Protect and promote human health and well-being through healthy lifestyles and health care provision	0	No direct relationship	0	No direct relationship	0	No direct relationship
6	Promote safer and stronger communities through measures to reduce crime, the fear of crime and enhance community cohesion	+	A restriction on second home ownership for new homes in areas of the district where the current percentage of second homes is beginning to affect the dynamics of the community will help to promote community cohesion.	+/0	Whilst a restriction on second home ownership for new homes in areas of the district where the current percentage of second homes is beginning to affect the dynamics of the local community will help to promote community cohesion, the extension of the policy to the larger urban areas is unlikely to have a direct relationship with this objective.	-	Simply building higher levels of open market housing in the rural areas often attracts more commuters, second home owners or retired people from outside the region. Not introducing measures to help restrict the loss of new housing to second homes in the rural areas will have a negative effect on community cohesion.
7	Ensure accessible opportunities for all to engage in culture, leisure and recreational activity	0	There is no direct relationship with this objective. However, by restricting the requirement for second home ownership to St. Ives and the rural areas only, there is a greater likelihood of securing developer contributions for leisure/recreation facilities in the most densely populated main towns of Penzance/Newlyn and Hayle.	?/-	There is a risk that by not allowing any new homes to be used as second/holiday homes in the two main towns that there will be less potential to secure developer contributions for leisure/recreational facilities.	0	There is no direct relationship with this objective. Having no restriction on second home ownership across the district would mean there is a higher possibility of securing developer contributions for leisure/recreational facilities, however this needs to be weighed against the negative social and economic effects of second home ownership on small

							village communities.
8	Provide opportunities for all to participate fully in society, including local democracy and decision making processes	+	This policy restricting second home ownership in the rural areas and St. Ives will allow people to meet more needs within local communities.	+	This policy will allow people, especially those in the most rural areas, to meet more needs within local communities.	0	No direct relationship
9	Reduce the need to travel whilst providing good physical access for pedestrians, cyclists and public transport users	0	No direct relationship	0	No direct relationship	0	No direct relationship
10	Maximise access for all to the necessary education, skills and knowledge to play a full role in society	0	No direct relationship	0	No direct relationship	0	No direct relationship
11	Create and enhance cleaner, greener, safer environments	0	No direct relationship	0	No direct relationship	0	No direct relationship
12	Value the social and cultural diversity and the community's local distinctiveness	0	This option will have a positive effect on this objective.	0	This option will have a positive effect on this objective.	0	An increase in the number of dwellings used as holiday/second homes can have a detrimental effect on community cohesion and viability of rural settlements.
13	Value, protect, and where appropriate, enhance the historic environment	0	No direct relationship	0	No direct relationship	0	No direct relationship
14	Create buildings and environments that complement our local landscape, that work well and are easily maintained	0	No direct relationship	0	No direct relationship	0	No direct relationship
15	Minimise the consumption of and	0	No direct relationship	0	No direct relationship	0	No direct relationship

	reduce damage to undeveloped land						
16	Value, protect and enhance the amount and diversity of wildlife and habitats	0	No direct relationship	0	No direct relationship	0	No direct relationship
17	Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits	0	No direct relationship	0	No direct relationship	0	No direct relationship
18	Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources	0	No direct relationship	0	No direct relationship	0	No direct relationship

The preferred option is not the most sustainable option and is contrary to the advice in the draft Regional Spatial Strategy. Alternative Option 2 which is to not impose any restriction is contrary to the real concerns of much of the local community as outlined in the Penwith Community Strategy and is therefore also not the most sustainable option. Alternative Option 1 which is to introduce a policy which places a restriction on new housing development for sole or main residential use only in the rural areas and St. Ives/Carbis Bay is the most sustainable option. There is evidence that in these areas second-home ownership is becoming a real issue and is leading to an imbalance between housing and locally provided employment. Whilst it could be argued that by excluding the biggest growth centres in the District a higher percentage of the overall housing growth could be lost to holiday/second-homes, there is currently no evidence which would back up the need for a blanket restriction across the whole district, and indeed such a requirement could have a negative effect on the predicted economic growth and need for regeneration in the main towns of Penzance/Newlyn and Hayle. Alternative Option 1 is likely to have a more positive effect in that it is more likely to give developers an additional incentive to choose to develop within the main (and more sustainable in terms of travel, access to services, etc.) urban areas and will increase the likelihood of the local authority to successfully negotiate with developers for much needed services and facilities as part of their developer contributions.

**UPDATE: JAN 2008 – THE CONCLUSIONS FROM THE SUSTAINABILITY APPRAISAL HAVE BEEN TAKEN INTO ACCOUNT IN THE DRAFT CORE STRATEGY PREFERRED OPTIONS DOCUMENT. THE PREFERRED OPTION IS NOW THE OPTION WHICH THE APPRAISAL HAS INDICATED IS THE MOST SUSTAINABLE OPTION.**

<b>Policy CS13 Housing Type, Size and Tenure</b>					
<b>Sustainability Objective</b>		<b>Preferred Option – a range of housing types and tenures</b>		<b>Alternative Option – do not include policies that specify the type and size of housing, allow the market to dictate</b>	
		<b>Rating</b>	<b>Explanation</b>	<b>Rating</b>	<b>Explanation</b>
1	Provide employment opportunities for all	0	No direct relationship	0	No direct relationship
2	Support a balanced economy that meets the needs of the area	+	This option is more likely to help provide smaller, more affordable housing units suitable for key workers	0	No direct relationship
3	Provide for high quality, energy efficient housing of a type and cost appropriate to the community's needs	++	This option will help to ensure new housing development meets locally identified need	+/?	This option will do less to provide dwellings of a type and tenure to meet local needs.
4	Reduce poverty and social exclusion and help everyone afford a comfortable standard of living.	+	This option is more likely to lead to the creation of housing units appropriate to local need and therefore will have a positive effect on this objective e.g. fewer families living in overcrowded conditions. A range of housing types should assist in encouraging social inclusion.	?	This option is less likely to provide for housing units to meet local needs and in relative terms will do less to encourage social inclusion.
5	Protect and promote human health and well-being through healthy lifestyles and health care provision	+/?	General health and welfare benefits could accrue, with housing more appropriate to local needs (e.g. less overcrowding)	0	No direct relationship
6	Promote safer and stronger communities through measures to reduce crime, the fear of crime and enhance community cohesion	++	A range of new housing types in Penwith should assist in the promotion of stronger communities and thereby help reduce anti-social behaviour	-/?	In relative terms this Option will do less to promote stronger, safer communities.
7	Ensure accessible opportunities for all to engage in culture, leisure and recreational activity	0	No direct relationship	0	No direct relationship
8	Provide opportunities for all to participate fully in society, including local democracy and decision	0	No direct relationship	0	No direct relationship

	making processes				
9	Reduce the need to travel whilst providing good physical access for pedestrians, cyclists and public transport users	0	No direct relationship	0	No direct relationship
10	Maximise access for all to the necessary education, skills and knowledge to play a full role in society	0	No direct relationship	0	No direct relationship
11	Create and enhance cleaner, greener, safer environments	0	No direct relationship	0	No direct relationship
12	Value the social and cultural diversity and the community's local distinctiveness	+	Ensuring housing provides for a range of sizes, types and tenures will have a positive effect on this objective	0	No direct relationship, however market forces
13	Value, protect, and where appropriate, enhance the historic environment	0	No direct relationship	0	No direct relationship
14	Create buildings and environments that complement our local landscape, that work well and are easily maintained	0	No direct relationship	0	No direct relationship
15	Minimise the consumption of and reduce damage to undeveloped land	0	No direct relationship	0	No direct relationship
16	Value, protect and enhance the amount and diversity of wildlife and habitats	0	No direct relationship	0	No direct relationship
17	Prepare for climate change, reduce vulnerability to flooding/sea level rise and keep water consumption within local carrying capacity limits	0	No direct relationship	0	No direct relationship
18	Minimise the generation of waste and pollution and the consumption of energy, minerals and other non-renewable resources	0	No direct relationship	0	No direct relationship
<p>It is assumed that the preferred option will result in the development of smaller housing units. In general terms the alternative option is more likely to deliver larger, lower density development. The preferred option will help ensure that new housing development more effectively meets locally identified needs, including the provision of appropriate housing for the more vulnerable members of society.</p>					