FOREWORD

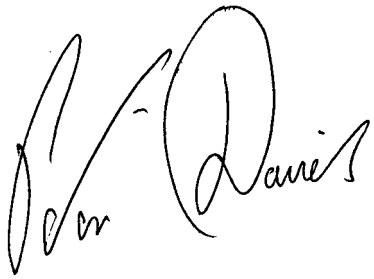
North Cornwall is a special place. It has a rich and distinctive heritage and culture, a wonderful and dramatic landscape, with towns and villages of outstanding quality and beauty. Yet in contrast it is an area with low wages; where local people struggle to compete in the housing market; and where important traditional industries such as ariculture are under pressure.

The challenge faced by the District Council is to guide and co-ordinate sustainable development which will enable the residents of North Cornwall to enjoy a good quality of life whilst still protecting the environment for the benefit of future generations.

The Local Plan sets out the District Council's land-use policies for meeting this challenge. It tries to strike the right balance between the many competing demands. The framework provided by the Plan will provide greater certainty for interested parties affected by development proposals as well as a sound basis for consistent decision making on individual planning applications.

The continuing processes of change and development together with the effectiveness of the Plan are being carefully monitored. Moreover, there are areas where the Plan needs to be developed and rolled-forward to keep it up to date and relevant. Planning is not a static process and the Local Plan will be subject to regular reviews.

I would like to thank all individuals, Parish and Town Councils and other organisations, for their valuable contributions throughout the preparation of the Local Plan and I commend it to all those with an interest in the future of North Cornwall.



Councillor Peter Davies
Chairman of the Planning and Development Committee

North Cornwall District Council

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1. INTRODUCTION

The Local Plan

1.1 The North Cornwall District Local Plan (hereafter referred to as the 'Local Plan' or the 'Plan') sets out the Council's policies and proposals for development and use of land in the District up to the year 2006. The Plan aims to control and influence the use of land in the public interest by identifying areas where development can and can not take place, the criteria against which proposals will be judged and the standards they should achieve. The job of local plans is summarised in Planning Policy Guidance Note 12, 'Development Plans' which states:

> *"Local Plans: produced by district Councils, ... in which more detailed policies are set out to guide development in a particular local authority area. The plans cover the whole of a local authority area and may include detailed proposals for specific sites."*
> (PPG12, Paragraph 1.7)

Legal Background

1.2 The Planning and Compensation Act 1991 requires all District Council's to prepare a local pla n for the whole of their area. This legislation has also given greater emphasis to the development plan (comprising the structure plan and local plans for an area) in the determination of planning applications and appeals. Planning decisions should accord with the development plan unless there are other clear and overriding material considerations. The increased importance and role of plans in the planning process is emphasised in Planning Policy Guidance Note 1, 'General Policy and Principles' which states:

> *"The planning system regulates the development and use of land in the public interest. The system as a whole, and the preparation of development plans in particular, is the most effective way of reconciling the demand for development and the protection of the environment. Thus it has a key role to play in contributing to the Government's strategy for sustainable development by helping to provide for necessary development in locations which do not compromise the ability of future generations to meet their needs."*
> (PPG1, Paragraph 39).

The Relationship with Other Plans and Government Guidance

1.3 The Local Plan is part of a planning framework ranging from the national to the local level. It must be consistent with strategic planning policies unless there is special justification for a different approach.

National and Regional Planning Policies

1.4 The Plan has been prepared to take account of all national policy and advice which is set out primarily in Planning Policy Guidance Notes (PPG's) and Circulars issued by the Department of the Environment, Transport and the Regions (DETR). In addition the Government Office for the South West published Regional Planning Guidance for the South West in July 1994. This guidance provides the framework for the preparation of structure plans and covers the period up to the year 2011. It is also relevant to the preparation of local plans.

The Cornwall Structure Plan

1.5 The Replacement Cornwall Structure Plan, which was approved in July 1997, establishes the planning policy framework for the whole County for the period 1991 to 2011. The Local Plan must broadly conform with the Structure Plan making them complementary documents. In general, Local Plan policies should not simply re-state Structure Plan policies as this is creating unnecessary repetition and duplication.

1.6 Under the arrangements established by the 1991 Act, Structure Plans should concentrate on genuine strategic issues and not normally contain detailed development control policies. Local Plans elaborate where necessary on the strategic policies by providing greater detail which relates to local circumstances. This approach, is emphasised in PPG12, which points out that, *"Structure plans .... should avoid over-elaborate or detailed policies and should concentrate on providing a strategic framework within which detailed policies can then be framed in local plans."* (PPG12, Paragraph 3.7)

Minerals and Waste Local Plans

1.7 The County Council are responsible for preparing the Minerals Local Plan and the Waste Local Plan which will contain detailed policies on these subjects that complement the broader guidelines in the Structure Plan. The Minerals Local Plan was adopted in March 1998. A draft

Waste Local Plan was published for consultation in March 1998. The Structure Plan, the District Local Plan, the Minerals Local Plan and the Waste Local Plan will together comprise the complete development plan for the area.

District Council Strategies and Plans

1.8 The Local Plan is a corporate document of the District Council. It will provide the main basis for planning decisions and influence the work of all the Council's Committees. Other strategies and plans of the Council have been taken into account in preparing the Plan and a particular priority has been given to achieving co-ordination between the Council's Housing and Economic Development Strategies, and the Local Plan.

The Status of the Adopted Local Plan

1.9 This document is the Adopted Local Plan. It replaces existing non-statutory planning policies and similar documents prepared by the Council, in particular the Planning Guidelines for Bodmin, Bude, Launceston and Wadebridge. Together with the Structure Plan, the Adopted Local Plan will form the main basis for decisions on planning applications, including those for the renewal of planning permission. The Council will of course continue to consult with local councils and take full account of relevant views expressed by them and other organisations and individuals when determining planning applications.

The Local Plan Period

1.10 The Plan covers the period up to the year 2006. The base date of the Plan for statistical purposes is 1991. Information on development and commitments is provided up to March 1995.

1.11 By looking ahead to 2006, the Plan will have a lifespan of about 7 years from its date of adoption. The policies and sites allocated for new development in the Plan are therefore intended to meet the needs of the District for this period. However it is recognised that the Plan will need amending before 2006 in order to keep it up-to-date and take account of changing economic, social and environmental circumstances. Consequently there is no fixed end date and the Plan will be reviewed and rolled forward at least every five years.

Using the Local Plan

1.12 The Plan comprises two parts. Part 1 sets out the overall strategy of the Plan which is then carried forward through objectives, policies and proposals in chapters which deal with Housing, The Economy, The Environment, Services and Facilities, Transport and Utilities, and Development Standards. The policies in these chapters generally apply to the District as a whole and are illustrated where appropriate on the Proposals Map.

1.13 Part 2 comprises six sections dealing with different areas of the District. These sections broadly reflect the catchment areas of the six towns. Part 2 contains specific policies and an inset map for each town and main village. To obtain the full picture for any particular place, Part 1 and the appropriate section of Part 2 for the town or village in question, should both be referred to.

1.14 The policies contained in the Plan are inter-related and should not be read in isolation from one another. **The Plan should be read as a whole.** This is very important as a development proposal is likely to be affected by several policies each dealing with a different aspect of planning. To avoid repetition and duplication, the detailed policies to protect the environment and achieve good standards in new development are contained in separate chapters, and are not reiterated in the chapters on Housing, The Economy, Services and Facilities and Transport and Utilities. All proposals for development will be considered in relation to any relevant policies in the Environment and Development Standards chapters.

1.15 The policies in the Plan are printed in bold type to distinguish them from the accompanying reasoned justification. The reasoned justification briefly explains and justifies the policies and is therefore important in interpreting them.

1.16 In addition to the Plan itself, the Council will produce supplementary planning guidance in order to provide further guidance relating to some of the policies in the Plan, particularly those relating to design. PPG12 emphasises that policies and proposals for deciding planning applications should be set out in the appropriate plan but acknowledges the helpfulness of further guidance where it is consistent with the Plan and clearly cross referenced to the relevant policies and proposals. Supplementary planning guidance will be taken into account as a material consideration in deciding planning applications

and the weight accorded to it will increase where it has been prepared in consultation with the public and been the subject of a council resolution. The main documents containing supplementary planning guidance are listed in Appendix 1.

Maps

1.17 The Proposals Map covers the whole District at a scale of 1:50,000 and illustrates all the policies and proposals of the Plan where they affect specific areas of land. Policies which relate to the entire District and not specific areas are not shown on the Proposals Map.

1.18 In addition to the Proposals Map, there are 38 large scale Inset Maps, one for each town and main village. These are found in the six area sections of Part 2 and illustrate the policies and proposals affecting a particular settlement. All maps are produced from the latest available Ordnance Survey maps.

Policy Expression

1.19 The planning system has to strike a balance between providing certainty about what development will or will not be acceptable and providing flexibility to allow for unforeseen circumstances or the very special benefits of a proposal which might outweigh normal policy objections. The role of local plan policies is to provide as much certainty as possible and so they should be expressed clearly and unambiguously. The use of the word 'normally' has therefore been kept to a minimum. Flexibility is provided primarily by the opportunity to take account of 'other material considerations' in making planning decisions. Section 54A of the Town and Country Planning Act 1990 requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise.

1.20 In exceptional circumstances the Council may consider that a development proposal which is contrary to the Plan should still be approved. In these cases the application will be statutorily advertised as a departure from the Plan and referred to the Secretary of State for the Environment, Transport and the Regions where required, thereby affording him the opportunity to 'call-in' the application for determination, before planning permission is otherwise given.

Monitoring and Review

1.21 In order to assess the effectiveness of the Plan and to see whether objectives are being achieved, it is essential to continually monitor the implementation of the Plan. Where possible the objectives and policies of the Plan have been expressed in a form which will facilitate monitoring.

1.22 At the end of each of the general chapters, there is a section which explains how the objectives and policies of the Plan will be implemented and monitored. Regular reports will be made to the Council on the progress of the Plan and its continuing relevance. These reports will also monitor performance in terms of any decisions taken which are departures from the Plan and the results of appeal decisions.

1.23 In accordance with the advice contained in PPG12, the Council will comprehensively review the Plan at least once every five years and the review will be subject to the formal adoption process. However the timing of the review will depend upon various circumstances. For example, unforeseen changes in social, economic or environ- mental conditions or alterations to national and strategic policies may necessitate more urgent alterations to the Plan.

Stages in the Preparation of the Local Plan

1.24 Work on this Local Plan began in early 1992 following the commencement of the new arrangements for preparing development plans established by the Planning and Compensation Act 1991. A questionnaire survey was undertaken to establish the views of all the Parish Councils on the main planning problems and issues in their local areas. Informal consultations were also held with relevant statutory organisations. Detailed surveys of individual settlements and a wide range of other technical work was carried out. Before arriving at a Draft Plan for Consultation, the Council considered topic papers on the main subjects and debated draft versions of each of the main chapters. The Draft Plan for Consultation was published in February 1994 and was followed by an extensive programme of consultation with statutory and non-statutory organisations and the general public.

1.25 Following consideration of the consultation responses, the Council prepared the Deposit Draft version of the Local Plan, which was published in April 1995. Representations and

objections received to the Plan were considered by an independent inspector at the Local Plan Inquiry, which was held between March and October 1996. The Inspector's Report on the Inquiry was received in September 1997 and considered by the Council in February 1998. As a result, the Council produced Proposed Modifications to the Deposit Draft, which were placed on deposit in March 1998. Following consideration of representations received to these Modifications, the Council agreed to issue Further Proposed Modifications and these were placed on deposit in November 1998. The representations received at this stage raised no new material issues and therefore the Council formally adopted the North Cornwall District Local Plan on 30 April 1999. The main stages of the preparation process are summarised below:

- 1992 — Parish and Town Council questionnaire survey undertaken
- 1992 (July) - 1993 (Aug) — Topic papers prepared and considered by the Council
- 1994 (Feb) — Draft Plan for Consultation published
- 1995 (April) — Deposit Draft Plan published
- 1995 (Nov) — Post Deposit Changes to the Deposit Draft published
- 1996 (March-Oct) — Local Plan Inquiry
- 1997 (Sept) — Inspector's Report published
- 1998 (March) — Statement of Decisions relating to the recommendations in the Inspector's Report published. Proposed Modifications (Parts 1 and 2) to the Deposit Draft published
- 1998 (Nov) — Statement of Decisions relating to representations received to Proposed Modifications published. Further Proposed Modifications to the Deposit Draft published.
- 1999 (March) — Statement of Decisions relating to representations received to the Further Proposed Modifications published.
- 1999 (April) — North Cornwall District Local Plan formally adopted.

2. NORTH CORNWALL - THE AREA AND THE PLANNING STRATEGY

Introduction

2.1 The purpose of the planning process is to shape the activities of development, improvement and conservation in an area in accordance with national, regional and local priorities and attitudes. The Local Plan should play a central part in this process and to do so effectively it must be based upon:

- a sound knowledge of the existing pattern of development and activities in North Cornwall and of the main resources of the area;

- an understanding of the trends and processes of change which have been happening and are expected to occur over the coming years; and

- a realistic vision of how the District should develop and change and what aspects should be conserved and enhanced over the next 10 years.

2.2 This chapter is intended to provide a context for understanding the Local Plan. It summarises the main characteristics of North Cornwall and then sets out the planning strategy which underpins the Plan.

Main Characteristics of North Cornwall

Setting the Scene

2.3 North Cornwall is a place of contrasts. It is an area with magnificent coastal scenery and the wilderness of Bodmin Moor; a rich and distinctive heritage and culture; and a tradition as a seaside and countryside holiday destination. Yet it is also an area with persistently high unemployment and low wages; where local people struggle to compete in the housing market; and where the traditional industries of agriculture and tourism are under threat. From London or the regional centre at Bristol, the image of a high quality environment tends to dominate perceptions of North Cornwall, whereas locally the social and economic problems are often seen as a much higher priority.

2.4 The District occupies the north-eastern third of Cornwall and extends over 740 square km (460 square miles). It is the largest district local authority area in the South-West and the 12th largest in England. The population of 79,650 (mid 1997) is located in six small towns, which are well-distributed around the District, and numerous villages and hamlets. Each of the towns acts as a service centre for its own catchment area and none dominates the whole District (see Map 1).

2.5 The main trunk roads providing access into the County, the A30, A38 and A39, all pass through North Cornwall. Of particular importance is Cornwall's main spine road, the A30, which crosses the District and now provides a dual carriageway standard connection to the motorway network at Exeter. The main London-Penzance railway line does not pass through North Cornwall, but runs just to the south, the nearest station being Bodmin Parkway, 4 miles to the south of Bodmin.

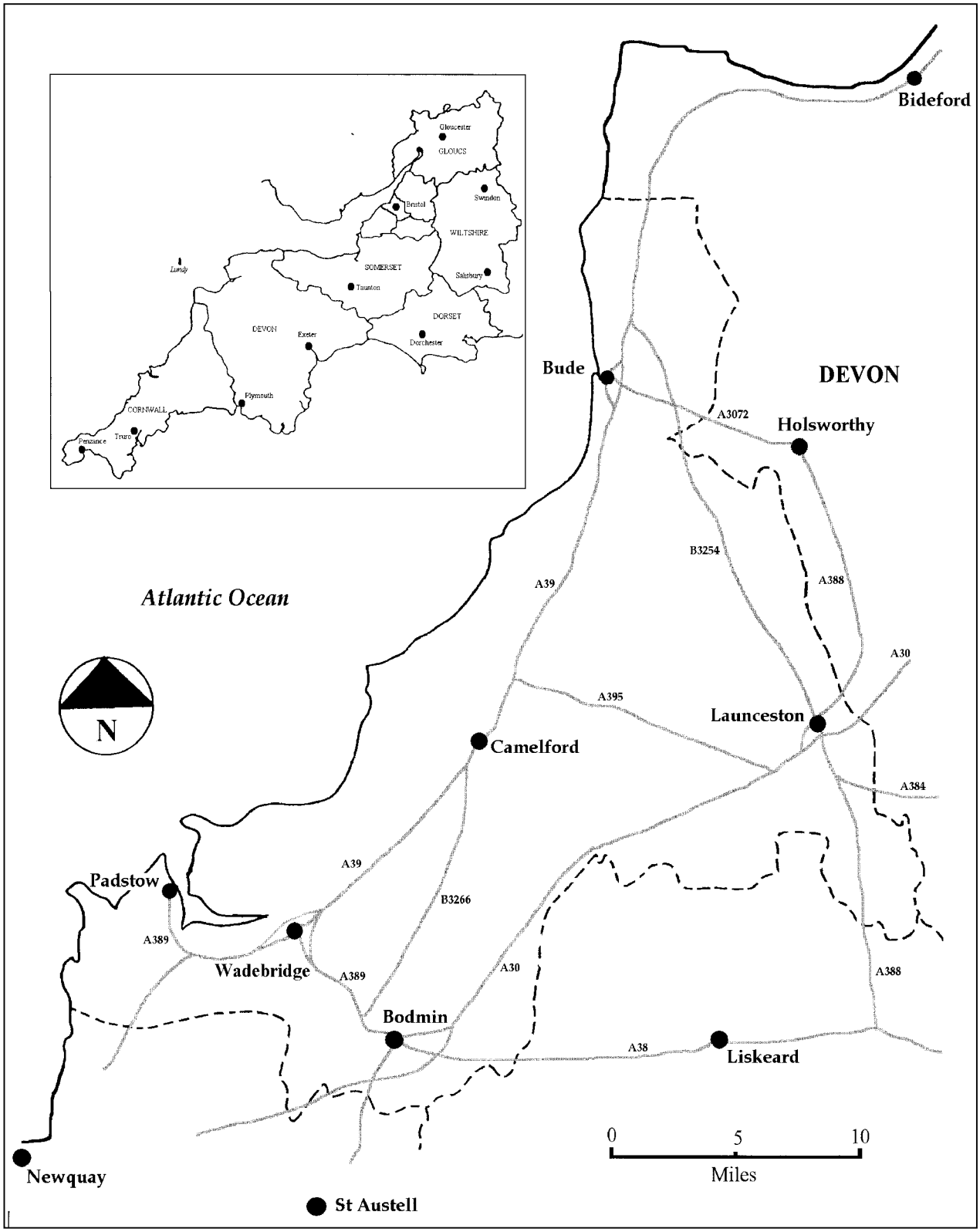
2.6 Although road communications have improved significantly over the last 10 years and population growth has been amongst the highest in England, North Cornwall continues to be characterised by remoteness and rurality. For example, driving times to the regional centre at Bristol (225 km or 140 miles away) are 2-3 hours and to London (400 km or 250 miles away) are 4-5 hours. The rural character can be seen in the overall population density which at 0.63 persons per hectare is one of the lowest in England.

2.7 In spite of the population growth and develop- ment which has taken place over the last 30 years, the area retains a distinctive character and culture. The crossing of the River Tamar into North Cornwall still provides a different experience in terms of the built and natural environment as well as the cultural traditions and independent outlook. It is essential that this distinctiveness is not eroded in the quest for greater prosperity and that a high priority should always be given to maintaining and enhancing local character and qualities.

Population and Housing

2.8 The population of the District has grown from 56,600 in 1971 to 65,300 in 1981 to 74,300 in 1991. The rate of growth 1981-1991 was 13.8% which was the highest in Cornwall and the 15th highest in England.

Map 1: The Location of North Cornwall



2.9 All of this growth has been due to net inward migration. Contrary to popular assumptions, the age profile of the in-migrants is broadly the same as the local population and is not particularly skewed towards the elderly.

2.10 Over the last 10 years, around 4500 new dwellings have been provided. However, annual completions ranged from 250 to 900 at the last peak of the housing market in 1988/89. New development has been particularly high in Bude, Wadebridge and Padstow, partly because of the lifting of embargoes on development and partly because of the inherent environmental attractions of these locations for in-migrants.

2.11 The dwelling stock in 1991 amounted to 33,895. However, 10.3% of dwellings are second homes or holiday homes. In some coastal locations, less than 50% of the housing stock is occupied by permanent residential households.

2.12 The overall position in relation to number of dwellings, households and total population together with changes since 1981 is recorded in Table 1.

TABLE 1: DWELLINGS, HOUSEHOLDS AND POPULATION IN NORTH CORNWALL 1981-1991

	1981	1991
Total Dwellings	29,012	33,895
Available Housing Stock[(1)]	24,152	28,600
Total Households	23,359	29,191
Average Household Size	2.67	2.47
Total Population	65,300	74,300

[(1)] Housing Stock excluding vacant/unfit houses and second/ holiday homes

Source: 1981 & 1991 Census

2.13 The need for affordable housing for local people became particularly acute in the 1980's and remains one of the major issues facing the area. The combination of house price inflation, driven primarily by inward migration, and very low local wage levels means many local people find it impossible to compete in the housing market. The traditional alternative of Council-rented accommodation is under severe pressure as the stock has been reduced by 23% since 1981 through sales under the Right to Buy. Council dwellings make up just 11% of the total housing stock (1998). No new Council houses are being built and housing association developments are only taking place on a very modest scale.

The Local Economy

2.14 In common with the rest of Cornwall, the area suffers from high unemployment and low wages. Two of the four travel-to-work areas (TTWA) in North Cornwall consistently feature in the worst 10 unemployment areas in the region, whilst wage rates in the County are the very lowest at around 77% of the national average. Cornwall also has one of the lowest levels of gross domestic product per head of population at about 71% of the UK average. Many of these problems are a result of isolation from major UK and European markets.

2.15 The extent of the area's economic problems is reflected in various designations which provide access to financial assistance for economic development. The whole of the District has Objective 1 status for European funding which is intended to help raise incomes and employment closer to the European Union average. Similarly, all of the District except Bodmin town is designated a Rural Development Area and Bude, Camelford, Wadebridge and Bodmin TTWAs are identified as Assisted Areas by the Department of Trade and Industry.

2.16 The economy of the area is heavily dominated by tourism and agriculture. Over 20% of jobs are directly dependent on tourism whilst around 11% are in agriculture. Manufacturing employment at around 14% is low compared to the national average. Table 2 provides a full breakdown of the employment structure and shows the changes which have been taking place since 1981.

TABLE 2: EMPLOYEES AND SELF-EMPLOYED BY INDUSTRY 1981-1991

Industry	*1981*	*1991*	*% Change*
Agric, Forestry & Fishing	3,080	3,030	-1.6%
Energy & Water	410	360	-12.2%
Manufacturing	4,170	3,920	-6.0%
Construction	2,120	2,840	+34.0%
Distribution & Catering	5,260	6,720	+27.8%
Transport & Communication	870	1,100	+26.4%
Banking, Finance & Other Services	7,440	10,020	+34.7%
Inadequately described or residents working outside UK	410	520	+26.8%
TOTAL:	23,760	28,510	+20.0%

Source(s): 1981 and 1991 Census (10% Sample)

2.17 The main sectors of the economy are all subject to changes and pressures which perpetuate the fragile nature of the economic base:

- Tourism has traditionally been dependent on the main season, long-stay holiday market which is in decline. Furthermore the industry is particularly vulnerable to national trends in the economic cycle which determine peoples ability to take holidays.

- Agriculture is characterised by small family farms engaged in grassland farming. Farm businesses have been under severe pressure from a combination of increasing costs and reducing farm incomes. Numbers of non-family employed workers are declining and an increasing number of jobs are part-time.

- Although communications have improved the area continues to have difficulty attracting inward investment because of its distance from main centres of economic activity both nationally and internationally.

- Most of the service sector meets local requirements and does not generate wealth from markets beyond the area. Therefore this sector is very dependent on the base industries and local population for its level of economic activity.

2.18 The other main characteristic of the economy is the preponderance of small businesses and the exceptionally high levels of self-employment. 78% of businesses employ 10 or less people and about 25% of people are self-employed, the third highest level in England. These figures demonstrate a high degree of enterprise in the local economy but this advantage is tempered by the fragile nature of many small businesses and their lack of resources to invest and develop effective marketing of their products and services.

2.19 Research into the performance of rural businesses commissioned by the Department of the Environment entitled 'Business Success in the Countryside', (HMSO 1992), which included businesses in Cornwall, demonstrates a direct connection between recent environmentally influenced migration to England's rural areas, and high rates of new enterprise formation there. Most rural entrepreneurs are in-migrants whereas most urban entrepreneurs are locally born. In the debate about the balance to be struck between providing for in-migration and conserving the rural environment, the benefits of in-migration for promoting an enterprising rural economy need to be recognised.

The Environment

2.20 The economic and social problems of the District occur within a natural and man-made environment of acknowledged national importance. The District comprises 3 main areas:

- 100 km (60 miles) of dramatic coastline from Marsland Mouth at the Devon border to Bedruthan Steps, a few miles north of Newquay, broken only by the Camel Estuary at Padstow. Most of this area is designated as part of the Cornwall Area of Outstanding Natural Beauty (AONB) and as Heritage Coast;

- most of Bodmin Moor which is the largest extensive upland area in Cornwall. The Moor is also part of the Cornwall AONB;

- the areas of countryside between the coast and the moor and between the moor and the border with Devon, including the Tamar and Tavy AONB, much of which has a very remote rural character with numerous small

villages and hamlets dependent primarily on livestock farming.

In total about 29% of North Cornwall is designated an AONB with a further 32% covered by a countywide landscape designation (AGLVs). In addition, there are 39 designated Sites of Special Scientific Interest, most of which are located within AONBs.

2.21 The historic heritage of North Cornwall is highlighted by the existence of 425 scheduled Ancient Monuments and around 3,250 Listed Buildings (including structures). The extent and quality of pre-historic and historic remains is particularly rich with the greatest concentration of monuments being found on Bodmin Moor. There are at present 29 designated conservation areas within the District.

Planning Strategy

The Key Issues

2.22 The overall aim of the Council is to help enable local residents to enjoy a good quality of life with a wide choice of affordable and convenient services and facilities and to look after the environment for the benefit of existing and future generations. There are many component parts to this aim and the Council provides a variety of services which contribute towards achieving it. The Council's planning service and this Local Plan must make their contribution in a co-ordinated way along with other related services and programmes, such as the Council's Housing Strategy and Economic Development Strategy.

2.23 Whilst there are a range of important challenges facing the District over the next 10 years, there are 3 issues which stand out as being particularly critical and which must have a significant bearing on the strategy and policies in the Local Plan:

- how to create a more prosperous and diverse economy which increases local wage rates and reduces unemployment to levels closer to the national average;

- how to provide sufficient housing of the right type, size and price in the right locations to meet the needs of local residents;

- how to ensure that growth and development are sustainable so that in meeting current needs what is valued most about the environment is protected and future well-being is not prejudiced or sacrificed for short term gain.

2.24 The third issue of planning for 'sustainable development' incorporates but goes beyond the traditional concern with the protection and enhancement of the environment to take into account the newer environmental agenda relating to energy conservation and global warming. The Government in PPG12 makes clear that, *"the planning system, and development plans in particular, can make a major contribution to the achievement of the Government's objectives for sustainable development."* (PPG12, Paragraph 4.1).

Furthermore, PPG12 states that the environmental implications of policies and proposals should be appraised as part of the plan preparation process. A summary of the environmental appraisal of this Plan is given in Appendix 2.

2.25 The theme of sustainability is relevant to the Plan at a number of levels, in particular:

- locational policies for new development and settlement planning generally should aim to reduce the need to travel;

- special attention should be given to 'environmentally friendly' policies in relation to such issues as renewable energy and the re-use of urban land;

- the detailed planning of new development should take account of energy conservation in terms of site layouts and provision for pedestrians, cyclists and public transport where appropriate;

- environmental policies should give particular priority to those natural and man-made resources which are most precious and irreplaceable.

2.26 The Local Plan Strategy and policies must take account of all these matters but it is also important to recognise that many of the emerging principles of sustainability are more directly applicable to the larger urban areas. A rural area like North Cornwall with an existing dispersed settlement pattern and very little public transport has less scope to pursue some types of sustainable development policies than a large urban authority. On the other hand, the District has more scope than many others to pursue those elements of sustainability relating to the conservation of natural resources.

2.27 Whilst drawing attention to these important issues, it is also essential to be aware of the limitations of the Local Plan. It cannot resolve the social, economic and environmental problems of the area. The Plan must take account of the availability of resources in the public and private sector but it does not commit those resources. Furthermore, the Plan must be firmly set within the higher tier framework provided by Government advice in PPGs, Regional Planning Guidance and the County Structure Plan. Important choices need to be made in the Local Plan about the detailed balance to be struck between development and conservation and the locations selected for new growth but the scope for choice is circumscribed by the higher tier guidance.

2.28 The strategy and policies in the Local Plan need to address the fundamental issues facing the District but they provide a land-use planning response. In other words they must concentrate on establishing a local framework for all public and private sector activity concerned with the development and use of land.

Regional Planning Guidance

2.29 The Secretary of State's Regional Planning Guidance for the South West (RPG10) provides an up-to-date statement about how the Government expects the planning system to balance the needs and demands for development with the protection and enhancement of the environment. The following key elements of the regional development framework are set out in the RPG:

- *"Sustainability should be the cornerstone of the Region's development plans and planning decisions."* (Paragraph 3.2)

- *"Development plans should ensure that nationally and internationally designated areas and features are protected from damaging development."* (Paragraph 3.3)

- *"Development plans should recognise the interdependence between maintaining and enhancing the Region's environment and economic prosperity."* (Paragraph 3.5)

- *"Plans need to facilitate employment growth which meets the needs of the future workforce."* (Paragraph 3.5)

- *"Provision for new development should be made in ways that reduce the need to travel, reduce congestion and encourage choice between different modes of transport."* (Paragraph 3.6)

- *"Much of the increased housing need arises from people living or working in rural areas and small towns. Provision will continue to be needed in such towns and in villages and should be provided for in ways which respect the existing environment of settlements. Development plans need to identify those settlements which are most suitable for accommodating growth, particularly those which act as service centres for a wider surrounding area, which are well connected to larger towns and cities by public transport routes or which have potential for a substantial degree of local self-containment."* (Paragraph 3.22)

- *"Across the Region, there is a need to maintain an effective pattern of service provision and access to facilities, and co-ordinated action will be necessary in the more sparsely populated areas. Development in rural areas should not be at the expense of the Region's important environmental assets. New development in the open countryside should be strictly controlled. Development which reinforces a scattered pattern of small rural settlements is unlikely to be consistent with the aim of achieving sustainable development."* (Paragraph 3.23)

County Structure Plan

2.30 The Replacement Cornwall Structure Plan was adopted in July 1997 and its strategy for the distribution of development and the conservation of the environment is in line with the principles in the RPG. The concept of sustainable development is placed at the heart of the strategy, with close links between land-use and transport planning in order to reduce the need to travel.

Local Plan Strategy

2.31 The strategy of the Local Plan comprises two elements:

- Guiding Principles which identify the main directions of the Plan - what is considered important and why;

- Geographic Strategy which indicates broadly how new growth is to be accommodated.

2.32 In order to address the main planning issues facing the District and start to map out a vision for the area over the next 10 years, six guiding principles have been identified. The statements which follow are not meant to be a comprehensive set of aims for the Plan but are intended to focus attention on the major priorities which underlie the Plan.

1. **The Plan must make a positive contribution to local prosperity by providing for economic development needs and offering choice and flexibility wherever possible to support economic activity.**

2. **The Plan must accommodate the continued levels of population growth anticipated in the Structure Plan and channel it to support services and facilities, reduce the demands for travel and minimise adverse impacts on the character and environment of the District.**

3. **The Plan must do everything possible to enable genuine affordable housing schemes which meet the needs of local people to take place in settlements throughout the District.**

4. **The Plan must help to sustain viable rural communities by accommodating new economic activity and modest development in the rural areas where there is no significant adverse impact on the environment.**

5. **The Plan must protect and enhance the many natural and man-made environmental resources of the District giving special priority to those areas and sites of designated national importance.**

6. **The Plan must encourage standards in new development which will enhance local character and identity, support energy conservation and improve the quality of life for all sections of the community.**

2.33 The RPG and the County Structure Plan set out the overall amounts of development to be accommodated at County and District levels respectively and establish general policies concerning locations for development and priorities for conservation. In carrying forward this planning framework, the Local Plan must establish a geographic strategy for the location of new development taking into account past trends, infrastructure constraints and the guiding principles set out above.

2.34 Looking back over the last 30 years there has been steady development throughout the District but certain features stand out:

- The main pressures for housing development have been in the coastal towns and villages where the high quality of the environment is particularly attractive to in-migrants. In many coastal settlements, new development is largely occupied by retired in-migrants or purchased as second homes/holiday homes.

- The County Council's non-statutory Village Maps approved throughout the 1960's and early 1970's allowed for significant expansion of many villages with large estate developments. Whilst supporting services and facilities in these settlements the new development has often eroded local character and it has proved difficult for communities to assimilate too many incomers too quickly.

- The 4 largest towns of Bodmin, Bude, Launceston and Wadebridge have been the most successful locations in attracting industrial and commercial development and nearly all of the inward investment coming to the District.

2.35 For the future, the Council believes a geographic strategy is required which is based on the following principles:

1. **The majority of new development should be accommodated in the six towns. The main focus should be on Bodmin and Launceston which have the best locations for attracting economic development and the least constraints. Bude and Wadebridge can also accommodate steady levels of development. Padstow is much more constrained and has experienced substantial growth in recent years. Camelford can accommodate**

further development but on a smaller scale because of its size and location.

2. **Development outside the towns should be directed primarily to main villages with services and facilities. However, some of these villages are subject to significant environmental and infrastructure constraints and here the emphasis should be on developments to meet local needs.**

3. **There should be opportunities throughout the District for appropriate developments which support the rural economy, including some provision for modest housing developments in minor villages in order to help sustain these communities.**

4. **Genuine affordable housing schemes required to meet the community's need for affordable housing may be allowed as an exception to normal planning policies applying to settlements and the countryside in order to sustain and support rural settlements and community life.**

5. **The coast, the inland Areas of Outstanding Natural Beauty, and Sites of Special Scientific Interest are vital resources which must be protected both for their own sake and because of their importance for the local economy, particularly tourism. Development activity will generally be directed away from these areas and only those developments which can be accommodated without detriment to the environment will be allowed. Elsewhere in the countryside development will only be allowed when necessary in the interests of the rural economy and which can be accommodated without detriment to the rural environment.**

2.36 The Council believes that this strategy will provide for the development needs of the District and at the same time minimise adverse effects on the environment. The strategy is also consistent with the emerging principles of sustainable development so far as they can be readily applied to a rural area.

2.37 The planning strategy is carried forward in each chapter of the Plan through statements of objectives and the planning policies. The objectives provide a more detailed framework for the planning policies and should also provide the basis for future monitoring of the effectiveness of the Plan.

Positive Planning

2.38 The implementation of the Plan will be pursued primarily through the planning decisions required in development control. However, in an area like North Cornwall, where the economy is fragile and the resources of the public sector are severely limited, the successful implementation of the Plan is going to depend on positive planning initiatives by the Council and other public bodies.

2.39 The Council has always played an active part in attracting resources and investment to the area and promoting project planning initiatives. The positive planning and development activities of the Council have included:

- the provision of serviced industrial sites and buildings including schemes for rural workshops, managed workspace and small/medium sized industrial units;

- innovative rural development schemes, such as the North Tamar LEADER Project carried out in partnership with Torridge District Council, the former Rural Development Commission and the European Commission;

- the provision of leisure and tourism infrastructure ranging from leisure pools to visitor centres and recreational trails;

- the operation of a nationally recognised countryside management service providing visitor services, supporting the rural economy and looking after the coast and countryside;

- active conservation management of the built environment and historic heritage through, for example, the operation of Town Schemes, preparation of design guidance and dealing with buildings at risk;

- partnership initiatives to improve traffic management and the environment, notably in the national Bypass Demonstration Project at Wadebridge;

- regeneration projects involving co-ordinated action by all local public and private sector bodies such as the work of the Padstow Forum following on from the Civic Trust Action Plan for Padstow; and

- enabling work with developers to bring about beneficial developments.

Most of these activities have been supported by a very pro-active and successful approach to obtaining grants from national agencies and the European Commission.

2.40 The continuation of the Council's role as an enabler and provider of services in relation to economic development, tourism, housing, traffic management, environmental improvement and countryside management will be essential to the achievement of the objectives of the Plan.

3. HOUSING

Introduction

3.1 This chapter is concerned with the planning issues relating to housing development and sets out the Council's general approach and policies for:

- the amount of housing required during the plan period;
- the distribution of housing between towns and villages and the policies relating to dwellings in the countryside;
- the provision of affordable housing for local people; and
- particular types of housing developments.

3.2 The policies in this chapter provide specific guidance on housing development but do not repeat, and therefore duplicate, other general policies notably in the Environment and Development Standards chapters. For example, all developments need to fit in well with their surroundings (having regard to siting, scale, design, materials and landscaping) and be in harmony with the local environment (taking account of noise, traffic and other potential disturbance to amenities) and these issues are addressed by the Development Standards policies.

3.3 Any proposal for housing development will be assessed in relation to the relevant policies in:

- the Structure Plan;
- this chapter;
- other chapters in Part 1, particularly the Environment and Development Standards;
- the settlement statement in Part 2 where applicable;

and other material considerations.

Strategic Context

3.4 National planning policy guidance relating to housing is contained primarily in PPG3, 'Housing' and PPG13, 'Transport'.

3.5 PPG3 requires the planning system to provide an adequate supply of land for housing taking account of market demand; encourages the re-use of urban land to relieve pressure on the countryside; emphasises that new development in rural areas should be sensitively related to the existing settlement pattern; and acknowledges the importance of achieving affordable housing for local people.

3.6 PPG13 advises on how to integrate transport and land-use planning policies in order to achieve sustainable development. The central objective is to minimise the need for motorised travel. For housing this means concentrating new development in larger centres where there is easier access to jobs and facilities and avoiding incremental expansion of settlements which will generate commuting.

3.7 The Cornwall Structure Plan sets out the overall amount and distribution of housing development across the county. Its general approach to the location of development emphasises the need to direct growth to the urban areas to reduce travel to work, minimise the impact on the environment and enable investment in infrastructure to be concentrated in key settlements. Due consideration is also given to rural areas by relating the scale of development in villages to the level of services available and the capacity to absorb growth without detriment to the environment.

Local Plan Objectives

3.8 The main role of the Local Plan in relation to housing is to determine where development should take place, what development proposals will be encouraged or discouraged and the detailed considerations that will be applied in the assessment of planning applications.

3.9 The policies in this chapter have been developed to achieve the following objectives:

- to provide an adequate and continuous supply of land to meet the housing requirements for the plan period;
- to ensure that new housing development takes place in locations where it supports and reinforces the local economy, services and facilities; conserves land and energy resources; and does not harm the natural and built environment;
- to provide development sites in towns and main villages which are responsive to market demands where this can be achieved without

detriment to the environment or other planning considerations;

- to encourage a range and mix of housing types to meet the varying needs and demands of the population;

- to encourage the provision of affordable housing for local people unable to compete in the housing market;

- to control the start or rate of residential development to ensure that it does not exceed the capacity of vital services and infrastructure.

The Amount of Housing Development

3.10 The Structure Plan sets out the housing requirements for North Cornwall for the period 1991-2011 where Policy H7 identifies provision for 8,500 dwellings. This level of provision gives an implied annual building rate of 425 dwellings which for the 15 year period of the Local Plan (1991-2006) gives a total provision of 6,375 dwellings (ie 425 x 15). However in seeking 'general' conformity the principle of a + or - 10% margin of deviation from 'absolute' conformity is considered appropriate. The reason for this is that in the previous Structure Plan (First Alteration), 23.5% of the county's additional dwelling requirement was to be located in North Cornwall. This proportion has been reduced to 19% in the current Structure Plan. In order to accommodate this required reduction which is backdated to 1991, and still maintain the scope to implement the Local Plan housing strategy, the 'conformity allowance' has been set at +10%. This gives a total requirement of about 7,010 dwellings. It will be possible to minimise any deviation in the level of housing provision compared to the Structure Plan at the first review of the Local Plan.

3.11 The overall housing requirements will be met through a mixture of developments already completed, commitments, windfall sites and new housing allocations. The position is summarised in Table 3.

TABLE 3: HOUSING REQUIREMENT AND LAND SUPPLY 1991-2006

Housing Requirement:	Dwellings
Approved County Structure Plan Requirement (1991-2006)	6,375
+10% general conformity allowance (1991-2006)	635
Total Requirement (1991-2006)	7,010
Land Supply:	
Completions (1991-1995)	1,400
Starts (at 31.3.95)	480
Outstanding Planning Permissions (at 31.3.95)	2,590
Estimated Windfall Allowance (1995-2006)	1,185
Housing Allocations in the Local Plan	1,750
Total Provision (1991-2006)	7,405
Discount 10% allowance for the non-implementation of planning permissions and housing allocations	- 395
Anticipated Provision (1991-2006)	7,010

Note: All numbers rounded to the nearest 5 units.

3.12 Completions and building starts since 1991 amount to 1,880 dwellings with outstanding planning permissions at 31 March 1995 for a further 2,590 dwellings. The balance of requirements will be met by windfall sites and new housing allocations. Windfall sites represent the regular flow of acceptable small development proposals and redevelopment schemes within the existing built-up areas of towns and villages and the conversion of buildings for residential use. They cannot be precisely identified in advance but account must be taken of such sites when determining the overall amount of housing land that should be provided in new allocations.

3.13 On the basis of past trends and taking account of policies in the Plan, it is estimated that about 1,185 dwellings will be provided as windfall sites during the remainder of the plan period. Most of this provision will be in the form of infill developments and residential conversions. The balance of requirements to 2006 will be met on allocated sites in the towns and main villages.

3.14 In determining how much land to allocate, account has been taken of the likely non-

implementation of some planning permissions and housing allocations. The Department of the Environment Planning Research Programme document "Housing Land Availability", prepared by Roger Tym and Partners in 1991, suggests that a discount of about 10% should be allowed for the non-implementation of land available for development. Such an allowance takes into consideration the fact that in some cases ownership and marketability are inherently uncertain and therefore it provides a more realistic view of the future housing land supply.

3.15 New housing allocations have been identified which could provide for about 1,750 dwellings giving a theoretical total housing provision of about 7,405 dwellings. However taking account of the 10% allowance for non-implementation of planning permissions and housing allocations, actual housing provision should meet the identified housing requirements.

3.16 PPG3 accepts that sites can be released as an exception to normal policies to secure an adequate supply of affordable housing for local needs in rural areas. Any provision for such affordable housing is regarded as additional to the overall general housing requirements as outlined above.

The Location of Housing Development

Location Strategy

3.17 The distribution of new housing development to different parts of the District and between different settlements has been based on the Planning Strategy outlined in Chapter 2 and an assessment of the characteristics and capacity of each town and village.

3.18 Structure Plan Policy H7 identifies the total provision for development in North Cornwall and emphasises that most new housing should be built within Bodmin, Launceston, Wadebridge and Bude. The distribution of development has regard to a number of factors, including environmental and infrastructure constraints, employment opportunities, travel to work patterns, commitments, past building rates and local housing needs. In accordance with Structure Plan Policy H2 most new development should take place in the towns. In the rural areas, development should be concentrated in those villages which have the services and facilities to meet the criteria of Structure Plan Policy H9.

3.19 The Local Plan Strategy carries forward the policies in the Structure Plan and establishes the following approach to new housing development:

- most new development should be located in the six towns with a particular focus on Bodmin and Launceston;
- outside the towns, development should be directed primarily to the main villages with services and facilities which are not subject to major environmental and infrastructure constraints. Development in these villages will help to consolidate their role as secondary service and employment centres;
- modest development in the form of infilling should be allowed in minor villages to meet local needs and help maintain any facilities;
- genuine affordable housing proposals to assist local people in housing need will be supported in most settlements throughout the District.

3.20 Each settlement within the District has been broadly assessed to determine its capacity to accommodate additional growth during the plan period. The amount of housing development which is appropriate for a settlement is dependent on a number of factors including:

- the size and physical form of a settlement;
- the ability of available infrastructure, services and facilities to support additional growth;
- the capacity to absorb development without detriment to the built and natural environment;
- the amount of growth in recent years including the number of unimplemented permissions; and
- the role of the settlement in relation to the surrounding area.

3.21 The location of all housing allocations is given in the settlement statements in Part 2.

Development in the Towns and Main Villages

POLICY HSG 1:

1. Housing Development will be permitted within the development boundaries of a town or main village where it does not result in the loss of land allocated or protected for other uses.

2. Development boundaries are defined on the Proposals Map Insets for the following settlements:

(a) Towns:
Bodmin, Bude-Stratton, Camelford, Launceston, Padstow, Wadebridge.

(b) Main Villages:
Altarnun/Five Lanes, Blisland, Boscastle, Coads Green, Delabole, Egloskerry, Kilkhampton, Lanivet, Lewannick, Marhamchurch, Nanstallon, North Hill, Petherwin Gate, Polzeath/Trebetherick, Port Isaac, Poughill, Rock/Tredrizzick, St Breward, St Kew Highway, St Issey, St Mabyn, St Merryn/Shop, St Teath, St Tudy, South Petherwin, Stoke Climsland/Venterdon, Tintagel, Tregadillett, Trevone, Warbstow Cross, Week St Mary, Whitstone.

3.22 Policy HSG1 identifies the towns and main villages which in accordance with the principles set out in paragraphs 3.19 and 3.20, will be the focus for most of the housing development during the plan period. The main villages generally fulfil the criteria laid out in Structure Plan Policy H9, and have a geographical location and historic significance which makes them a recognised focus for the immediate and surrounding community. Particular attention has been given to the presence of a primary school within or near to the village. However some of these main villages are located in important landscape areas or have severe infrastructure constraints and therefore do not have as much scope to develop further. There are also some main villages where extensive past growth is still being assimilated and further development should be restricted for the time being.

3.23 Some relatively large settlements that contain a reasonable range of facilities have not been categorised as main villages. These settlements, which are generally in close proximity to larger and more established villages, are not considered to be a recognised focus for the surrounding area in terms of providing services and employment. Many of these settlements are in attractive coastal locations and have grown mainly as a result of the development pressures from seasonal visitors and the retired.

3.24 Development boundaries are drawn around each town and main village in order to regulate and control their growth and prevent the encroachment of development into the countryside. Within these boundaries, development is generally acceptable provided proposals comply with other policies in the Plan. Outside these boundaries, development will only be acceptable for uses which are necessary in the interests of the rural economy, including tourism and genuine affordable housing schemes, or are the subject of specific policies or proposals in the Plan.

3.25 Development boundaries encompass the built -up areas of the six principle towns and all main villages, and all peripheral sites allocated or committed for built development. Only those parts of a settlement where development is likely to be acceptable in principle are included within the development boundary. However, the inclusion of land within a development boundary does not automatically mean that development will be permitted. All development proposals will be subject to other policies throughout the Plan, and integral features that contribute to the character or functioning of a settlement, such as recreational areas, allotments, car parks, school playing fields, and visually important open spaces, will be protected.

3.26 As the development boundary indicates the opportunities for growth within a town or main village, its definition is influenced by a variety of factors, some of which are outlined in paragraph 3.20, including the needs, capacity, setting and character of a settlement. Development boundaries have therefore been drawn more tightly around settlements situated in environmentally sensitive areas or subject to infrastructure constraints.

3.27 Wherever possible, the development boundary has been drawn to follow identifiable physical features. However, in settlements where the opportunities for growth have had to be limited, this approach has not always been

possible and the development boundary bisects plots of land. Development boundaries may be revised at some future date following a review of the Plan.

Specific Land Allocations

3.28 Within the towns and some of the main villages, significant areas of land have been allocated for housing development in Part 2 of the Plan. In identifying these sites, account has been taken of the policies contained in the Structure Plan, particularly Policy H2, as well as more localised factors including the need to retain the environmental quality of the area both within and outside the settlement and to protect the best agricultural land; the location and proximity of shops and other social and community facilities; the need to make the best use of existing utility services; and the adequacy of the highway network.

3.29 This approach means that new development will be closely integrated with the existing form and framework of settlements, conveniently located for the needs of the residents and that the costs and delays in developing a site are minimised. A choice of sites for development has been provided in most towns and in those villages where suitable opportunities exist.

3.30 Where there is a possibility of achieving some form of benefit that will be advantageous to the local community, for example car parking or the provision of a village green, the boundaries around allocated sites may be adjusted to accommodate such uses. These adjustments should not increase the overall amount of land available for housing development.

3.31 Large sites and other sensitive sites need to be carefully and comprehensively developed. The planning requirements relating to individual sites are set out in the policies in Part 2. In some cases, a development brief will be prepared to facilitate the production of satisfactory development proposals. The brief will need to cover any of the following matters as appropriate to the individual site:

- the overall site layout and distribution of dwelling types and sizes;
- the principles which will guide building and layout design;
- a master landscaping plan including the protection and enhancement of important landscape features;
- the provision of formal and informal open space;
- the proposals for securing the long term management of landscaping and open space;
- the protection and incorporation of areas of nature conservation interest;
- traffic calming measures and safe provision for cyclists and pedestrians;
- the community facilities which will be accommodated; and
- the proposals for phasing development and other works.

3.32 On large sites, a range of house types and sizes should be provided appropriate to the characteristics of the site and surrounding area. This will provide a choice for consumers and meet the diverse housing requirements of the population whilst adding variety to the appearance of a scheme. In terms of the density of development, national guidance such as PPG13, promotes economy and efficiency in the use of land and indicates that low-density development (at less than 30 dwellings per hectare net) should be avoided.

3.33 To provide more scope for housing to blend into the environment on some larger sites, the Council has deliberately identified more land than is strictly necessary for the number of houses required. This will ensure sufficient land is made available for the provision of open space, landscaping and other community facilities.

Development in Minor Villages

POLICY HSG 2:

1. Housing development in the form of infilling, conversion or redevelopment of properties on sites within a minor village will be permitted where it does not result in the loss of land protected for other uses.

2. The following settlements are defined as minor villages where this policy will apply: Bangors, Bodieve, Bolventor, Boyton, Bray Shop, Burlawn, Canworthy Water,

Cardinham, Chapel Amble, Constantine Bay, Daws House, Downgate, Grimscott, Hallworthy, Harlyn, Helland, Helstone, Higher Crackington, Jacobstow, Lady Cross, Laneast, Langore, Lawhitton, Lezant, Little Petherick, Longstone, Luckett, Marshgate, Millpool, North Tamerton, Otterham Station, Pendoggett, Penrose, Pipers Pool, Polyphant, Port Gaverne, Porthcothan, Rumford, St Eval, St Minver, Shop (Morwenstow), Sladesbridge, Stibb, Trebullett, Treburley, Tregoodwell, Trekenner, Treknow, Trelights, Treskinnick Cross, Tresmeer, Tresparrett, Treveighan, Trewarmett, Trewint, Treyarnon, Wainhouse Corner, Whitecross, Widemouth Bay, Withiel, Woodford, Yeolmbridge.

3. It is envisaged that development under this policy will allow for only 1 or 2 dwellings on each appropriate site, and only in exceptional circumstances will more than 2 dwellings be permitted.

3.34 Minor villages usually consist of at least 20 dwellings and have a compact form. Most have at least one community facility such as a shop, post office, community hall or pub in accordance with Structure Plan Policy H10. These villages do not have the services or status to support or warrant significant levels of development. However, allowing limited growth will help sustain and support rural community life and in particular aid in maintaining existing services and facilities. Allowing small scale housing development will also help in supporting the local construction industry.

3.35 Providing it can be assimilated into the village without adversely affecting its character or the surrounding countryside, limited development in the form of infilling, conversion or redevelopment will be permitted with the principle aim of serving local needs. For the purposes of this policy, 'infilling' is defined as the filling of a small gap, capable of being developed for only one or two houses, in an otherwise continuously built-up frontage. Only in exceptional circumstances will more than 2 dwellings be permitted. However, not all vacant small plots will be suitable for development as, for example, some open spaces make a valuable contribution to the setting and character of a village.

3.36 Development boundaries have not been drawn around minor villages as it is considered that development can be satisfactorily controlled by applying the criteria expressed in Policy HSG2 and the relevant policies in the Environment and Development Standards chapters.

3.37 Some settlements have been specifically excluded from the list of minor villages because development in the form of infilling would be damaging to the character of the settlement and surrounding area. These settlements usually have a moderately dispersed form and are either located in environmentally sensitive areas or have a special unspoilt character which is worth preserving. Examples of such settlements include Crackington Haven, Trebarwith Strand and St Kew. Development proposals in these settlements will be considered in relation to Policy HSG4.

Intensification of Residential Use

POLICY HSG 3:

The intensification of residential development in existing residential areas in villages within the Areas of Outstanding Natural Beauty, the Heritage Coast and parishes adjoining the coast will only be permitted where it does not materially harm the character of the area.

3.38 Some residential areas, particularly along the coast, are characterised by low density housing where the open character of the surrounding countryside prevails over the built form. The high residential amenity value of these areas means they are subject to strong development pressures. Restricting the sub-division of large garden plots therefore retains the environmental quality of these areas. It also discourages speculative development orientated towards retirement migration and second homes, which can harm the social fabric of a community and undermine the provision of services and facilities. This restrictive approach is applicable to all the main and minor villages within the Areas of Outstanding Natural Beauty and Heritage Coast, together with the following villages which are not covered by these designations but are situated close to the coast: Polzeath/Trebetherick, St Minver, St Minver, Rock/Tredrizzick, Stibb and Widemouth Bay.

Dwellings in the Countryside

POLICY HSG 4:

1. New dwellings in the countryside will only be permitted where they are required for a person working in agriculture and the following criteria are met:

(a) there is a functional need for the intended occupier to live on the holding rather than in a town or village nearby;

(b) there is no appropriate alternative accommodation existing or with planning permission available either on the holding or in the locality;

(c) the dwelling should be of a size commensurate with the established functional requirement of the enterprise and the income generated by the farm business; and

(d) the dwelling should be sited close to the existing farm buildings or other dwellings where practicable.

2. The Council will impose an occupancy condition:

(a) on all dwellings permitted on the basis of a justified need to ensure that the occupation of the dwelling shall be limited to a person solely, or mainly working or last working in the locality in agriculture (including widow or widower of such a person and any resident dependants); and

(b) on any existing dwellings which are clearly associated with the agricultural functioning of the holding and under the control of the applicant where it is demonstrated that a further dwelling is essential.

3. Exceptionally, a dwelling may be permitted in connection with other rural based activities which are both appropriate to, and by necessity undertaken within, the countryside and where there is a functional need for on site accommodation. The proposal should also comply with the other relevant criteria in Clause 1 and will be subject to an occupancy condition.

3.39 To protect the character of the countryside, minimise the costs of providing infrastructure and services and support a sustainable pattern of development, new dwellings will not normally be permitted within the countryside unless there is a strong need based on agriculture. Policy HSG4 has been developed in accordance with the Government advice contained in Annex I of PPG7 which acknowledges that the demands of farming may create the need for an employee to live close to the site of work.

3.40 Very occasionally, a dwelling may also be permitted in connection with a rural business, unrelated to agriculture, particularly with the increasing number of enterprises resulting from efforts to diversify the rural economy. On-site accommodation may be required for operational, security or animal welfare reasons in relation to, for example, equestrian centres, the rearing of game or exotic animals and sawmills.

3.41 To avoid attempts to abuse the concession for allowing dwellings in the countryside, individual applications will be scrutinised thoroughly and referred to the County Land Agent or a similar independent expert to assess the genuineness of the proposal. All proposals must satisfy 'functional tests' , which look at the necessity for the dwelling for operational reasons, and 'financial tests', to show that the enterprise will generate sufficient income to provide a living for the occupant of the dwelling. Proposals to house retired workers will not be acceptable within the terms of Policy HSG4.

3.42 Where a need has been established, existing or proposed accommodation on the holding or in the locality should be utilised if possible. For example, use should be made of existing buildings which are suitable for conversion in accordance with Policy ECN8. However, when a new dwelling is unavoidable, its siting and design should be closely related to existing buildings where practicable and respect the character and natural elements of the surrounding countryside.

3.43 The size of the dwelling should be related to the functional activity it is to support and the financial viability of the farm unit. As a guide, the following size restrictions based on a range of

functions, as suggested by the County Land Agent, are recommended:

- a basic cottage/bungalow up to approximately 110 m^2 will serve the needs of an employed second/third worker or a first dwelling on a small horticultural unit;

- a cottage/bungalow up to approximately 140 m^2 will serve the needs of a one man farm unit or a specialist key worker on an established farm unit or a second/third dwelling for a farming worker/partner;

- a new replacement farmhouse between approximately 185 m^2-280 m^2 will serve as a main dwelling for an established farm business to be occupied by the owner/proprietor/ manager.

3.44 Where an essential need for a dwelling is proven, a condition will be imposed limiting the occupancy of the new dwelling to those employed in the type of business in question. This will avoid abuses and ensure there is a stock of dwellings for the future needs of the rural economy.

3.45 If there are any existing dwellings on the holding not subject to such a restriction, an occupancy condition may also be imposed on these dwellings. This action will be justified where the number of existing dwellings on the holding is an important consideration in assessing the need for additional accommodation. However, dwellings clearly not suited nor associated with the agricultural activities of a holding will not be subject to such a condition.

Removal of Occupancy Conditions

POLICY HSG 5:

1. The removal of an occupancy condition on a dwelling in the countryside will only be permitted where:

(a) it can be demonstrated that there is no longer any functional need for the dwelling on the holding, site or elsewhere in the area, nor likely to be within the foreseeable future; and

(b) a reasonable and sustained attempt has been made to market the property at a price that reflects the occupancy condition.

2. Where there is a case for lifting the original condition in accordance with Clause 1, and where there is evidence of a need for affordable housing in the locality, the original condition will be modified to restrict the occupancy of the dwelling to persons from that locality who are in need of affordable housing. The dwelling should not be larger than 140 m^2 gross floorspace (by external measurement), so that it meets the needs of, and is affordable to, the local community.

3.46 Once an occupancy condition has been imposed it will only be removed if it can be demonstrated that there is no long term need for the dwelling to accommodate persons in agriculture or some other rural based enterprise. Applicants will be required to complete a questionnaire which will be referred to the County Land Agent or a similar independent expert before a planning decision is reached. In addition, applicants must submit evidence to prove the dwelling has been properly marketed for a reasonable period at a price that reflects the occupancy condition. The reasonable period for marketing must take account of both the restricted market for the dwelling and the general state of the economy but should normally be for at least 12 months. This practice will indicate whether there is a need within the wider local area for such a dwelling. Although a dwelling may no longer be required on the particular farm, the restructuring of holdings elsewhere in the locality may lead to a demand for additional agricultural dwellings.

3.47 As an alternative to lifting the condition, the Council may make it less restrictive by limiting occupancy of the dwelling to people from the local community. This modification will help ensure there is a stock of affordable housing to meet the local community's needs. There is generally a shortage of affordable housing in rural areas and there will be additional needs arising from rural diversification schemes. The policy also safeguards the principles of the settlement strategy by restricting the availability of dwellings in the countryside to people more likely to work in the rural areas and avoids attempts to abuse the concession for allowing agricultural dwellings. The Council will only consider modifying the original condition where there is evidence of housing need in the locality, and the dwelling is

not greater than 140 m^2 in gross floor area (by external measurement) which, together with the occupancy restriction, will make the dwelling affordable to the local community. The modified condition will only be lifted if the property has generated no interest or remains unsold after it has been marketed for a period of at least 12 months at a price reflecting its occupancy restriction.

3.48 In order to ensure that the dwelling would meet the community's need for affordable housing the most effective mechanism is for it to be sold, let or licensed to a Registered Social Landlord (RSL) who would then offer it to appropriate tenants on the social housing register. If this is not possible, then access to the dwelling should be open to all households in the categories of need within the locality as defined in paragraph 3.68.

New Enterprises and Temporary Caravans

POLICY HSG 6:

1. Proposals for the siting of a caravan or mobile home in the countryside on a temporary basis will be permitted where it can be demonstrated that a genuine need for accommodation exists in association with an agricultural or other rural based enterprise which has a functional need for on-site accommodation but there is uncertainty about the long-term financial viability of the business.

2. If a case for a permanent dwelling cannot be made after three years, the renewal of the temporary planning permission will not be permitted.

3.49 Policy HSG6 is concerned with applications for accommodation in connection with new or not yet fully established rural enterprises. Only in the exceptional circumstances where there is very clear evidence that a business will become viable within one year and there is a functional need for a dwelling in accordance with Policy HSG4, will planning permission be granted for a permanent dwelling. However, in cases where an enterprise has a good chance of becoming viable, temporary planning permission may be granted for a residential caravan or mobile home. As a viable unit can generally be established within three years, successive extensions to a temporary permission beyond this period will not be granted. As it is expected that temporary accommodation will be translated into a permanent dwelling once viability has been established, temporary permissions will not be granted in locations where permission would normally be refused for a permanent dwelling.

Relocation of Farmsteads

POLICY HSG 7:

1. The relocation of farmsteads in or on the edge of towns, villages and other housing settlements will only be permitted where:

(a) the relocation is essential for operational or environmental health reasons or to comply with animal welfare legislation; and

(b) a satisfactory scheme is submitted for the use of the original farmstead.

2. The Council will seek a planning obligation to:

(a) ensure that the construction of the new farmstead is substantially commenced before the change of use or development of the original farmstead can begin; and

(b) secure the removal of any unsightly buildings, plant, hardstandings and other structures on the original farmstead.

3. The relocation of agricultural workers dwellings associated with the original farmstead will only be permitted where it is no longer feasible to use the original dwellings and the proposal complies with Policy HSG 4.

3.50 Occasionally a farming operation may need to relocate from a traditional farmstead in a village to a location elsewhere on the holding, usually in the open countryside. The relocation may be intended to overcome operational or environmental health problems, or to comply with animal health and welfare legislation, particularly where the farm is close to houses. For example, farming operations create smells resulting from livestock and manure, generate noise from machinery and vehicles, attract insects and vermin and may pollute watercourses from spillage and discharge from silage clamps and

slurry tanks. For the purposes of this policy, the term 'farmstead' means the operational building complex of a farm or agricultural estate and may include a farmhouse or any other dwelling where there is a functional need for on-site accommodation and the original dwelling(s) cannot be practically used.

3.51 Proposals to relocate a farmstead simply as a means to release the existing farmyard for development with no real intention of continuing the farming business will not be allowed. The Council will therefore need to be satisfied that the relocation is necessary before permitting a new development in the countryside and will consult with the County Land Agent or similar independent expert to assess the genuineness of the proposal.

3.52 Most of the buildings in the new farmstead should have been erected before the original farmstead is redeveloped. The Council may also require the removal of disused plant, silos, concrete hardstandings and any other modern structures in conjunction with the development of the new farmstead.

3.53 The redevelopment of the original farmstead may be necessary to fund the establishment of the new farmstead. Where the original farmstead is within the development boundary of a settlement then residential development will be acceptable in principle. Outside the development boundaries, development opportunities will be limited and considered in relation to the other policies in the Plan. However there may be opportunities for the conversion of farm buildings particularly for employment purposes in accordance with Policy ECN8.

3.54 Proposals for an agricultural dwelling on the new farmstead will need to comply with the criteria in Policy HSG4. The use of the original farmhouse will be an important consideration and should always be pursued in preference to the construction of a new dwelling in the countryside.

Replacement Dwellings in the Countryside

POLICY HSG 8:

1. The replacement of existing dwellings in the countryside will only be permitted on a one for one basis where:

(a) the residential use has not been abandoned;

(b) the original dwelling is not a residential caravan, mobile home or chalet;

(c) the replacement dwelling is sited within the curtilage of the original dwelling;

(d) the size and design of the replacement dwelling is in keeping with its surroundings and there is no increased visual impact on the countryside; and

(e) in the case of buildings of traditional design, it can be demonstrated that the dwelling cannot be retained through renovation or improvement.

2. The Council will impose a condition or seek a planning obligation requiring the original building to be demolished and the site cleared within a specific period.

3.55 Proposals to replace a dwelling in the countryside may be made where, for example, the dwelling is structurally unsafe or lacks basic amenities and is not suitable for improvement or alteration, either because it is uneconomic to do so or because the building is unsightly. The new dwelling should normally be built on or close to the original foundations unless there is a less visually intrusive or more suitable position elsewhere within the curtilage of the original building. Where the replacement dwelling is to be built on a different site, the original building, including its foundations, must be removed before the new dwelling is occupied to minimise the visual impact on the countryside.

3.56 Proposals to replace an obviously abandoned dwelling will not be permitted. Abandonment will be assessed against a number of factors including the physical condition of the building , the length of time the building has not been lived in and whether or not the building has been put to an alternative use. The Council will not permit ruins or derelict buildings to be used as a pretext for new dwellings in the countryside.

3.57 As residential caravans and mobile homes are essentially temporary forms of accommodation capable of being moved, and the land restored to agricultural or other former use, their replacement with a permanent building will not be permitted in the countryside. Similarly, proposals to replace chalets which are used for

holiday purposes or occupied seasonally will not be permitted, as they have not been used as permanent residential homes.

3.58 Particular care will be exercised to ensure that the size and design of a replacement dwelling is compatible with its surroundings and there is no increased visual impact on the countryside.

Affordable Housing

Introduction

3.59 Government advice in PPG3 acknowledges, for the first time, that the housing needs of local people cannot always be met through the existing housing stock and new housing provided in accordance with traditional planning policies. It particularly recognises the problems of achieving an adequate supply of affordable housing in rural areas. Consequently, PPG3 makes it clear that the planning system can assist the provision of homes for lower income groups. The Council can negotiate with developers for an element of affordable housing on sites allocated for residential development and other appropriate sites within development boundaries (On-plan sites). Affordable housing can also be provided in rural areas by releasing land that would not otherwise be permitted for housing on 'exception' sites. The affordability of the housing is achieved by operating planning policies which have the effect of reducing land values.

3.60 As the Council has become increasingly constrained financially from building houses, it has developed an enabling role in partnership with others, notably the Housing Corporation and Registered Social Landlords (RSL). This approach is detailed within the Council's Housing Strategy and is reflected in the close co-ordination between the planning and housing functions of the Council in the development of affordable housing policies.

3.61 A snapshot of the housing problems can be provided by considering the current Council Housing Waiting List and the supply of affordable housing. The Waiting List in April 1998 recorded 1,473 applicants requiring housing of which 1,074 were considered to be in housing need and 78% had incomes of £8,000 or less. In April 1998 the Council housing stock numbered 3,845 dwellings with a further 831 properties owned by housing associations. The annual number of relets becoming available to meet this level of needs is around 200. Homelessness continues to increase with 181 applications accepted in 1997/98 representing an increase of 46% since 1992/93. The gulf between the numbers in housing need and the capacity to provide social housing is getting larger year by year.

3.62 In addition to the figures supplied by the Housing Waiting List, the Council estimated a deficiency in the household/dwelling balance of about 1,200 dwellings for 1998 based on projections from the 1991 Census data. During 1993/94 the Council conducted a Stock Condition Survey in the private sector, the results of which served to confirm the shortage of properties and identified an estimated 728 concealed households.

3.63 The housing problems summarised in the preceding paragraphs have existed over many years and are deeply entrenched because they reflect the long established mismatch between local wage levels and high unemployment on the one hand and relatively high house prices on the other. It is realistic to expect these problems to continue during the plan period and the position will be closely monitored through the Council's annually updated assessment of housing needs contained in its Housing Strategy.

3.64 On the basis of past trends and the anticipated continuation of similar levels of housing needs into the future, the Council's Housing Strategy states that a minimum of 115 affordable dwellings are needed each year to keep pace with the District's housing problems. Most of these houses should be for renting. To help meet this requirement, at least 1600 dwellings of the total planned provision in the period 1991-2006 should be affordable housing for local people. It is expected that this target will be met through negotiations on 'on plan' sites with any additional affordable housing required being achieved through rural exception schemes. The Council propose to establish a database to assess housing needs for each of the settlements and parishes throughout the District. This information will be regularly updated and will be used to monitor the level of housing need throughout the District during the Plan period, and in negotiations with developers to secure an element of affordable housing on sites allocated for residential development.

3.65 Affordable housing is considered to be housing which is available for rent or sale at a price level below the going market rate and which

is related to the ability to pay by those in local housing need.

3.66 An affordable house in the context of North Cornwall is defined as follows:

- in respect of housing for rent, the rent should not exceed 25% of the weekly average wage for Cornwall;

- in respect of housing for sale, the maximum price should not exceed that which can be purchased with a 95% mortgage equivalent to 2.5 times the average annual wage for Cornwall.

These figures are calculated on the gross full-time earnings for males and females on adult and non-manual adult rates as recorded in the New Earning Survey published by the Office for National Statistics.

3.67 The above guidelines represent the maximum affordability levels which the Council considers reasonable, taking account of house prices and rents and average wages in the District, and the practical requirements of developers and lending institutions. A scheme which offers a simple percentage discount on market values will not be acceptable.

3.68 To be considered as having a local housing need the household must have an income that is too low to buy in the open market and for whom there is insufficient suitable rented accommodation and will usually fall into one of the following categories:

- people in need of separate accommodation, or where their existing accommodation is short term, eg newly married couples, persons leaving tied accommodation on retirement, persons separating or divorced who have been ordinarily resident in the locality for the last year or for a continuous period of five years at some time in the past;

- people currently living in accommodation that is either substandard or unsuited to their circumstances because of, for example, age, handicap or medical condition and who have been ordinarily resident in the locality for the last year or for a continuous period of five years at some time in the past;

- people employed in the local area who need to live closer to their employment or the local community;

- people who have moved away but have a strong local connection with the locality by reason of birth or family connections;

- people offered a job in the locality but who cannot take it due to the lack of affordable housing.

In this context, locality normally means the parish within which the development will take place and the adjoining parishes.

3.69 Set out below are the policies which will facilitate the provision of affordable housing. More detailed information concerning the implementation of these policies will be contained in supplementary planning guidance.

'On Plan' Sites

POLICY HSG 9:

The Council will negotiate for an element of affordable housing on sites which are proposed for housing development at an appropriate scale in order to meet its affordable housing target. Whether affordable housing will be sought, and the number and type of dwellings negotiated in each case will depend on:

(a) the housing needs identified;

(b) the alternative provision available or planned in the settlement; and

(c) the size and character of the site its locality.

The Council will seek secure arrangements to ensure that the benefit of affordable housing will be enjoyed by subsequent as well as initial occupiers.

3.70 The Council will be prepared to negotiate for an element of affordable housing on any suitable residential land where a local housing need for affordable housing is known to exist. This includes sites which are specifically allocated in the Plan for housing in Bodmin, Bude, Launceston and Wadebridge of 1 ha or more or on which there are proposals to build 25 or more dwellings; and sites which are specifically allocated in the Plan for housing in Camelford, Padstow, and all main villages of 0.5 ha or more or on which there are proposals to build 15 or

more dwellings. It also includes sites of at least 0.5 ha in size which arise unexpectedly but which are acceptable for residential development under normal planning policies, and land requiring renewal of planning permission which meets the aforementioned criteria. Whether or not the Council will negotiate for an element of affordable housing will be based on three main considerations:

- the level and nature of housing need within a particular area based on research by the Council's Housing Department some of which is detailed within its Housing Strategy and Housing Investment Programme;

- the size and character of the site and its surrounding; and

- the opportunities for meeting local housing needs on other sites within the locality.

The settlement statements in Part 2 of the Plan identify those housing allocations where a proportion of the site is considered suitable for affordable housing.

3.71 The precise amount of affordable housing to be provided in each case, including the type and tenure of the dwellings, will be determined by negotiations based on the above considerations during the processing of the planning application for the relevant development. Failure to provide an appropriate element of affordable housing within a scheme where required by a policy in the Plan will be a material consideration that will be taken into account in the determination of the application.

3.72 The element of affordable housing within a residential scheme can be provided in any of the following ways:

- the developer can provide completed housing units to a registered housing association or similar body;

- the developer can provide a serviced site within the scheme for a registered housing association or similar body to build on later;

- the developer may dispose of a serviced site to the Council at a price reflecting its proposed use, who will then be responsible for making the land available for an affordable housing scheme;

- the developer can provide a proportion of smaller houses to increase supply at a rent or price below the market rate.

'Exception' Sites

3.73 Affordable housing in rural areas can often only be achieved by permitting development on sites that would not normally receive planning permission. Most of these 'exceptions' will be in the form of group schemes, although permitting the occasional single dwelling extends this policy to cover specific cases of need which generally arise in smaller settlements. Either way the exceptional nature of such cases means that there must be very careful control to ensure that applications are handled in a fair and consistent manner and only bona fide proposals are approved. To achieve this, schemes must comply with the following requirements:

- there must be clear evidence that the development will meet local housing needs;

- the application must be for affordable dwellings;

- the proposed site is within or adjoining an existing settlement and meets the policy criteria;

- the future occupation of the dwelling is controlled so that it always remains available to local people in housing need.

3.74 A good standard of design, layout and landscaping will be expected as most exception schemes will be located on sensitive sites which are unacceptable under normal planning policies.

Group Schemes

POLICY HSG 10:

As an exception to the normal planning policies applying to settlements and protecting the countryside, proposals for small scale schemes to meet the local community's need for affordable housing will be permitted where:

(a) the site is within or immediately adjoining the settlements of camelford or padstow or a main or minor village identified in policies hsg 1 and hsg 2;

(b) there is a genuine local housing need in the settlement or parish which cannot be met in any other way;

(c) the number, type, tenure and size of dwellings proposed will meet the housing needs identified; and

(d) the dwellings are subject to secure arrangements to ensure that the initial and subsequent occupancy is restricted to members of the local community in housing need.

Proposals for more than 10 dwellings or which would result in more than one scheme in a settlement will only be permitted within or immediately adjoining the settlements of Camelford or Padstow, or a main village identified in Policy HSG1.

3.75 Group schemes will be allowed in settlements with a population of up to 3,000 that have a basic level of services to help maintain their social balance and age structure, which in turn may prevent the loss of facilities such as schools, shops and public transport. These facilities are particularly relevant as much of this housing will be for young people. Settlements of less than 3,000 are considered to be rural in nature and include the towns of Camelford and Padstow. Although PPG3 implies that exception schemes should be confined to villages, it is contended that these relatively small towns would be classified as large villages in more densely populated areas. Moreover, settlements of this size do not have significant housing allocations and therefore the scope to negotiate for affordable housing is severely limited. This population threshold is based on the restriction of the right of a lessee to 'staircase' to full ownership in a shared ownership housing scheme in settlements of less than 3000 people.

3.76 The scale of the scheme will depend on the size and character of the settlement, the site conditions and the need within a particular locality for such housing. It is expected that schemes will generally comprise around 6 to 10 houses. Proposals for more than 10 dwellings or which would result in more than one scheme in a settlement will only be permitted within or immediately adjoining the settlements of Camelford or Padstow or a main village.

3.77 Schemes must be located within or adjoining the settlement providing environmental consider- ations are not prejudiced. Special attention will be given to the following criteria:

- the relationship to the existing form, scale and character of the settlement;
- whether the proposed development consists of, or is likely to lead to, ribbon development on the edge of the settlement; and
- any detrimental effect on the landscape and surrounding countryside, particularly in an Area of Outstanding Natural Beauty and the Heritage Coast.

3.78 Before planning permission is granted, applicants will need to convince the Council that there is a genuine need for affordable housing in a particular locality by undertaking a detailed household survey. The survey must identify the local people who are in housing need and those who expect to have a housing need in the near future. It must also define what their needs are. The survey should demonstrate that the proposal is the most effective scheme to meet the needs of the target groups identified in terms of the number and size of units and form of tenure. A survey that identifies a group of people simply to fill a scheme that has already been conceived and designed will not be acceptable. Positive factual results rather than general opinions must therefore be sought.

3.79 Where the Council's Housing Waiting List demonstrates a clear need in a locality and an appropriate scheme is being put forward by a registered housing association, a housing needs survey will not be required.

3.80 Where a landowner or developer carries out the survey it should be organised in association with the Parish Council. In addition consultation with the Director of Housing and Environmental Services should be carried out at an early stage. The result of this survey will need to be approved by the Director of Housing and Environmental Services prior to any scheme receiving planning permission. This will ensure that only genuine affordable housing schemes are permitted and that the target groups identified are compatible with the Council's definition of local housing need.

3.81 Guidance on how to set up a survey is provided by the Cornwall Rural Community Council in the form of a guidance booklet entitled 'Village Housing Surveys'.

Controlling Occupancy

3.82 All affordable housing schemes will be subject to secure arrangements to ensure they are occupied by local people in housing need both initially and in the future. Such controls are essential to ensure schemes meet the long term housing needs of local people and in particular to avoid schemes which abuse the Council's 'exceptions' policies.

3.83 The involvement of a registered housing association or similar organisation such as a Parish Council or Village Trust will be the most effective means of ensuring that the houses provided are used in the intended way both initially and in the future. Any on-plan sites which are to be developed by a housing association will not be subject to the restrictions outlined in paragraph 3.68 above. Group schemes on 'exception' sites are only likely to be acceptable where they are managed by such an organisation. Without this involvement, other affordable housing schemes, including single dwellings, will normally be subject to either a planning obligation or a condition restricting initial and subsequent occupancy to local people in housing need. This will ensure local people have the first opportunity to occupy or purchase a property when it becomes vacant or comes onto the housing market. It also has the effect of depressing the value of the property so its remains affordable for local people.

3.84 With regard to properties for sale, there will be a clause within the legal agreement which states that the property will be available to local persons from a wider catchment area if the property is not sold within a reasonable period (usually 6 months). This gives a degree of flexibility to the owner of the property and satisfies the requirements of the lending institutions. However, documented evidence must be given to the Council to prove the property has been adequately and genuinely marketed in the local area for a period of 6 months before the property can be advertised for sale in a wider market. The legal agreement will also include a clause to provide flexibility should the property fall into repossession following default with the mortgage repayments. This mechanism will only apply to cases where the dwelling is mortgaged by a building society or clearing bank.

3.85 Permitted development rights may be removed on affordable housing schemes to ensure that individual houses are not extended in such a manner as to add value to the property and therefore undermine their suitability to meet a local need.

Specific Types of Housing Development

Housing for People with Special Needs

3.86 The Council welcomes housing initiatives which promote independence, care and integration into the community of the elderly and people with special needs including those with learning difficulties, drug/alcohol abuse problems, vulnerable women, ex-offenders and people with mental or physical impairments. The continued growth of the elderly population together with the expansion of community care initiatives means that housing for people who need extra support or care will be more prevalent. Whilst the provision of accommodation for these groups may be met through the conversion or adaption of existing dwellings, this may not always be practical. Positive encouragement will therefore be given to residential schemes specifically designed for people with special needs. However, it is important that these proposals are closely related to the availability of medical, psychiatric and social services in accordance with Structure Plan Policy H14 which sets out the general location criteria for community care and sheltered housing schemes. In accordance with this Policy, special needs housing schemes should normally be located within the built up area of towns and villages.

3.87 The location and design of special needs accommodation requires careful consideration to ensure proposals respect the character of the area and the amenities of adjoining properties. On site parking and outside amenity space standards may be relaxed in, for example, sheltered housing schemes for the elderly in view of the needs of the occupants. Such schemes should be retained for use by the elderly through a planning obligation. Applications for special needs housing schemes will be assessed in relation to the relevant policies in the Development Standards Chapter.

3.88 The general layout and internal space standards of special needs housing schemes should minimise any difficulties caused by limited mobility and incorporate communal facilities. As a consequence of the time spent indoors by, for example, the elderly or mobility impaired, such units should be designed to maximise daylight, sunlight and outlook on areas of interest.

3.89 Consultations will be undertaken with the Director of Housing and Environmental Services,

the County Council Social Services Department and the Special Needs Accommodation Panel to ensure schemes provide a genuinely caring environment and, where appropriate, are able to cope with increased frailty or disability. Proposals for sheltered housing should take account of the guidelines set out in 'Sheltered Housing for Sale, An Advice Note' (HBF 1988). Similarly, proposals for residential and nursing homes should follow the advice in 'Home Life' (Department of Social Services, 1984).

The Sub-Division of Large Properties

3.90 The sub-division of large properties into self contained flats is a way of providing relatively cheap units of accommodation for smaller households, particularly for rent. However, the benefits of maximising the use of the housing stock must be set against the need to safeguard the residential amenity of neighbouring properties and the area generally. Proposals will therefore be considered in relation to the policies contained in the development standards chapter, particularly Policies DVS1 and DVS3.

3.91 As the conversion of large properties into flats tend to be concentrated in the older parts of a town, the cumulative impacts of individual schemes will be an important consideration. For example, intensifying the residential use of a property may add to existing car parking problems or result in other undesirable environmental effects such as the hard surfacing of gardens, a proliferation of refuse storage areas and the provision of external staircases.

3.92 It is important that a satisfactory standard of accommodation is provided without the need for significant external alterations of the building. The Director of Housing and Environmental Services will therefore be consulted to ensure such matters as internal space standards, adequate cooking and sanitary facilities and fire regulations comply with the requirements adopted by the Council and as laid out in the Housing and Public Health Acts. Developers should also have regard to the provisions of Building Regulations in the preparation of detailed conversion plans.

3.93 When considering proposals for extensions, the character of the property and the affect upon the amenities of the surrounding area will be taken into account. Small single storey extensions designed to improve otherwise sub standard facilities (eg by making a kitchen larger), are most likely to be acceptable.

Residential Caravans and Mobile Homes

3.94 Mobile homes and caravans used for residential purposes have a similar environmental impact and require the same infrastructure and services as permanent housing. Policies relating to permanent housing therefore apply to mobile homes and residential caravans and in accordance with Structure Plan Policy H12 such developments will not normally be permitted outside settlements as defined in Policies HSG1 and HSG2.

Gypsies

3.95 Recent legislation and a Court of Appeal decision has clarified the definition of gypsies and altered the responsibilities of local authorities. Following the Criminal Justice and Public Order Act 1994, gypsies means 'persons of nomadic habit of life, whatever their race or origin ...' The Court of Appeal in June 1994 held that gypsies are 'persons who wandered or travelled for the purpose of making or seeking their livelihood, and did not include persons who moved from place to place without any connection between their movement and their means of livelihood'. The 1994 Act also repealed the duty of local authorities to provide and manage gypsy sites.

POLICY HSG 12:

1. Sites for gypsies will only be permitted where there is a proven need and the following criteria are met:

(a) main services are readily and economically available;

(b) access to sites should not be through existing housing areas;

(c) in the case of permanent sites, they are within reasonable distance (defined as three miles) of schools, shops and other community facilities, and places of work;

(d) in the case of transit sites, they are located reasonably close to or easily accessible from a primary or county route; and

(e) the use of the site would not cause significant adverse effects to neighbouring businesses, agricultural activities or settlements.

2. sites will not be permitted in the area of outstanding natural beauty and heritage coast unless the development will have no adverse impact on the environment due to the characteristics of the site.

3.96 Cornwall County Council have recommended that one transit site for those requiring a temporary pitch and one permanent residential site for settled gypsies should be provided in each of the Districts within the County. There are currently no authorised sites within North Cornwall. The Council will therefore consider applications for gypsy sites in the light of the County Council's recommendations. However, when assessing specific proposals, the District Council will wish to be satisfied that there is an established need in the locality based on the six monthly counts of gypsies which are collected and published by the Department of the Environment, Transport and the Regions.

3.97 The special circumstances relating to the gypsy community means specific locational criteria are required to assist the selection of appropriate sites. Sites for gypsies, particularly transit sites, should be located reasonably close to or easily accessible from a major traffic route to avoid congesting local road networks. Drainage, water and electricity supplies should be readily and economically available. In addition permanent sites should be within 3 miles of a town or main village so as to allow children to attend school regularly, to give access to shopping, health and other community services and facilities and to allow travellers to follow their normal trade or employment. Sites will not be permitted where they harm the residential amenities of local people because of noise and other disturbances to neighbours from the movement of vehicles to and from the site and as a result of on site business activities. They should also not disrupt or conflict with the functioning of local businesses particularly agriculture.

3.98 As gypsy sites can have a visually damaging affect on the countryside, it would normally be inappropriate to locate sites within nationally designated landscapes and other environmentally sensitive areas. In order to minimise their visual impact, all sites should also be screened by land contours and/or existing trees and hedges, or be capable of being screened in a manner which is compatible with the surrounding landscape. Sites should also have strong physical boundaries otherwise activities from the site, particularly on-site business activities, may spill over into adjoining open land.

Implementation and Monitoring

3.99 The policies set out in this chapter will be implemented through the development control function of the District Council and will be reflected in the Council's decision on individual planning applications. This will guide housing to locations where it supports and reinforces the local economy, services and facilities and reduces the need to travel, and to sites which are responsive to market demands, whilst minimising the impact on the natural and built environment.

3.100 By providing clear planning guidance and through negotiating with developers, the Council will encourage the provision of affordable housing for local people.

3.101 The availability and take up of housing land will be monitored annually to ensure there is an adequate and continuous supply of land for housing. Careful attention will be paid to the amount of windfall sites that come forward as these are difficult to predict.

Statistical Information

3.102 To facilitate the monitoring of these policies and ensure the objectives are achieved, the Council will collect a range of statistical information:

- the number of dwellings granted planning permission, under construction and completed per annum;
- the number of residential conversions granted planning permission, under construction and completed per annum;
- the residential density of all sites granted planning permission per annum;
- a breakdown of the number of dwellings granted planning permission within the towns, main villages, minor villages and rural areas per annum;
- the number of dwellings granted planning permission on allocated and windfall sites per annum; and
- the number and type of affordable houses granted planning permission, under construction and completed per annum on 'on-plan' and 'exceptions' sites.

4. THE ECONOMY

Introduction

4.1 This chapter is concerned with the planning issues relating to economic development including tourism and sets out the Council's general approach and policies for:

- the amount of employment land required during the plan period;
- the distribution of employment generating activities throughout the District;
- the planning issues relating directly to agriculture and the wider rural economy;
- particular types of employment development; and
- tourism and related developments including attractions and visitor accommodation.

4.2 The policies in this chapter provide specific guidance on economic development but do not repeat, and therefore duplicate, other general policies notably in the Environment and Development Standards chapters. For example, all developments need to fit in well with their surroundings (having regard to siting, scale, design, materials and landscaping) and be in harmony with the local environment (taking account of noise, traffic and other potential disturbance to amenities) and these issues are addressed by the Development Standards policies.

4.3 Any proposal for economic development will be assessed in relation to the relevant policies in:

- the Structure Plan;
- this chapter;
- other chapters in Part 1, particularly the Environment and Development Standards;
- the settlement statement in Part 2 where applicable;

and other material considerations.

Strategic Context

4.4 National planning policy guidance relating to industry and tourism is contained primarily in PPG4, 'Industrial and Commercial Development and Small Firms', PPG7, 'The Countryside - Environmental Quality and Economic and Social Development' and PPG21, 'Tourism'.

4.5 PPG4 states that plans should ensure there is sufficient employment land available which is readily capable of development and well served by infrastructure. Provision of a variety of sites will help to meet differing needs and stimulate competition between developers. Plans should encourage new development in locations which minimise the need to travel, particularly by motor vehicle. This point is strongly reinforced in PPG13, 'Transport'.

4.6 PPG7 stresses the vital role of small scale enterprises in promoting a healthy rural economy. Sensitive small scale development can be accommodated in and around many settlements and the re-use of existing agricultural and other rural buildings can play an important part in supporting the rural economy.

4.7 PPG21 seeks to encourage the growth of tourism in response to the market whilst respecting the environment which attracts visitors but also has far wider and enduring value. The needs of tourism have to be managed in ways that protect and enhance the natural and built heritage.

4.8 The Cornwall Structure Plan sets out the overall amount and distribution of employment land across the county. The general approach is to enable economic development to occur in a manner which safeguards the most important aspects of the environment. The emphasis in rural areas is on small scale development and the adaptation of existing buildings for business use. With regard to tourism, the Structure Plan seeks to minimise the environmental impact of tourism development, protect key tourism assets including natural features and improve the quality of existing accommodation.

Local Plan Objectives

4.9 The main role of the Local Plan in relation to the economy is to determine where employment generating activities should take place, what development proposals will be encouraged or discouraged and the detailed considerations which will be applied in the assessment of planning applications.

4.10 The policies in this chapter have been developed to achieve the following objectives:

- to ensure that sufficient land is available in appropriate locations to meet the employment needs of the District's population through the plan period;
- to encourage new development in locations which reduce growth in the length and number of trips, especially by motor vehicle;
- to create an effective distribution of industry and employment sites which are relatively free of development constraints, make the best use of existing infrastructure and resources and minimise the impact on the environment;
- to make sure that a range of sites are available for industries and businesses of varying size and type;
- to encourage appropriate employment development in rural areas to diversify the rural economy;
- to provide for the legitimate development needs of agricultural enterprises and support on-farm agricultural diversification;
- to support the expansion and development of existing businesses where this is compatible with other planning considerations;
- to encourage the development and improvement of tourist facilities and accommodation whilst conserving the environment which is the major attraction for tourism and protecting the interests of local communities.

4.11 The Local Plan objectives and policies are designed to complement and reinforce the Council's Economic Development Strategy and tourism promotion activities. The Council plays a very positive role in economic development, particularly through the provision of sites and buildings, the development of tourism facilities and the marketing initiatives of North Cornwall Tourism.

The Amount of Employment Land

4.12 The Structure Plan forecasts that about 6,250 jobs will be required for the period 1991-2011 to meet the growth in the economically active population and to reduce levels of unemployment within North Cornwall. Most of these jobs will be provided by the service sector although manufacturing will remain important. Structure Plan policy E1 states that provision should be made for about 70 hectares of employment land within the district based on the number of jobs likely to require an estate location. This level of provision gives an implied annual employment land requirement of 3.5 hectares which for the 15 year period of the Local Plan (1991-2006) gives a total provision of about 52.5 hectares. This required provision will be met through a mixture of developments already completed, commitments and new employment land allocations. The position is summarised in Table 4.

TABLE 4: EMPLOYMENT LAND PROVISION AND SUPPLY 1991-2006

Required Provision	Ha
Structure Plan Provision (1991-2006)	52.5
Supply	
Employment land developed (1991-1995)	6.1
Employment land being developed (at 31.3.95)	1.2
Outstanding planning permissions (at 31.3.95)	30.7
Other undeveloped land within industrial estates	9.2
Employment land allocations in Local Plan	20.4
Total Provision (1991-2006)	67.6
Business Park allocations in Local Plan	13.9

4.13 Land developed or under-construction since 1991 amounts to 7.3 hectares with a further 30.7 hectares of serviced and unserviced land having planning permission at 31 March 1995. There was also 9.2 hectares of undeveloped land within existing industrial estates. New employment land allocations amounting to 20.4 hectares have been identified giving a theoretical total supply of 67.6 hectares. This total is over the required provision due to the uncertainties in predicting the need for employment land and the possibility of non-implementation of some available land.

4.14 In addition to the allocated employment land, provision has been made in the Plan for business park developments at Bodmin and Launceston amounting to 13.9 hectares. These sites will only be released for businesses seeking

more attractive locations away from conventional employment estates. The allocations have been made to take advantage of the strategic positions of Bodmin and Launceston on the A30. However the demand for such sites cannot be predicted with any confidence and so it is possible the allocations will not be taken up during the plan period.

The Location of Employment Land

Location Strategy

4.15 The Local Plan Strategy carries forward the policies in the Structure Plan and establishes the following approach to the provision of employment land:

- most new development should be located in the six towns with a particular focus on Bodmin and Launceston;
- outside the towns there should be opportunities for small scale developments within or close to villages;
- the diversification of the rural economy should be supported wherever there is no significant detrimental impact on the environment.

Positive provision for employment in the rural areas at an appropriate scale is quite consistent with the principles of sustainable development as it helps to off-set the loss of jobs in traditional industries and reduce commuting to the towns.

4.16 Specific allocations of employment land have only been made in the towns where the larger-scale development will take place. Outside the towns, policies set out criteria for employment development to allow greater flexibility to respond to the opportunities and sites which come forward. The location of all employment land allocations is given in the settlement statements in Part 2.

Employment Development in Towns

POLICY ECN1:

Proposals for employment development in Use Classes B1, B2 and B8 will be permitted on existing and allocated employment land and on other sites within the development boundaries of towns where they will not result in the loss of land allocated or protected for other uses.

4.17 Most employment development will be concentrated in the towns where significant areas of land have been allocated for such uses. In identifying these sites account has been taken of the need to retain the environmental quality of the natural and built environment; the protection of residential amenities and the availability of good access to the main highway network.

4.18 It is anticipated that on the existing and allocated employment sites, new employment uses will be permitted provided they do not harm the local environment or residential amenities. Polluting forms of industry, or 'bad neighbour' uses, can be particularly offensive in terms of noise and smell and therefore cannot be satisfactorily located within the built up area of towns or on prestige employment sites. Development proposals involving potentially polluting industries, particularly in Use Class B2, will therefore be carefully assessed against Policies ENV11 and DVS3.

4.19 As well as supporting development on existing and allocated sites, Policy ECN1 aims to assist small firms by encouraging the use of sites and premises within the built up area where it will not cause unacceptable disturbance through increased traffic, noise, pollution or other adverse effects. However, where there is a possibility that future intensification of the use may be unacceptably intrusive, employment development on land not specifically allocated will be subject to planning conditions to control the scale and nature of the activities. In some cases the Council may consider the use of temporary planning permission to control development in the interests of adjoining neighbours.

Business Parks

4.20 As well as providing land for conventional industrial development, the Council has identified land for business parks in Bodmin and Launceston to broaden the District's economic base. Further details of these allocations are provided in the settlements statements for Bodmin and Launceston in Part 2 of the Plan under Policies BOD5 and LAU4. Business parks cater for the special needs of higher technology, research and development and office based business establishments. These sites offer a number of advantages including a lower cost of occupancy than a traditional town or city centre location, good access to the primary route network, adequate car parking, flexibility of use and a high quality working environment.

Retention of Existing Employment Land

POLICY ECN2:

Development proposals which would lead to the loss of employment land on an existing employment area or estate within a settlement will only be permitted where the continued industrial or commercial use harms the visual or residential amenities of the locality, or creates traffic problems, or where the size, condition or location of the site no longer adequately provides for the requirements of employment uses.

4.21 It is important to ensure that existing serviced employment sites in towns and villages are not lost to other uses such as housing or retailing, particularly in an area like North Cornwall where the availability of additional sites can be limited for environmental reasons. Protecting the existing employment land resource reduces the need to allocate additional land, retains the considerable investment made in infrastructure to create employment sites and saves firms additional cost in developing new sites.

4.22 This approach conforms with Structure Plan Policy E3 which requires serviced industrial land and buildings to normally be retained in that use. However where an employment site has a documented history of causing problems by reason of poor access, traffic generation or being a 'bad neighbour', the Council will give favourable consideration to redevelopment proposals for an alternative use that ameliorates the problem and improves the environment. Similarly, an alternative use may be permitted where land or premises are no longer appropriate for modern employment activity.

4.23 There may be exceptional circumstances where a retail use could be permitted on employment land. Further details are provided in the Services and Facilities chapter under Policy SAF4.

Business Expansion

POLICY ECN3:

Proposals for the expansion of an established business on land adjoining their existing site will be permitted where the development cannot be satisfactorily accommodated on existing or allocated employment land and the proposed site is not allocated or protected for other uses.

4.24 It is important that established businesses should be able to consolidate, grow and prosper. Some businesses are housed in premises which are no longer adequate for present day needs whilst others need additional space for expansion. It should be possible to accommodate the needs of most businesses in towns on existing or allocated employment land or on other sites within the development boundary. Where this is not feasible, land adjoining an existing site outside the development boundary may be acceptable providing there is no significant environmental, amenity or highway objection. Those firms which have created noise, smell or traffic problems in neighbouring residential areas and who wish to redevelop or expand, will be encouraged to relocate to more suitable premises, particularly on industrial estates.

4.25 Proposals for the expansion of rural businesses will be carefully assessed to ensure the scale of development and operations remains compatible with the character and amenities of the surrounding area. In some cases, the adverse impact of expansion will outweigh the employment benefits and the business would be better relocated on an industrial estate.

Fishing and Maritime Industries

4.26 Fishing is an important part of the local economy in Padstow and to a lesser extent in other settlements such as Port Isaac. Not only does fishing provide year round employment but it contributes greatly to the tourist attraction of these settlements. Unfortunately the industry faces many uncertainties including quotas and a reduction in the number of fishing fleets to maintain fish stocks, fluctuating market prices and a lack of demand for fish in this country.

4.27 Support will be given to proposals that improve the viability of the fishing industry including ice and chilling facilities and fish markets. However it is important that

development does not harm the coast particularly in terms of its landscape and nature conservation value. Proposals relating to the fishing industry will therefore be assessed against Structure Plan Policy MAR5 which supports further developments in areas of established fishing activity provided there is no unacceptable increase in pollution or problems in the provision of essential services. The appropriate policies in the Environment and Development Standards chapters will also be applied.

4.28 The importance of retaining certain waterside locations for marine related businesses is recognised in Structure Plan Policy MAR4. By their very nature such locations are in short supply and are often subject to demands from tourism and recreation uses, as well as general industrial uses. The main examples in North Cornwall are at South Quay in Padstow and Bradford Quay in Wadebridge. In both cases it is considered desirable that preference should be given to maritime activities, including those relating to the fishing industry, which need that specific location. This approach is set out in Policies PAD4 and WAD8 in Part 2 of the Plan.

The Rural Economy

4.29 Agriculture has traditionally underpinned the rural economy in North Cornwall. However the industry has been subject to structural changes that are, to a large extent, beyond local control and have steadily reduced employment opportunities. As a consequence, PPG7 stresses the need to foster the diversification of the rural economy as the primary way of sustaining rural areas in the face of these dramatic changes.

4.30 The following policies allow considerable scope for small businesses and firms to locate in rural locations whilst preventing development on a scale which would result in environmental problems. This approach attempts not only to compensate for the decline in traditional rural employment, but will also discourage car journeys by creating local job opportunities for people in remote rural areas significantly removed from the main employment centres.

Rural Businesses

POLICY ECN4:

Small scale units for employment purposes will be permitted in or close to Camelford or Padstow or a main or minor village where:

(a) the scale of the development is appropriate to the employment needs of the locality and the character and amenity of the surrounding area; and

(b) the siting is well related to existing built development.

4.31 In order to give priority to assisting employment-generating developments, proposals will be supported on appropriate sites both within and close to rural settlements. The latter includes sites outside the development boundaries of main villages and sites at minor villages which would not be acceptable for housing development under Policies HSG1 and HSG2. Suitable sites will normally be adjoining the existing built-up area although a detached site which is satisfactorily related to existing buildings or well screened from public view may also be acceptable. Development which is poorly related to existing built development or damaging to the character or landscape setting of the settlement will not be permitted.

4.32 The scale of development should be related to local employment needs and the size and character of the settlement and its locality. As a guide, workshop units should normally be no greater than 250 square metres in floor area, which is considered adequate to meet the needs of small firms whilst ensuring the impact of new units on the character of these settlements is minimised. Camelford and Padstow are included with main and minor villages in this policy to provide some flexibility for identifying employment sites in these small towns which would be classified as large villages in more densely populated areas. This approach is consistent with the inclusion of Camelford and Padstow in Policy HSG10 concerning affordable housing. Small scale developments are most likely to service the social and economic needs of a rural location as is recognised in the Cornwall & Isles of Scilly Rural Development Programme. There should be no presumption that any subsequent proposals for expansion would be acceptable and proposals involving the use of additional land, for example for open storage, would require

particularly careful consideration. Larger sized units for proposals clearly related to agricultural activities which need a rural location will be acceptable provided that they do not have a significant adverse impact on the local environment.

4.33 New buildings should be designed as inconspicuously as possible to protect the character of these rural areas by, for example, being low in profile with shallow pitched roofs and finished or clad in dark, subdued colours, typically grey, dark green or brown. In addition they should be subject to extensive landscaping such as a wide tree shelter belt.

Agricultural Development and Related Industries

POLICY ECN5:

1. Proposals for agricultural development and related industries in the countryside will be permitted where:

(a) the requirements of the business cannot be satisfactorily accommodated within or close to an established settlement; and

(b) they are sited close to any existing buildings where appropriate and can be satisfactorily assimilated into the surrounding countryside having regard to form, bulk, design, landform and landscaping.

2. Proposals which would lead to a concentration of built development in the countryside which would significantly change the character of the wider landscape will not be permitted unless there is some overriding benefit to the local economy.

4.34 Although boosting food production is no longer a national priority, an efficient and flexible agricultural industry is necessary for a sustainable rural economy. A positive attitude towards proposals for agricultural and related developments is therefore adopted. Whilst many developments associated with agriculture are exempt from planning regulations, some types of development either require planning permission or a determination as to whether the Council's prior approval to certain details is necessary.

4.35 Policy ECN5 recognises that agricultural development and related industries often require specific rural locations. Where possible agricultural related industries should be accommodated on employment sites adjoining built up areas. However, many of these industries, for example abattoirs, creameries and cattle markets, cannot be satisfactorily accommodated on such sites due to their specific requirements and the smell and noise nuisance they create.

4.36 Due to the potential size and scale of operations of agriculturally related industries, the location must be acceptable in terms of environmental and highway criteria. Particular care must also be taken with proposals relating to intensive forms of agricultural production as these can have an appearance similar to large scale industry. Moreover, since production from intensive units can be substantial, traffic generation as well as noise, smell or waste emissions may be significant.

4.37 All new buildings associated with agricultural development should be designed to minimise the impact on the environment of an area. For example, buildings are more easily assimilated into the landscape by the sensitive use of colours and modern materials such as dark coloured profiled metal sheeting, stained timber or cement render on blockwork. Furthermore, they should be subject to thoughtful screening and where possible be sited close to existing buildings, in shallow depressions, or carefully positioned to fit in with landforms. Skyline sites should be avoided. Careful consideration should also be given to the siting of new accesses and farm tracks to help prevent the unnecessary removal of hedgerows and the scarring of hillsides.

4.38 A concentration of built development in the countryside can change the landscape character of an area. To avoid this situation, the cumulative impact of agricultural development and related industries will be considered to ensure there is not a proliferation of built development in the open countryside unless there is some overriding benefit to the local economy. Similarly proposals to expand on existing businesses will not be supported where this would lead to a concentration of built development on a scale which would be damaging to the surrounding countryside. Stringent control will be exercised over the form of development envisaged under Policy ECN5 in Areas of Outstanding Natural Beauty and the Heritage Coast.

Hallworthy

POLICY ECN6:

At Hallworthy, proposals to extend the cattle market and for associated development of agricultural related businesses will be permitted on adjoining land to the north, east and south of the existing market where there is no significant detrimental impact on the amenities of the residential properties in the village.

4.39 Livestock markets have been progressively rationalised over many years and Hallworthy is the only large market remaining in the District. It is very important for the agricultural economy of the area that this market is retained and improved. Further development will be required to meet rising standards and possibly to enable expansion of the market and agricultural related businesses. The market already has a significant impact on the local environment and any developments will be carefully controlled to avoid additional detrimental impact on the amenities of the village.

Farm Diversification

POLICY ECN7:

Proposals for farm diversification schemes will be permitted where:

(a) the proposed enterprise will be compatible with and reinforce the viability of the existing farm business;

(b) existing suitable accommodation is used where possible, thereby reducing the need for new buildings; and

(c) they are sited close to existing buildings and can be satisfactorily assimilated into the surrounding countryside having regard to form, bulk, design, landform and landscaping.

4.40 Diversification enterprises which relate to and improve the viability of farms by providing alternative income opportunities will normally be encouraged. Such on-farm enterprises vary greatly and can include the processing and packaging of farm produce, the provisions of recreation and education facilities for visitors, farmhouse tourist accommodation and ancillary facilities, equestrian enterprises, alternative crops, and craft and light industrial workshops. If a diversification scheme expands so that it is no longer an ancillary activity in connection with a farm, further development proposals will be considered against other relevant economic policies such as ECN4 and 5.

4.41 One of the most common forms of farm diversification in the District is the sale of locally grown produce from roadside sites. These operations provide a useful retail service to both local people and tourists in otherwise isolated areas. However planning consent is only required if a significant amount of imported produce is sold.

4.42 As it is difficult to establish specific policies for every potential diversification scheme, Policy ECN7 contains criteria against which individual proposals will be judged. To be effective, diversification schemes need to be of lasting economic benefit by providing continued employment and a long term source of income to supplement the farming business. Diversification schemes should be well integrated with the existing agricultural operation and not give rise to any conflict with the normal functioning of the farm or estate.

4.43 As new enterprises in the countryside can have an adverse impact on the landscape, strict attention will be paid to the design and location of any new premises. Where possible, existing farm buildings should be used in accordance with Policy ECN8 and new buildings should be well related to established structures within a farm complex if practicable. Stringent control will be exercised over the form of development envisaged under Policy ECN7 in Areas of Outstanding Natural Beauty and the Heritage Coast.

Change of Use and Conversion of Rural Buildings

POLICY ECN8:

1. The change of use or conversion of buildings in the countryside to employment, tourism, sport and recreation uses, agricultural workers dwellings or uses of benefit to the community will be permitted where:

(a) the form, bulk and general design of the building is in keeping with its surroundings;

(b) the building is structurally sound and capable of conversion without the need for major extension, alteration or rebuilding; and

(c) the proposed works to a building of traditional design would not have an adverse impact on the character or appearance of the building or its setting.

2. Proposals for conversion to residential use will only be permitted where they comply with the criteria in Clause 1 and:

(a) the application is supported by a statement of the efforts which have been made to secure suitable business re-use;

(b) the development would not be detrimental to the agricultural operation of a farm or create dwellings which would be adversely affected by farming activities; and

(c) the ancillary residential activity associated with the conversion will not have a damaging effect on the character of the building or the surrounding countryside.

3. In determining proposals to convert a building constructed using agricultural permitted development rights, account will be taken of the extent to which the building has been used for its original purpose.

4.44 Many rural buildings, especially those developed in connection with agriculture, are no longer required or suitable for their original use. As PPG7 points out, the re-use and adaptation of existing rural buildings can help reduce demand for new buildings in the countryside and support the local economy by providing much needed low cost premises to enable businesses to start up and become established. Policy ECN8 echoes this advice by emphasising uses which support the rural economy in preference to residential conversions. This approach is particularly important as it will help vary and widen the economic base of the area to offset the decline in the agricultural industry on which it has historically depended. The utilisation of existing rural buildings for economic uses in preference to residential use will ensure there is a stock of affordable business premises which would not otherwise be available. The conversion of suitable buildings to tourism, sport and recreation or community uses will also be preferred to residential uses as these can contribute to the rural economy or social life.

4.45 To be considered suitable for any conversion, a building should be worth keeping in terms of its condition, appearance and impact on the countryside. There will be some cases where demolition and removal of an unsightly building will be preferable to re-use. All buildings should be physically capable of being converted in terms of their size and structural condition without the need for extensive rebuilding, alteration or extension. As a guideline, a building is unlikely to meet this requirement if 20% or more of its original external wall area requires rebuilding or alteration. However, the replacement of the roof structure without any other structural works would normally be acceptable. Applications will be examined by the Council's Building Control Service to establish the feasibility of conversion without major rebuilding. A structural engineer's report will be requested if there is any doubt about the condition of the building. Applications for the renewal of a permission will be re-examined to see if the building's structural condition has deteriorated. If this is the case, the permission may not be renewed.

4.46 Where extensions are considered suitable they should not normally be larger than those permitted under the General Development Order 1988 and should be sympathetically designed to blend in with the character of the building. The Council may impose conditions restricting any future additions to the building.

4.47 Conversions involving traditional buildings will be examined with particular care as these can damage their fabric and character. For example the proportion and pattern of existing window openings and doors is an important feature of most traditional buildings which should be retained. Similarly new domestic features such as dormers and chimneys should be avoided. Further advice on these and other design matters is contained in the Council's Design Guide which has been adopted as supplementary planning guidance.

4.48 In the past, the main pressure for the conversion of rural buildings has been for residential uses. Residential conversions contribute little to the diversification of the rural economy. Furthermore, permitting the

widespread conversion of isolated agricultural buildings for residential use would be contrary to the principles of sustainability in PPG13 and will undermine the Local Plan Strategy which seeks to direct most development to the towns. Therefore, it is important to test the potential for business uses before considering residential conversions. Suitable business re-uses include those which provide opportunities for the generation of additional employment such as workshops, local crafts and office based activities. It excludes proposals for one or two holiday accommodation units as they contribute little in terms of extra employment especially in a tourism area such as North Cornwall where there is already a substantial supply of accommodation and most is subject to seasonal occupancy. An exception to this is where further conversions are proposed within an existing holiday complex, or where a group of three or more rural buildings could be converted together for holiday accommodation, thus creating a modest rural enterprise.

4.49 Residential use will be most acceptable where it provides accommodation in connection with agriculture or other essential rural activity in accordance with Policy HSG4, or meets an identified local need for affordable housing. The form and design of traditional buildings, which will usually be constructed of stone or cob with a slate roof, make them more suitable for conversion to residential use than buildings of a more modern construction which neither physically resemble nor are built to the same standards as permanent dwellings. However, residential conversions can have a damaging effect on the character of some buildings of special architectural or historic interest by introducing domestic features such as dormers, chimneys, satellite dishes and aerials. In addition, the creation of a residential curtilage and the associated paraphernalia such as fencing, washing lines, sheds and green houses can also damage the character of a building as well as the surrounding countryside. Residential conversions which would damage the character of traditional buildings and the surrounding countryside will not be permitted.

4.50 The proximity to a working farm will also be an important consideration in assessing the suitability of a building for residential use. The residential use should not create conflict with farming activity or lead to an unsatisfactory living environment for future occupiers.

4.51 In order to avoid abuse of the supportive approach towards conversion of rural buildings, it may be appropriate to investigate the history of an agricultural building constructed with the benefit of permitted development rights, to establish whether it was ever used for its intended purposes. This will ensure that such buildings are not constructed with the principle aim of early conversion to another use which would not otherwise be permitted.

4.52 Rural buildings are often used as nests or roosts for bats and owls which are statutorily protected. Any proposal which will harm these species will not be permitted in accordance with Policy ENV7. However the existence of such species in buildings should not prevent their re-use, if dealt with sympathetically.

Other Employment Development Issues

Workplace Crèche Facilities

POLICY ECN9:

Proposals for nursery and crèche facilities will be permitted on existing or allocated employment land and on other appropriate sites within development boundaries.

4.53 The main purpose of encouraging crèche facilities is to provide opportunities for parents to go back to work after they have children. Female activity rates in the District are well below the national average. This represents an under-utilisation of the resources and skills which are available within the working age population and a potential loss of earnings in the local economy.

4.54 There is a lack of crèche facilities generally within the District, but in particular they need to be located close to where people work, and should form an integral part of employment developments.

Working from Home

4.55 Many small businesses are started by people working from their own homes due to the lack of suitable premises available at a reasonable cost. Working from home enables small businesses to start up and grow. With widespread use of home based information technology, this option may become a particularly significant form of employment within rural areas. As PPG4 points out, many of these small businesses will not require planning permission although the issue is a complex one.

4.56 Where home based businesses require planning permission, the Council will encourage such activities both within towns and smaller settlements provided they are in accordance with the Development Standards policies and do not disturb the character or amenities of the area. The Council will not normally support home based businesses which are likely to have detrimental effects on residential areas and the countryside by reason of visual impact, vehicle movements, noise, vibration, special lighting, advertising and activity at unsocial hours. Specific types of activities which may cause a nuisance include motor vehicle repairs and taxi businesses.

4.57 If planning permission is granted for a home based business, it will usually be subject to conditions restricting the number of employees, the hours of operation and the type of activities to protect the amenities of neighbouring residents. Once a business expands to a point where it becomes a threat to the residential amenities of an area, it will be expected to relocate to purpose built premises in a more appropriate location.

Outside Storage

4.58 Industrial operations or businesses often require areas for storage of raw materials, finished products, waste materials or machinery. Storage areas can be unsightly and because of the associated activities may cause considerable noise and odour nuisance often at unsociable hours. Where possible, such storage areas should be situated within specifically constructed buildings where their nuisance can be contained. However, where outside storage areas are unavoidable, they must be screened from the prevailing wind and public view. Proposals for outside storage will be considered in relation to relevant policies in the Environment and Development Standards chapters.

Tourism

Introduction

4.59 Tourism makes a major contribution to the economy of North Cornwall through the creation of jobs and the support it provides to local services and industries. In 1996 it is estimated that North Cornwall attracted 722,000 visitors who made 4.15 million overnight stops in the District. Over 20% of jobs in the District are based on the tourist industry.

4.60 Cornwall depends heavily on domestic long stay tourism which is a sector of the market that has declined in the last twenty years mainly because of increased competition from overseas destinations. The peripheral location and perceived remoteness of the District do not assist in developing shorter stay and second holidays which are the major growth sectors in tourism.

4.61 Nevertheless, the high quality of the environment, the historic and cultural interests of the area and the wide range of recreational opportunities available provide the basis for developing more special interest and activity holidays, attracting overseas visitors and out of season holidaymakers and encouraging short break holidays. North Cornwall is particularly well equipped to take advantage of the growth in 'green' tourism.

4.62 Aspects of the Council's tourism strategy which underpin some of the specific planning policies in this section include giving priority to:

- encouraging developments and marketing based on appropriate growth sectors in the tourism market;
- improving visitor services and facilities to help people appreciate and enjoy the area; and
- improving the environment, particularly in the resort towns and villages.

The work of the Council's Heritage Coast and Countryside Service exemplifies the sort of initiatives which combine positive support for tourism with careful environmental management.

4.63 Government advice in PPG21, considers the planning system should facilitate and encourage development and improvement in tourist provision whilst tackling any adverse effects of existing tourist attractions in a constructive and positive manner. The challenge in the Local Plan is to strike the right balance between supporting a flourishing tourism industry, protecting the natural and historical assets of the area which attract the tourists and avoiding adverse impacts on the amenities of local people and the functioning of other local businesses.

4.64 The Structure Plan contains a number of policies which focus on improving the quality of tourist accommodation and facilities, protecting the undeveloped coast and minimising the direct environmental impact of tourism developments. The Local Plan policies which follow reflect the advice in PPG21 and the policies in the Structure Plan.

Tourist Attractions and Facilities

POLICY ECN10:

1. Proposals for the development or extension of tourist attractions and visitor facilities will be permitted within or on the edge of the development boundaries of towns and main villages.

2. In the countryside, new and extensions to existing tourist attractions and visitor facilities will only be permitted where:

(a) they are based on or not incompatible with the local heritage, the environment or a rural activity;

(b) they are well-related to the Primary and County road network; and

(c) use is made of existing buildings wherever possible and the number and scale of new buildings is reduced to a minimum.

3. Proposals will not be permitted in the Areas of Outstanding Natural Beauty or the Heritage Coast where the scale of new buildings or the intensity of tourism activity will adversely affect the character of the landscape.

4.65 The District's popularity as a major tourist destination is based on its rich, varied and largely unspoilt coastline and countryside together with its distinctive culture. North Cornwall is therefore very much its own visitor attraction. However, tourists expectations are increasing as competition within the tourist industry intensifies. This has led to a marked increase in the number and range of tourist facilities available both locally and nationally. It is important therefore to develop and enhance tourist facilities within the District in order to meet the increasing expectations of tourists. Nevertheless, it remains imperative to protect the District's most important asset, the high environmental quality of the area, and prevent unnecessary development in the countryside.

4.66 Visitor attractions vary greatly in their scale, type, level of activity and the impact they have on the locality. Most tourist attractions in North Cornwall are small scale and only historic houses and sites and countryside facilities like the Camel Trail attract in excess of 100,000 visitors per year. There are no attractions such as theme parks, safari parks and major exhibition centres primarily because the locational requirement of these facilities tend to depend upon good access to a wide market rather than any local resource. The small resident population and restricted holiday season in North Cornwall undermines the viability of purpose-built large scale tourist attractions.

4.67 Proposals for new or extensions to existing tourist attractions and visitor facilities, particularly if they are intended to attract more than 50,000 visitors per year, should generally be located within or on the edge of towns and main villages. Confining attractions and facilities to the more urban centres will reinforce employment and services in these locations, discourage longer car journeys, and minimise the impact on the countryside.

4.68 New or extensions to existing visitor attractions in the countryside will only be permitted where they have an affinity with the area in terms of its rural environment or heritage. This type of facility could include farm trails, museums, historic houses, or interpretation centres. Facilities that assist visitors by providing information or services (such as picnic areas, toilets and information points), contribute to the enjoyment of a visit and will normally be permitted. The fact that the area is popular with visitors is not considered to be sufficient justification in itself for the location of any type of tourist attractions. Adequate access to and from main routes is essential, in order to prevent inconvenience or danger on the local road network. Wherever possible, use should be made of existing buildings to house attractions and new buildings will be subject to strict control in order to minimise any visual impact.

4.69 When assessing applications of this type, regard will be had to the likely growth and diversification of the tourism enterprise and its impact on the locality. Proposals within the Areas of Outstanding Natural Beauty (AONB) and Heritage Coast will be examined with particular care and will not be permitted if they have an unacceptable impact on the environment by virtue of the number and size of buildings or structures, the extent of the site area or the amount of visitors attracted.

Serviced Accommodation

POLICY ECN11:

1. Proposals for new hotels and other serviced accommodation will be permitted within or on the edge of the development boundaries of towns and main villages.

2. In the countryside, hotels and other serviced accommodation will only be permitted where:

(a) they involve the conversion of an existing building with minor additions or extensions which are complementary to the scheme; or

(b) they are linked to an existing tourism facility outside the Areas of Outstanding Natural Beauty or the Heritage Coast; or

(c) they form part of a development for roadside facilities on the Primary Route network where there is no existing or planned convenient accommodation nearby.

4.70 Hotels are of particular value to the local economy. Visitors staying in them tend to spend more than other types of tourist and they also create more jobs than other types of accommodation. Unfortunately there is unlikely to be much demand for new hotels during the plan period. However, proposals to upgrade the quality of existing hotels and establish new hotels in the towns and villages will be acceptable in principle subject to there being no adverse impact on the setting or character of the settlement or amenities of the locality. Outside settlements, there may be acceptable proposals in association with tourism facilities such as golf courses, or overnight accommodation for motorists adjoining main roads or small scale schemes involving the conversion of existing properties.

4.71 Although there is unlikely to be a great demand, there are opportunities throughout the District to provide smaller forms of serviced accommodation such as guest houses and bed and breakfast establishments through the adaptation of large houses or as farm diversification schemes. Whether such changes of use require planning permission will depend on the scale and intensity of the scheme. It is necessary to determine whether a change of use of a property has occurred on an individual basis.

4.72 Guest houses, like other intensive uses of former dwellings, can create highway, parking and amenity problems for neighbours, particularly as a result of the comings and goings generated. Signs advertising the availability of accommodation can also be visually intrusive. The effects upon neighbouring properties will be a key consideration when determining any planning application for serviced accommodation.

4.73 Certain specialised and intensive forms of serviced accommodation can create problems for adjoining properties and local amenities generally. For example, activity holiday centres can create noise and disturbance due to the high concentration of young persons. When assessing proposals for new intensive and specialised forms of holiday accommodation, particular attention will be paid to their likely impact on neighbouring properties and the surrounding area.

4.74 The economic importance associated with hotel development can justify its retention since "*the conversion of hotel stock to alternative uses can weaken a seaside town's ability to retain its status as a tourism destination*" (PPG21, paragraph 5.24). In line with this advice and in accordance with Structure Plan Policy TOUR4 the change of use of hotels within a small area of Bude will be discouraged (See Part 2 of the Plan).

Self-Catering Accommodation

4.75 There has been a long established trend towards self-catering holidays. PPG21 states that within England two-thirds of all tourist bednights are spent in self catering accommodation. Self-catering accommodation can take many forms, including holiday lets in permanent houses and cottages, purpose designed new-build units, converted properties, holiday chalets and camping and caravan sites.

4.76 North Cornwall already has an extensive stock of self-catering accommodation and the realistic aim is to retain peak season tourist numbers and increase shoulder and out of season visitors. Therefore the main priority is to achieve improved standards and quality in existing accommodation. However, visitor demands are constantly developing and the following policies provide appropriate opportunities so that the area can remain

competitive in the tourism market. High quality development will be particularly encouraged.

Purpose Built Holiday Accommodation

POLICY ECN12:

1. Proposals for new and extensions to existing purpose built self-catering accommodation will be permitted where they are located within or on the edge of the development boundaries of towns and main villages.

2. In the countryside, new and extensions to existing purpose built self-catering accommodation will only be permitted where they are suitable in scale and character for the locality and:

(a) they involve the conversion of existing buildings with minor additions or extensions which are complementary to the scheme; or

(b) they are part of farm diversification schemes in accordance with Policy ECN7; or

(c) they are located outside the designated landscape areas, will not have a significant adverse impact on the surrounding countryside or the local road network and provide accommodation unlikely to be met by the adaptation and improvement of existing sites in the locality.

3. Where a proposal for self-catering accommodation would not be acceptable or suitable for permanent residential use, the Council will impose a condition to ensure that the accommodation remains in holiday use and/or seasonal use only. Change of use from holiday accommodation to permanent residential use will not be permitted.

4.77 The Structure Plan clearly states that due to the present very substantial provision of holiday accommodation throughout the county, there is not a quantitative case for the release of further 'greenfield' sites and therefore the existing accommodation stock should generally provide for changing holiday aspirations and demands. In accordance with Structure Plan policies TOUR1 and TOUR2, proposals for new holiday accommodation should be in or well integrated with towns and villages and the amount of new development in the countryside should be strictly controlled. This approach is reflected in Policy ECN 12.

4.78 Purpose built self-catering holiday accommodation in the form of chalets and flats place demands on public utilities, require services and facilities and have an environmental impact similar to permanent residential development. For these reasons, they should generally be located within or on the edge of a town or main village. However, there may be occasional circumstances where appropriate developments should be considered in the countryside which would not be acceptable for residential use. As self-catering units do not need the trappings of permanent homes such as garages, fenced garden areas, sheds and green houses, the impact on the countryside can be less intrusive and so proposals may be acceptable outside designated landscapes of national or local importance. For similar reasons, conversions of existing buildings for holiday accommodation can be more sympathetic and architecturally more successful than for residential use. Other opportunities may exist as part of a farm diversification scheme.

4.79 Where there may be a case for allowing self catering accommodation in the countryside, further safeguards are required to minimise the impact of development on the surrounding area. All schemes should be of a scale and character appropriate to the area, sensitively located and subject to careful landscaping and design to make them as inconspicuous as possible. Adequate access to and from the main traffic routes is also important to prevent inconvenience or danger on the local road network. Given the existing substantial provision of holiday accommodation, it is important that the release of additional sites in the countryside should only be considered where it seems likely that some form or standard of accommodation is proposed which is unlikely to be provided through improvements to existing sites within the locality.

4.80 In situations where purpose built self-catering units would not be considered suitable for permanent residential use because of lower standards of access, parking and private amenity space, or due to their location outside a development boundary of a settlement or in the countryside, the Council will impose a condition restricting occupation to holiday use only.

Restricting occupation will safeguard strategic settlement policy and prevent the creation of sub-standard housing. Where these circumstances are applicable, the Council will not permit change of use from holiday to permanent occupation. Seasonal occupancy conditions will also be imposed where the construction or design of accommodation is unsuitable for continuous occupation especially in winter months, or where the site is near a fragile habitat which requires peace and quiet to allow seasonal breeding or winter feeding to take place.

Caravan and Camping

POLICY ECN13:

1. Proposals for new and extensions to existing caravan and camping sites outside the Areas of Outstanding Natural Beauty and the Heritage Coast will be permitted where:

(a) the development is not visually intrusive and can be adequately screened in a manner that is compatible with the surrounding landscape;

(b) roads linking the development with the coast and/or the primary and county road network are adequate for the volume and type of traffic likely to use them; and

(c) there will be no unacceptable impact on the local coast or beaches arising from the increased number of visitors and/or cars.

2. Proposals for new and extensions to existing caravan and camping sites within the Areas of Outstanding Natural Beauty and the Heritage Coast which comply with the criteria in Clause 1 will not be permitted unless the development will have no adverse impact on the environment due to the characteristics of the site.

3. In considering proposals for static caravans, particular attention will be given to the environmental impact of permanently stationed units.

4. The Council will impose a condition to ensure that static holiday caravans remain in holiday use and/or seasonal use only. Change of use from holiday accommodation to permanent residential use will not be permitted.

4.81 Caravan and camping sites can cause serious visual and environmental damage to the countryside, particularly when they have poor access, are insensitively or prominently located, or are poorly landscaped. New sites or extensions to existing sites will therefore be directed away from the most environmentally sensitive areas. Where schemes are acceptable in principle, they should be carefully sited and subject to extensive appropriate landscaping to make them as inconspicuous as possible.

4.82 Increases in accommodation should match the capacity of the nearby coast and beaches to absorb additional visitors. For example additional accommodation in some locations may contribute to the overcrowding of a nearby beach in the main season. In addition adequate access to and from main routes is essential in order to prevent congestion on the local road network particularly where caravans are being towed.

4.83 Further development of camping and caravanning sites within the AONBs and Heritage Coast is likely to have an unacceptable impact on the environment. Within these areas proposals for new or extensions to existing sites will only be permitted where the site is very secluded and well screened from public view due to its topography and existing vegetation.

4.84 Static caravans have a greater visual impact as a result of their more permanent nature than touring caravan and camping units. Proposals for permanently stationed units will be subject to close scrutiny and are less likely to be acceptable than touring units.

4.85 Where applications for camping and caravanning sites are acceptable in principle they will be subject to a condition restricting occupation to holiday use and/or seasonal use only. Controlling occupation will prevent people living in sub-standard housing conditions and will safeguard strategic settlement policy. For these reasons the Council will not support changes of use from holiday to permanent occupation.

4.86 Exempted camping and caravan organisations are allowed to hold caravan and holiday rallies in accordance with the Caravan Sites and Control of Development Act 1960 without requiring planning permission. Some parts of the District, in particular south of the

Camel Estuary, have become extremely popular for rallies creating both economic benefits and environmental problems in designated landscapes. The Council is consulted on proposed rallies and will respond in accordance with Policy ECN13, and other relevant policies in the Local Plan and other material considerations particularly their duration and size and the past history of rallies on the site. In general, objections will be raised to rallies within the AONBs and Heritage Coast and other sensitive areas unless the proposed site has a long history of rallies taking place without any problems.

Improvements to Existing Holiday Sites

POLICY ECN14:

1. Proposals to improve the accommodation and/or facilities within existing holiday chalet, caravan or camping sites will be permitted where:

(a) the built development is contained within the existing boundaries of the site;

(b) there is an overall improvement in the appearance of the site;

(c) the new or improved facilities are intended primarily to serve visitors staying on the site;

(d) the roads linking the development to the nearby coast and/or to the main road network are adequate for the volume and type of traffic likely to use them.

2. Where a site is located in the Areas of Outstanding Natural Beauty or the Heritage Coast, proposals will only be permitted where;

(a) they comply with the criteria in Clause 1;

(b) they contribute to a reduction in the impact of the site on the environment; and

(c) the development does not involve the replacement of touring units with permanent static units.

3. Proposals to upgrade the standard and appearance of existing holiday sites which involve the expansion of the site area contrary to Clause 1(a) and are not acceptable under Policies ECN12 or ECN13 will not be permitted unless:

(a) they are the only practical way of achieving improved layouts and better landscaping;

(b) there is no overall increase in the number of accommodation units; and

(c) the impact of the site on the environment will be reduced.

4.87 PPG21 acknowledges that for the tourism industry to realise its potential and cater for changing patterns and rising standards and expectations, it must maintain a continuous programme of investment and reinvestment. Policy ECN14 is designed to facilitate upgrading of existing sites whilst reconciling this objective with the need to protect and where possible enhance the environment. Encouragement will therefore be given to appropriate schemes for upgrading standards of accommodation and providing better facilities on existing sites.

4.88 Any new built development considered under this policy, including temporary structures, should normally be contained within the existing site boundaries. There should also be an improvement in the appearance of the site due to a better standard of design of any buildings or structures and a higher quality of the landscaping. If the development would increase the visitor capacity of the site, the local road network should be adequate to cater for it.

4.89 External improvements to individual chalets do not necessarily reduce the impact of holiday sites in sensitive locations. Through renovation, chalets on holiday sites can take on the appearance of modern suburban bungalows. This trend, if allowed to continue, would lead to a change in the character of the sites and may create the appearance of cramped and badly planned suburban housing estates out of keeping with rural surroundings. Any external alterations to holiday chalets, whether they are for seasonal or all year round use, should reflect their function and the rural character of the area.

4.90 Improvements to the range and quality of facilities available to tourists within an existing holiday accommodation complex such as social centres, swimming pools, bowling alleys, launderettes, crèche facilities, toilets and

equipped children's play areas, provide a valuable localised service to tourists. Low key facilities involving no built development, such as a small golf course or lake for fishing, may be permitted under this policy adjoining the boundaries of a site subject to environmental considerations. All facilities should be of a scale related to the size of the accommodation complex so as not to compete with more appropriately located facilities and attract visitors from farther afield.

4.91 Proposals to improve accommodation or facilities on sites within the AONBs and the Heritage Coast will only be permitted where the site's overall impact on the surrounding countryside is reduced. Where possible it is preferable to relocate such sites to less environmentally sensitive areas. Furthermore schemes to replace touring caravans with more permanent holiday units such as static vans will not be permitted within nationally designated landscapes.

4.92 Proposals to improve the quality of holiday sites under this policy should normally be contained within the existing boundaries of the site. However, in accordance with the advice in PPG21, schemes which extend the site area and would not be acceptable under Policies ECN12 or ECN13, may be permitted where this is the only practical method of achieving improved layouts and landscaping, there is no increase in the number of accommodation units, and the environmental impact of the site is reduced.

Storage of Caravans

4.93 It is recognised that the storage of caravans is becoming more popular and in an area where tourism is important such needs should be accommodated. If possible, storage should take place in existing buildings, to minimise the environmental impact. The use of modern farm buildings may be appropriate for storage where the access is safe and suitable. However, where the site is secure and secluded and can be adequately screened in a manner that is compatible with the landscape of the area, the outside storage of caravans may be acceptable in the countryside subject to compliance with the appropriate policies in the Environment and Development Standards chapters.

Implementation and Monitoring

4.94 The policies set out in this chapter will be implemented through the development control function of the Council and will be reflected in the Council's decisions on individual planning applications. This will guide employment generating uses to locations which make the best use of existing resources, reduce the need to travel and are responsive to market demands, whilst minimising the impact on the natural and built environment.

4.95 The South West of England Regional Development Agency and the Council will have a continuing role to play in providing serviced industrial land and workspace units within the District. In addition, the Council will continue to utilise finance from the Government, European Union and other funding programmes to establish economic development projects. The Council will also actively promote and market the District to attract new firms and businesses as well as tourists.

4.96 Although new visitor attractions will mainly be provided by the private sector, the Council's Heritage Coast and Countryside Service will continue to provide visitor services and positive support for tourism with careful environmental management.

4.97 The availability and take up of employment land will be monitored annually to ensure there is an adequate and continuous supply of land for employment generating uses.

Statistical Information

4.98 To facilitate the monitoring of these policies and ensure the objectives are achieved, the Council will collect a range of statistical information:

- the amount of land for employment uses granted planning permission per annum within the towns, villages and rural areas;
- the amount of land with planning permission for employment uses with roads and services within the towns, villages and rural areas;
- the amount of employment land developed per annum within the towns, villages and rural areas;
- the number of rural buildings converted to employment uses per annum;
- unemployment statistics and other measures of economic conditions;

- the amount and type of tourist accommodation approved and developed each year; and

- the biennial caravan surveys carried out by the County Council.

5. THE ENVIRONMENT

Introduction

5.1 This chapter is concerned with the natural and man-made environmental resources of North Cornwall which are subject to pressures for development and change and sets out the Council's general approach and policies for:

- the conservation of the District's landscape resources and the protection of the best and most versatile agricultural land;
- the protection of nature conservation interests;
- the maintenance and improvement of the natural water systems;
- the prevention of risks to public health and safety; and
- the preservation and enhancement of the historic environment.

5.2 As far as possible, the protection and enhancement of the environment and the promotion of economic prosperity should be pursued as complementary aims. For example, conservation of the natural and historic environment is vital for fostering tourism and environmental quality is increasingly an important factor in many economic decisions.

5.3 The policies set out in this chapter together with the Structure Plan policies for the countryside and the built environment will be taken into account in the determination of all development proposals.

Strategic Context

5.4 Environmental resources are afforded statutory protection through various pieces of legislation, notably:

- The National Parks and Access to the Countryside Act 1949;
- The Wildlife and Countryside Act 1981;
- The Planning (Listed Buildings and Conservation Areas) Act 1990;
- The Ancient Monuments and Archaeological Areas Act 1979.

In addition, the Town and Country Planning Act 1990 requires local authorities, when drawing up their plans, to include land use and development policies that are designed to secure the conservation of natural beauty and the amenity of the land.

5.5 This legislation is increasingly being supplemented by European Union requirements such as the EC Habitats Directive (92/43/EEC) and the EC Directive (79/409/EEC) on the Conservation of Wild Birds.

5.6 National planning policy guidance relating to the environment is contained in a number of PPGs which focus on specific areas such as nature conservation and archaeology. Guidance on individual subjects is referred to in the relevant sections within this chapter. In all cases, advice emphasises the protection of nationally important resources whether it is an Area of Outstanding Natural Beauty, a Site of Special Scientific Interest, a listed building or a Scheduled Monument. More general advice on the role of environmental considerations in plans is contained in PPG12.

5.7 PPG12 emphasises that plans should be drawn up in such a way as to take environmental considerations comprehensively and consistently into account. Environmental considerations include not only the traditional issues such as landscape quality, the built heritage and pollution control but also the newer concerns such as global warming and the consumption of non-renewable resources. Further details of the environmental appraisal involved in the preparation of this Plan are given in Appendix 2.

5.8 Since 1988, an environmental assessment has been required in association with planning applications for certain major projects so that the effects on the environment can be taken into account in a systematic way during the planning process. It is the responsibility of the developer to produce an environmental statement to the satisfaction of the Council which describes in detail the effects of the proposal on the environment. For some major projects an environmental assessment is required in every case whereas in others the Council must determine whether it is required, taking into account the advice in Circular 2/99. The scale and type of development proposals requiring an environmental assessment are seldom put forward in North Cornwall, the main exceptions to date being wind farm proposals.

5.9 The Cornwall Structure Plan highlights the importance of the County's countryside, coast and built environment and sets out policies aimed at protecting the best and most attractive aspects. The policies broadly follow two themes:

- to conserve the resource in terms of its landscape, nature conservation, agricultural, architectural, archaeological and historic value; and

- to reconcile the conflicts that arise, particularly in the rural areas and on the coast, between competing land-use interests and the pressure placed on the countryside for further development.

Local Plan Objectives

5.10 National legislation, Government policies and the Structure Plan provide an extensive strategic framework for environmental policies. The role of the Local Plan is to develop these policies in relation to North Cornwall and define, where necessary, the precise areas to which the policies will apply. In order to properly operate the strategic policies more detailed development control policies need to be established.

5.11 The policies in this chapter have been developed to achieve the following objectives:

- to protect, maintain and improve the amenity, diversity and ecological value of the designated landscapes and retain the natural resources of the open countryside, including the best and most versatile agricultural land;

- to protect, enhance and provide areas and sites of nature conservation interest;

- to maintain and improve the quality of water in the District and prevent the harmful effects of flooding and coastal erosion;

- to prevent development which will create risks to public health and safety;

- to preserve or enhance the District's historic and architectural character in particular its conservation areas and listed buildings;

- to preserve the District's archaeological heritage.

5.12 The achievement of these objectives depends upon a complementary package of planning policies to control the impact of development on the environment and management policies and initiatives to preserve and enhance the environment. The local plan must necessarily concentrate on planning policies but these policies should be conceived in the context of a wider understanding of the area's environmental resources and the activities which have an impact upon them.

Landscape Quality

Introduction

5.13 The countryside of North Cornwall is varied and very attractive and is comprised of landscape types ranging from high moorland to river valleys, the dramatic coastal belt and rolling farmland. It is the management of agricultural land that largely controls the appearance and character of the countryside. To sustain the diversity of the landscape, policies are required to protect the open countryside, safeguard the best and most versatile agricultural land and conserve the landscapes of national and local significance. Where practical, the landscape of the District will be enhanced through the management initiatives of the Heritage Coast and Countryside Service and through improvements to derelict and waste land.

5.14 The diversity of the District has created a landscape that, although attractive throughout, is not uniform in quality. Apart from the nationally important landscape of the Areas of Outstanding Natural Beauty (AONB), the Structure Plan identifies other parts of the District which are of sufficient quality to merit special protection. These are the Areas of Great Landscape Value (AGLV), which merit protection because of their value in a county context.

5.15 Adjacent to many settlements there are areas of open land which although not meriting a formal landscape designation in a National or Countywide context are important to the setting and character of those settlements. These have been identified as Open Areas of Local Significance (OALS). Other areas of the open countryside carry no landscape designation but still form an intrinsic part of the character of the District and as such are valued in their own right.

Landscapes of National Importance

5.16 The National Parks and Access to the Countryside Act 1949 sets out the criterion for designating AONBs. The primary purpose of designation is to conserve and enhance the natural beauty of these nationally important landscapes.

5.17 The Cornwall AONB was designated in 1959 and included much of the North Cornwall coast and Bodmin Moor. It was extended in 1983 with the inclusion of the Camel Estuary. In 1995 a further AONB centring on the Tamar and Tavy river systems was designated and includes an area in the extreme south-east of the District. These designations are the responsibility of the Countryside Agency (formerly Countryside Commission).

The Coastal Zone

5.18 The coastline of North Cornwall is both spectacular and fragile, a fact that has been recognised not only by the extensive area included within the AONB but also through the non-statutory definition of Heritage Coast. Heritage Coasts are defined laterally by the Countryside Agency (formerly Countryside Commission) and inland by local planning authorities jointly with the Countryside Agency. Heritage Coasts are defined, not simply for protection purposes, but as a means of focusing management attention on the distinctive issues faced by the finest stretches of unspoilt coastline.

5.19 There are three defined stretches of Heritage Coast within the District totalling 70 km (44 miles); Trevose Head, Pentire to Widemouth Bay and part of the Hartland Heritage Coast. These areas are largely within the boundaries of the AONB and are thereby statutorily protected under this designation. Nevertheless, even with national recognition, the coastline remains under pressure and is used for tourism, recreation, fishing and other commercial purposes, as well as for sewage disposal. The potential for oil spillage, harbour and urban development and the demand for recreation facilities all give growing concern about the effects of pollution and exploitation of our coasts.

5.20 PPG20 'Coastal Planning' introduces the concept of coastal zones whose limits are determined by a number of factors including the geographical extent of coastal natural processes and human activities related to the coast. Within these zones, development should not normally be allowed unless it requires a coastal location. As all the coast in North Cornwall is covered by some form of environmental designation, most of which has statutory status, a coastal zone with specific policies has not been defined in the Plan. It is considered that these existing designations, together with other policies contained in the Plan, adequately address all the main coast-related issues which are briefly summarised below:

- most of the North Cornwall coastline is of high landscape value and is statutorily protected through AONB designation and associated policies, in particular Policy ENV 1.

- most of the North Cornwall coastline, with the exception of some of the developed parts of the coast, has national or local nature conservation designations and is protected by relevant policies, in particular Policies ENV 4 and ENV 5.

- new development which does not require a coastal location is generally directed towards the towns and main villages in accordance with the Local Plan Strategy and the associated housing and economic development policies in the Plan.

- on the coast, opportunities for development are further limited by problems associated with pollution, flooding, erosion and land instability. Policies ENV 9, ENV10 and ENV11 are all designed to address these issues and prevent harmful or inappropriate development.

The Council's 'Heritage Coast Management Plan' has categorised the entire length of the coast into four separate management zones to provide guidance on a variety of issues affecting the coast. This document will be treated as supplementary planning guidance.

5.21 English Nature has defined the Trevose Head to Boscastle section of the coast as a sensitive marine area in order to raise awareness of this valuable wildlife area particularly in the preparation or alteration of management plans.

Bodmin Moor

5.22 Bodmin Moor is the largest of the Cornish granite uplands and is characterised by rough pastures, open moorland, sculpted granite tors, an open granite plateau and treacherous bogs and marshes. Its exposure and openness is well contrasted by the steep wooded valleys formed by the fast flowing streams that tumble off the high moor. The moor commands a special place within the County, distinguished particularly by its height and the prospect which it gives, with long views over many of the surrounding landscapes to the sea beyond. Though the moor covers a comparatively small area, the open, gently curving nature of the plateau landform, punctuated by rocky tors, creates a surprising sense of scale, remoteness and solitude.

5.23 Bodmin Moor includes about 7,200 ha (18,000 acres) of common land as well as enclosed moorland, inbye land and ancient and modern woodland. This landscape has for the most part been shaped by farming practices extending over four thousand years from the Neolithic age onwards.

The Camel Valley

5.24 The Camel Valley is a steep winding valley with extensive areas of woodland interspersed with farmland and a small area of moorland abutting the Bodmin Moor part of the AONB to the east. It encompasses the valley along the western side of Bodmin Moor and the lower reaches of the river to Egloshayle and thereafter the estuary between Wadebridge and Padstow.

5.25 The popularity of the Camel Trail, which follows the former railway line that adjoins the river, has brought increased pressure for access to the surrounding countryside. Many woodlands and estate owners are now considering public access as an integral part of their estate management. There are various tourist attractions offering a countryside experience and cycle hire associated with the trail is leading to increased use of roads and tracks. The Camel Estuary in particular is under heavy pressure for recreational use. The Camel Estuary Management Plan produced by the County Council in 1996 produces guidance on a variety of issues which affect the environment of the estuary. The area's scenery and wildlife value is also faced with a number of threats including the loss of hedgerow trees through Dutch elm disease and the problems associated with agricultural change.

The Tamar Valley

5.26 The Tamar, Tavy and Lynher river systems form one of the last unspoilt lowland river systems in England. In North Cornwall, the AONB follows the Tamar river as it flows through the rounded hills and small incised valleys south of Launceston to the granite ridge of Kit Hill. Kit Hill is the only part of the ridge to retain its moorland character. Outcrops are interspersed with swathes of gorse, bracken and moorland which contrast with the green of the classic pastoral landscape of the upper Tamar. Similarly the mining history and gorge like qualities of the Kit Hill area contrast with the small hamlets and isolated farms, nestling in the hillsides of the upper Tamar which give the area its remote unspoilt character. Large tracts of estate woodland are found on the tight river meanders, creating the wooded valley landscape that is so characteristic of this countryside. The landscape contains ancient field patterns, industrial relics and a wide variety of wildlife habitats. A management plan is currently being prepared, which will provide a framework of planning and action for the AONB based on a long-term vision for the area.

5.27 The main changes to this landscape are likely to occur through the development of the rural economy with the continued moves toward diversification and land management for conservation rather than solely for food production. The open aspect of the valley sides and ridges makes their unspoilt character particularly vulnerable to any changes, including those that are not covered by planning legislation.

Landscapes of Local Importance

5.28 The locally important landscapes identified as Areas of Great Landscape Value (AGLV) in North Cornwall by the Replacement Structure Plan, following a re-evaluation of the Cornish landscape by the County Council, cover the following areas:

- Gooseham to Launcells
- Bude coast
- Week St Mary
- Upper Tamar
- North Petherwin to St Clether
- Inny Valley and Lawhitton
- Lynher Valley
- Mid-Fowey
- Helman Tor and Luxulyan Valley
- Camel and Allen Valleys

In addition, the Council will encourage the adjoining authorities in Devon to make proposals for the similar designation of the Tamar Valley to the east of the District.

Protecting the Countryside and Landscape Character

POLICY ENV1:

1. In the Areas of Outstanding Natural Beauty and the Heritage Coast, the main priority will be the conservation of the natural beauty of the landscape. Development proposals within, or near to, the Areas of Outstanding Natural Beauty or the Heritage Coast will not be permitted where they adversely affect the character and amenity of these areas unless the development is required in the proven national interest and no alternative sites are available.

2. Development proposals in the countryside elsewhere will only be permitted where they are allowed under other policies in the Plan and they do not have a significant adverse affect on the amenity or landscape character of the area. Protection of landscape character will be particularly important in the Areas of Great Landscape Value which are defined on the Proposals Map.

5.29 PPG7, 'The Countryside - Environmental Quality and Economic and Social Development', notes that although most of our countryside carries no special designation, it should still be safeguarded for its own sake and that non renewable and natural resources should be given protection. However PPG7 stresses that special planning considerations should apply in nationally designated areas to take account of the specific features or qualities which justified designation of the area and to further the purpose of that designation.

5.30 New development in the countryside, which is defined as all land outside the built up area of a town or village, must therefore be strictly controlled. Nevertheless changes will take place in the countryside, arising from the requirements of agriculture and other rural industries, and the economic and social needs of local communities. Recreational and tourism needs should also be catered for.

5.31 As the primary purpose of AONB designation is to conserve natural beauty, major development will only be permitted in exceptional circumstances where there is proven national need and no alternative sites are available elsewhere. All major development proposals in an AONB should be accompanied by an environmental assessment.

5.32 Although it is necessary to define precisely areas to which particular planning policies apply, landscapes rarely have clearly marked edges. The boundaries of the AONB are drawn to incorporate only the very best landscapes, although often there will be peripheral areas of considerable quality where badly sited development could have an impact on the AONB. It is necessary, therefore, to give very careful consideration to all development proposals not only within but also just outside the AONB boundary. The precise definition of a 'buffer' zone is not considered necessary because so much will depend on the local topography and the nature of the development proposed. However, as a general guide any development within 1 kilometre of the AONB or Heritage Coast will be examined particularly carefully although major developments may require closer scrutiny over greater distances.

5.33 The difference between an AGLV and a landscape of national importance is mainly one of emphasis. The principle of allowing new development in an AONB will be more closely scrutinised with any proposals permitted subject to higher development standards than elsewhere. The AONB will also receive priority treatment when environmental improvement resources are available.

5.34 When development is permitted in the countryside, it is important to minimise its impact on the landscape by careful siting, design, use of materials and sensitive landscaping. New development in the AONB should reflect and incorporate traditional building styles, architectural detailing and indigenous materials. Within AONBs and the Heritage Coast, outline planning applications are not acceptable and the submission of details showing the design, siting and materials of proposals is required.

5.35 Landscape assessments have been undertaken on behalf of the former Countryside Commission for both the Tamar Valley AONB (1992) and the Bodmin Moor part of the Cornwall AONB (1994). In addition, a county-wide landscape assessment was published in 1994 along with a descriptive and illustrative assessment of the entire Cornwall AONB. These documents along with the North Cornwall Design Guide (1997) provide the background for the implementation of policies concerning design in

the North Cornwall countryside and a baseline against which to assess development proposals.

Open Areas of Local Significance

POLICY ENV2:

Development proposals which would adversely affect the predominantly open or undeveloped character of an open area of Local significance will not be permitted. The boundaries of the Open areas of local significance for the towns and main villages where this policy will apply are defined on the Proposals Map Insets.

5.36 Many essentially undeveloped areas abutting the development boundaries of towns and villages make an important contribution to the setting, character and identity of the settlement. The landscape quality and/or visual importance of these areas is a significant, and may possibly be the determinant, factor that will influence long-term decisions concerning the possible future location of development beyond the current Plan period. The Council has identified these areas as Open Areas of Local Significance (OALS) following an assessment using the criteria in paragraph 5.37. It is essential that the predominantly open character of these areas is maintained. OALS have not been identified where a formal landscape designation exists, as within these areas the protection of the landscape has already been established as a priority.

5.37 The open areas will normally, but not exclusively, be in agricultural use or covered wholly or partially by woodland or other semi-natural vegetation and have local significance for one or more of the following reasons:

- they help to preserve the most attractive views of the settlement, or form attractive areas of countryside which can be viewed from within the settlement, thereby making an important contribution to the character of that settlement;

- they form green wedges which penetrate the built-up areas or are areas of predominantly open countryside which abut the development boundary and maintain a close relationship between the built-up parts of a town or village and the adjacent countryside, and thereby form an integral part of the form and setting of the settlement;

- they form a green gap between two settlements which are close to each other and in danger of losing their separate identity.

5.38 If OALS are to maintain their function, it is important that they retain their essentially undeveloped character and existing land use as far as is practicable. However, there will be development proposals that are compatible with OALS. For example, a small sensitively designed community building or pavilion which would increase public use and enjoyment of an OALS whilst maintaining its character may be permitted. The primary factors to be considered in assessing any proposal will be the scale of development, its visual impact, its effect on the existing level and use of the area and any changes it would cause in the character of the area.

5.39 Where planning permission is granted within an OALS, the Council may use planning conditions and legal agreements to ensure these areas are properly managed and maintained. The Council will also encourage, where appropriate, voluntary groups to help maintain and manage these areas to engender a sense of community pride.

Agricultural Land

POLICY ENV2A:

1. Development proposals not associated with agriculture or forestry will not be permitted on the best and most versatile agricultural land (defined as Grades 1, 2 and 3a), unless the benefits of the development significantly outweigh the loss of land and no suitable alternative sites exist.

2. Where there is a choice between sites on the best and most versatile agricultural land, development should be directed towards land of the lowest possible classification.

5.40 The high quality landscape of North Cornwall has largely emerged from and is dependent upon the agricultural industry which is likely to remain the major influence on the appearance, character and use of the countryside in the foreseeable future. Just under 98,000 hectares of the total 119,377 hectares of North Cornwall was farmed in 1998 and of this 77% was used for grass and forage crops with beef and sheep farming being particularly predominant within the District (MAFF 1999).

5.41 Although there are current proposals to reduce the amount of land in agricultural production, the Government acknowledge in PPG 7 that land is a national and finite resource that needs to be protected from irreversible development. It is in the national interest to protect the best and most versatile agricultural land. However, where the benefits of a development are considered to clearly outweigh the loss of grade 1, 2 or 3a agricultural land, and no suitable alternatives exist, such proposals will be permitted. Where there is a choice between sites on the best and most versatile agricultural land, development should be directed towards land of the lowest possible classification.

Derelict and Waste Land

POLICY ENV3:

THE COUNCIL WILL undertake and where appropriate require environmental improvements to untidy and underused land that adversely affects the character and appearance of an area, where this does not damage sites of nature conservation, geological, archaeological or historic importance.

5.42 Whilst North Cornwall is renowned for its attractive scenery, past industrial activity has left over 130 hectares of land derelict. Grant is available for reclamation schemes on land that has previously been developed and which is incapable of beneficial use without treatment. With the limited areas of derelict land in the District and the natural revegetation that has occurred on previously unsightly land, there are unlikely to be extensive reclamation schemes during the plan period. However, there may be scope for important reclamation works in connection with former transport routes.

5.43 Within the District, there are important derelict industrial sites resulting from past activities particularly mining and quarrying. These sites are often of National or Regional importance for nature conservation, geological, archaeological or historic reasons. It is essential that all proposals to improve these sites should be carefully assessed for industrial archaeological value, and schemes carefully designed to conserve important industrial features, and where appropriate, their landscape setting. Similarly, environmental improvements should avoid damaging and provide enhancements to the significant nature conservation interest some of these sites possess, be it natural vegetation, roosting bats or historic minerals.

5.44 There are small sites, in both urban and rural areas, which are poorly maintained, attract fly tipping and reduce the attractiveness of an area. Such land requires environmental improvement or may be capable of being used for development, informal open space or be of nature conservation value for the community. The Council has powers under Section 215 of the Town and Country Planning Act 1990 to require the proper maintenance of land where its condition adversely affects the amenity of the area.

Nature Conservation

Introduction

5.45 The range of nature conservation interest in North Cornwall is as diverse as the landscape quality of the District. The position of Cornwall at the south-west extremity of the British Isles, its long coastline, mild climate and varied geology have given the area many outstanding features and an internationally famous flora and fauna.

5.46 The main aim of nature conservation is to ensure that the national heritage of wild flora and fauna and their habitats and sites of geological and geomorphological interest are protected and remain as rich and diverse as possible. Traditionally this aim has been achieved through the protection and management of sites and features of special interest and through the protection of individual species. However, to secure an environment with broad wildlife interest, Government advice in PPG9, 'Nature Conservation', encourages the conservation of all natural habitats.

5.47 The maintenance of the characteristic biological diversity and natural features of the District will be aided by the development of English Nature's Natural Areas initiative. This sets objectives for nature conservation for areas of the country that encapsulate a unique combination of natural features, land use and issues. Achievement of these objectives will ensure that the Natural Areas of North Cornwall make their contribution to the maintenance of the United Kingdom's biodiversity.

5.48 Nationally important nature conservation sites are designated by English Nature as Sites of Special Scientific Interest (SSSIs) by virtue of their flora, fauna and/or geological interest. There are currently 39 sites occurring wholly or

partly in the District. SSSIs which have international importance may be designated Special Protection Areas (SPA) or Special Areas of Conservation (SAC), which protect the habitats of threatened species of wildlife, or Ramsar sites which are wetland areas meriting conservation. There are currently two SACs located wholly or partly in the District.

5.49 These nationally and internationally important sites are complemented by various local designations. Areas of Great Scientific Value (AGSV) are identified by the Structure Plan and are designed to act as 'buffers' around the most important and sensitive nature conservation sites. The Cornwall Wildlife Trust identify Cornwall Nature Conservation Sites which are of at least County importance. These locally important sites are representative of the wildlife habitats and geological interest within the region. Local Nature Reserves can be established by the Council where for example, there is a need for management of a nature conservation site and there are opportunities for its use as an educational resource. Throughout the plan period sites may be added or removed from the list of designated nature conservation sites.

5.50 To sustain the nature conservation interest of the District, policies are required not only to protect the above sites and areas but also the more specific habitats of important or protected plant or animal species. In implementing nature conservation policies, the weight given to nature conservation interests will depend on the nature of the development and the degree of impact, and on the relative importance of the site in national or local terms. The basic framework for the protection of nature conservation sites and areas is set out in Structure Plan Policies ENV4, ENV5, Proposal ENVD and ENV6.

Nationally and Internationally Important Sites

POLICY ENV4:

1. Development proposals on or affecting Sites of Special Scientific Interest will not be permitted unless there will be no loss or damage to their nature conservation value or the development can be controlled through the use of conditions or planning obligations to prevent damaging impacts on wildlife habitats or important physical features.

2. Sites which are designated or potential Special Protection Areas, Special Areas of Conservation or Ramsar Sites will be afforded the greatest protection in accordance with their international importance. In addition, development proposals likely to have a significant effect on the nature conservation value of such sites will only be permitted where there is no alternative site and there are imperative reasons of overriding public interest. Where such sites host a priority habitat or species, development should only proceed if required for reasons of human health or safety.

5.51 North Cornwall has SACs and SSSIs that contain internationally and nationally rare plant, insect and animal species, important feeding and breeding grounds and areas of geological interest. Besides being an important consideration in planning, many activities within SACs and SSSIs which are not subject to planning controls require consultation with English Nature.

5.52 As SACs and SSSIs are particularly sensitive and fragile, development proposals will rarely be acceptable. As well as resulting in habitat loss, development can also harm nature conservation interests by creating excessive noise or disturbance, causing atmospheric or water pollution or raising or lowering the water table. Moreover, proposals beyond the boundary of a site may also damage an SAC or SSSI by causing noise, pollution, disturbance or physical damage.

5.53 Exceptionally some new development may be acceptable within or close to an SSSI. For example, if properly managed, wildlife habitats and geological features may be able to co-exist with the changes and activities that development brings. The use of planning conditions and obligations may make a development acceptable by, for example, restricting operations or uses to specific times of year where SSSIs are seasonal in their sensitivity. Planning conditions can also be used to secure long term management or provide nature conservation features and create new habitats to compensate for any losses. However, although mitigation measures may be possible, the overriding imperative with nationally and internationally important nature conservation sites is to maintain and where possible enhance them. Very occasionally, a development of national importance for which there is no suitable

alternative location may override nature conservation interests. Where an SSSI is likely to be affected by a development either within or outside the site, the Council will consult with English Nature to assess whether it is acceptable or not and, if it is, what mitigation measures will be required.

5.54 Where a site hosts a primary habitat or species, which is in danger of disappearance and therefore listed in the EC Habitats Directive, development should only proceed if required for reasons of human health or safety. This policy has been drawn up to cover the possibility of future designation of Special Protection Areas and Ramsar sites in North Cornwall.

Locally Important Sites

POLICY ENV5:

1. Development proposals which would adversely affect, directly or indirectly, locally designated nature conservation sites, or the integrity or continuity of other landscape features of major importance to wild fauna or flora will only be permitted where:

(a) the reasons for the development clearly outweigh the decrease in nature conservation value;
(b) any damage to the nature conservation interest is minimised; and

(c) mitigating measures can be provided to manage remaining nature conservation features and secure habitat creation or enhancement elsewhere within the site or local area.

2. The locally designated nature conservation areas and sites where this policy will apply are the Areas of Great Scientific Value, Cornwall Nature Conservation Sites, Regionally Important Geological/ Geomorphological Sites, and Local Nature Reserves and are defined on the Proposals Map and Insets.

5.55 In addition to nationally and internationally important nature conservation sites, there are many other areas within the District which have wildlife or geological value. These include Local Nature Reserves (LNRs), which is a statutory designation, and Areas of Great Scientific Value (AGSV). AGSVs are defined in the Structure Plan as areas around important and sensitive sites which facilitate movement of wildlife, maintain the richness and variety of the natural environment and highlight general areas of nature conservation value. The boundaries of the AGSV were originally defined in the Countryside Local Plan and are carried forward in this Local Plan.

5.56 Other locally important nature conservation sites have been identified as Cornwall Nature Conservation Sites (CNC Sites) and Regionally Important Geological/Geomorphological Sites (RIGS) by the Cornwall Wildlife Trust and Cornwall RIGS Group respectively. CNC Sites are identified as the prime areas of nature conservation significance in Cornwall and are considered to be of at least county importance. CNC Sites have been selected from the total nature conservation asset base of the County in the light of knowledge gained from systematic and extensive countywide habitat and species surveys, and by the application of nationally recognised site assessment criteria including naturalness, diversity, variety and fragility. RIGS are sites of geological or geomorphological interest considered worthy of protection for their earth science importance. Although there are no rigidly imposed national criteria and procedures in selecting RIGS, some broad themes are becoming widely accepted and used. These themes are the value of the site for education, scientific research and study, and its historical and aesthetic importance at the regional level.

5.57 These sites and areas are important habitats and will be protected from adverse development. However where the benefits of a development are considered to clearly outweigh the loss in the nature conservation value of a site or where the damage to nature conservation interest is minimised by, for example, the imposition of conditions, such proposals will be permitted. If properly managed, natural habitats may also be able to co-exist satisfactorily with other activities and the changes that development brings about.

5.58 Where it is not practical to retain any elements of the natural habitat within a development site, the Council will seek a planning obligation to secure habitat creation or enhancement elsewhere within the locality. Where applicable, important nature conservation and geological features will be incorporated within the overall design of a site.

5.59 Policy ENV5 also recognises that locally designated sites and areas are not the only

places of nature conservation value. Hedges, stone walls, linear tree belts, plantations and small woodlands, semi natural or ancient woodlands, green lanes, river corridors, canals, lakes, reservoirs, small wetlands, ponds, streams, scrub areas, culm grasslands, roughlands, coastal cliff, grassland, heathland and woodland mosaics are often very important features at a more local level and contribute a great deal to the character of the District. These natural features often function as wildlife corridors providing links between important ecological sites. The Council will seek opportunities to consolidate and enhance these features and will require sensitive landscaping, management and habitat creation or enhancement in association with approved development where appropriate.

Management of Nature Conservation Interests

POLICY ENV6:

The Council will encourage the management of landscape features which are of major importance for wild flora and fauna, including the creation of new habitats and provision for public access where appropriate, by:

(a) imposing conditions and seeking planning obligations in relation to development proposals; and
(b) measures such as establishing Local Nature Reserves and entering into management agreements with landowners.

5.60 The Council will use its powers to encourage landowners and statutory undertakers to manage or create new habitats by imposing conditions or seeking planning obligations when granting planning permission. Appropriate management is an essential part of the retention of wildlife habitats.

5.61 Nature has aesthetic value as well as providing for scientific study, leisure pursuits and education. It is important that this human enjoyment of wildlife is catered for provided that it is not detrimental to the protected site. For example, it may be possible for development proposals to be designed so that wildlife and geological features can be viewed from pedestrian footpaths or informal public open space. The Council will endeavour to ensure that the public have access to sites of importance for nature conservation providing wildlife interests are not harmed. Wherever possible access for the disabled should be provided.

5.62 LNRs can be designated on sites which are of special value locally where the Council has jurisdiction and a legal interest in the land. However LNRs can be managed by private owners subject to a management agreement. Bude Marshes is a 5 hectare site important for birds and was the first LNR to be designated in Cornwall. The Bodmin Beacon LNR was designated in 1994.

Protected Species

POLICY ENV7:

DEVELOPMENT proposals which are likely to result in unacceptable harm to a statutorily protected plant or animal species or its habitat will not be permitted unless the protection of the species can be secured through a condition or planning obligation.

5.63 Certain plants and animals, including all wild birds and bats, are protected under the Wildlife and Countryside Act 1981. In addition, badgers are protected under their own legislation. Whilst it is an offence to kill, injure and sometimes disturb these species, development proposals may affect habitats. It is important therefore to protect these species through additional controls on development. For example, in considering proposals for the re-use of rural buildings under Policy ECN8, a survey should be undertaken by or on behalf of the applicant to establish whether bats or barn owls are using this favoured habitat.

5.64 When considering relevant development proposals, the Council will consult wildlife conservation bodies and take account of their expert advice as part of the decision making process. These bodies may suggest suitable mitigatory measures such as, for example, the provision of alternative nesting and roosting sites or control over the timing of works, to protect species. However, exceptionally, a development of national importance for which there is no other suitable alternative location may override the need to protect habitats and species.

Trees and Woodland

POLICY ENV8:

Development proposals which would destroy or damage a tree or woodland protected by a Tree Preservation

Order, or identified as an Ancient Woodland, will not be permitted unless:

(a) the benefits of the development outweigh any loss of public visual amenity provided by the protected tree(s), or the ecological value of an Ancient Woodland; or

(b) the removal of the tree(s) is in the interests of good forestry practice.

5.65 The Council has the power under Town and Country Planning legislation to protect trees by making Tree Preservation Orders (TPOs). These can be applied to individual trees, groups of trees or woodlands, that contribute to public amenity. This protection does not imply that no work can be carried out to such trees but prior approval must be sought. Consent will not be forthcoming if the trees are healthy and their amenity value is likely to be affected unless they are a threat to property or cause excessive shade and require thinning. Exceptionally, consent will be given to allow a development which will be of benefit to the local economy or community. Whenever trees which are the subject of TPOs die or are felled with consent, replacement planting is generally required. The Council takes seriously the offence of contravening a TPO and will prosecute in appropriate circumstances.

5.66 It is neither realistic or appropriate to serve TPOs to protect all trees throughout the District and therefore only in certain circumstances are trees protected. The most common situation where trees come under threat is to cater for development. In such cases a TPO may be served prior to planning applications being decided, to provide temporary and immediate protection to the trees during the planning process. If found to be appropriate, the TPO will be confirmed. In most other situations, intentions to fell are not known to the Council in advance. The Council relies upon the vigilance and co-operation of members of the public to report threats to significant trees and will investigate such reports to determine whether the trees are threatened and merit future protection.

5.67 Similar considerations will apply to ancient woodlands, which are defined as those with continuous tree cover since at least 1600 AD, having only been cleared for underwood or timber production. As these areas have landscape value and are important nature conservation sites, supporting a diverse community of wild plants and animals it is essential to protect as much as possible remaining ancient woodland. Indeed most ancient woodlands are designated as CNC Sites whilst some are SSSI.

5.68 Trees within conservation areas are statutorily protected and any proposals affecting them will be considered in relation to Policy ENV13. Notable landscape features, particularly trees and hedgerow which do not enjoy statutory protection, should be retained and integrated into new development in accordance with Policy DVS2 in the Development Standards chapter.

5.69 Tree felling licences are issued by the Forestry Commission, after consultation with the Council. This opportunity to comment is especially important in the designated landscape areas where the environmental consequences of felling trees can be the most serious. Trees take many years to replace, they support other plants, improve the local climate and provide variety in the landscape. The Council recognises that trees can be a commercial crop which need to be felled and replanted and the Council will negotiate with the Forestry Commission to ensure that felling is carried out which minimises the effect on the landscape. Structure Plan Policy ENV7 seeks to protect trees and woodlands for their nature conservation and landscape value.

5.70 The protection of existing trees is backed by positive action, in the form of grant aid from the Forestry Commission and the Ministry of Agriculture, Fisheries and Food, which encourages new trees to be planted. In addition, there are a number of local funding initiatives for amenity tree planting. Proposals for broadleaf woodland of local provenance are generally welcomed in terms of visual appearance and the habitat which they provide for indigenous species of flora and fauna.

The Water Environment

5.71 There is increasing concern for the protection of the water environment which serves as a source of water, provides essential wildlife habitats, is an important recreational resource and adds to the character of the District. Although responsibility for the protection of the water environment lies primarily with the Environment Agency, the planning system, through the control of development has an important role to play in assisting its work.

Water Quality

POLICY ENV9:

Development proposals on land associated ecologically with coastal waters, estuaries, river systems or groundwater will only be permitted where they will not have an adverse impact on the water environment and in particular will not result in pollution to watercourses or groundwater.

5.72 Development will not be allowed which the Council, in consultation with the Environment Agency, considers likely to increase the risk of pollution and/or a deterioration in water quality. Maintaining or enhancing the water quality of rivers, coastal waters, canals, lakes, ponds and other watercourses is important in order to protect a wide range of uses. Deteriorating water quality can affect the supply of water for domestic, industrial and agricultural uses. It can also have an adverse effect on nature conservation, fisheries and recreation. The effects of pollution, especially to groundwater, can be difficult, expensive and prolonged to remedy. The pollution of groundwater can be prevented by controlling activities such as the disposal of effluent in soakaways, landfilling of unsealed sites over permeable bedrock, or inappropriate storage of chemicals.

5.73 Where estuaries and coastal waters are adversely affected by sewage discharges, the Council will restrict developments in settlements when requested by the Environment Agency and/or South West Water Services Ltd. The Council will also seek to influence a reduction in the number of crude sewage discharges along the coastline.

Flood Risk and Prevention

POLICY ENV10:

Development proposals will not be permitted where they would be at direct risk from flooding or likely to increase the risk of flooding elsewhere or obstruct the flow of flood waters unless appropriate flood protection measures can be undertaken.

5.74 In addition to the landscape and nature conservation importance of many areas of the flood plain, they all perform a balancing role in the storage of flood water to prevent overspill in other areas of the river system where the effects on the built environment may be more serious. The coastal and inland flood risk issue will become increasingly important given the expected sea level rises, possible increases in storm severity and changes in weather patterns arising from predicted global climate changes.

5.75 Development proposals can have significant implications for flood risk. Impermeable surfaces caused by new development will increase the rate of surface water runoff and may cause problems further down the system when either natural water movements cannot accommodate the increased rate or when the existing infrastructure cannot cope with the increased load. Within river and coastal flood plains new development will be liable to flooding. It may also increase the risk of flooding elsewhere by reducing the storage capacity of the flood plain and impeding flood flows. Similarly, any culverting of water courses may also create flooding problems.

5.76 Where there is a potential flooding effect and the Council considers that if it was not for this effect planning permission could be granted, the applicant will be advised accordingly. The onus is then on the applicant to investigate, design and submit his proposals to alleviate the unacceptable flood risk arising from the development. Developers should discuss their proposals with the Environment Agency at an early stage.

5.77 Specific flooding problems exist in Bodmin, Boscastle and Lanivet and further advice on these settlements is contained in Part 2 of the Plan.

5.78 The Council will consult the Environment Agency where it is suspected that a development proposal may be at risk from flooding or increase the risk of flooding elsewhere. In all cases, where drainage or flood prevention works are required to service a development, the Council will seek a planning obligation to ensure that the works are carried out at the developers expense.

Pollution Control and Public Safety

POLICY ENV11:

1. Development proposals will not be permitted where there could be an unacceptable risk to public health or safety due to:

(a) siting on or close to known or suspected contaminated or unstable land; or

(b) siting in the vicinity of installations involving the storage or handling of hazardous substances; or

(c) siting on land at risk from coastal erosion; or

(d) siting near to existing installations that are authorised or licensed under pollution control legislation.

2. Proposals for the development of installations handling or storing hazardous substances and other potentially polluting development will only be permitted where there is no unacceptable risk to public health or safety or significant adverse effect on the existing or future use of nearby land or on the wider natural environment.

5.79 Policy ENV11 has been framed with a view to minimising the various risks to public health and safety arising from contaminated or unstable land, hazardous installations, coastal erosion and polluting activities. The planning system has an important role to play in ensuring development is not located in proximity to sources of pollution or on sites which are not suitable for development. It can also determine the location of potentially polluting forms of development and hazardous substances so as to minimise their impact on local communities and the environment. In this way, risks to the health and safety of the public are minimised and industries and other activities are not faced with unreasonable additional constraints.

5.80 PPG23, 'Planning and Pollution Control' advises that pollution emanating from proposed development can be a material planning consideration. Pollution can arise from a variety of sources including particular industrial activities, waste storage and agriculture as well as from the construction of development itself. The Council will consult pollution control authorities in order to take account of the scope and requirements of the relevant pollution controls. Developments authorised or licensed under pollution control legislation should be sited away from people so as to avoid any risk to public health. Moreover, the siting of housing or other developments close to an existing pollution installation can lead to pressure for the imposition of very high standards of emission control at considerable expense to the industry involved. This financial burden may lead to the closure of a business and the loss of jobs.

5.81 The Government encourages the full and effective use of land which has previously been developed. However some of this land may have been contaminated by past industrial processes and other polluting activities, or is unstable as a result of, for example, past mining activities. Where land is suspected or known to be contaminated or unstable, new development will not be permitted unless it is demonstrated that the site is safe or that any problems have been adequately dealt with.

5.82 Certain substances when processed or stored in significant quantities can be a potential hazard to people in the vicinity in the event of explosion or escape. These operations are designated as notifiable hazardous installations. The siting of such installations is subject to planning controls aimed at keeping them separated from housing and other land uses for safety reasons. It is also necessary to ensure that hazardous development does not unnecessarily 'blight' suitable development land nearby. The Council will seek the advice of the Health and Safety Executive about the suitability of any development defined as a hazardous installation, or any development within the vicinity of an existing hazardous installation, to assess the level of risk to the surrounding population.

5.83 Coastal erosion is occurring at various locations and the Council has carried out coastal protection works at New Polzeath, Crooklets, Constantine Bay and Trevone. However, works of this nature are expensive and the Council wish to avoid allowing new development which could result in the need to pay for further protection works particularly where they affect key natural assets and natural coastal processes. The overall management strategy for the coastal defence of North Cornwall is set out in the Land's End to Hartland Point Shoreline Management Plan (July 1999).

5.84 The Council will require sufficient information to enable a sound planning decision to be made in relation to any development which may be a risk to public health and safety. The Council will therefore require a detailed technical appraisal of the site, together with its relationship to the surrounding area, and appropriate remedial, preventative or precautionary measures to remove or reduce potential problems in developing the site.

5.85 To overcome any potential problems with the development of a site, the Council may use conditions or planning obligations. For example, a planning condition or obligation may be used to limit the hours of operation, require lorry drivers to use or avoid particular routes, ensure the decontamination of the soil or the removal of chemicals and, where appropriate, secure the reinstatement of the land to the standards required for the agreed after use.

The Historic Environment

Introduction

5.86 North Cornwall contains a variety of attractive settlements, numerous fine historic buildings and a wealth of archaeological and historic sites. Together these contribute greatly to the overall character of the District and its distinctive sense of place. These sites are also important for the better understanding of the County's social, economic and architectural history.

5.87 Listed buildings are statutorily protected by the Planning (Listed Buildings and Conservation Areas) Act 1990. Under this legislation the Secretary of State for Culture, Media and Sport has the power to list buildings of special architectural or historic interest. The Council, therefore, is not directly responsible for the inclusion of any specific building on the list, but is charged with the responsibility for ensuring that the special character of a listed building is duly considered when determining any proposals which might affect the building or its setting.

5.88 Having recently been resurveyed, there are now approximately 3,250 listed buildings within North Cornwall which include churches, crosses, bridges, milestones, houses and cottages. The fixtures within the buildings and occasionally objects and structures in the grounds of the building also form part of the listing.

5.89 Conservation areas are described in the Planning (Listed Buildings and Conservation Areas) Act 1990 as "*areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance*". They depend upon more than just the quality of individual buildings but focus on the various constituent parts of a place, including the historic layout of property plots and thoroughfares; the particular mix of uses; the characteristic materials; appropriate scaling and detailing of modern buildings; the quality of advertisements, shopfronts and street furniture; and views into the area, along streets and between buildings. A list of all the existing conservation areas in the District is contained in Appendix 3.

5.90 Cornwall has a wealth of archaeological and historic sites ranging from prehistoric settlements and burial sites, stone circles and hillforts through to medieval crosses, holy wells and castles to the mines, harbours and chapels of the last 200 years. Centuries of human activity have created today's environment, the pattern of hedges and lanes, the farms villages and towns, and also the moorland and heaths, the ancient woodlands, the historic parks and gardens.

5.91 Cornwall's industrial heritage is of international importance. Outstanding too are the relict landscapes of the uplands, complete prehistoric settlements, field systems and ceremonial monuments dating back over 3000 years. Another special feature is the strong continuity from late prehistoric times, scarcely interrupted by Romans or Saxons, leaving the legacy of the Cornish language and placenames, and a pattern of settlement already ancient by the time of the Domesday survey.

5.92 Whilst the whole of the District is of historic importance, there are specific areas, sites and structures which merit special protection. These include scheduled ancient monuments, Historic Parks and Gardens and Historic Battlefields which are of national importance and Areas of Great Historic Value and Historic Settlements which are identified in the Structure Plan and are of at least County significance.

Listed Buildings

POLICY ENV12:

1. Development proposals involving the internal or external alteration, or extension, or change of use of a listed building or structure will only be permitted where they would not adversely affect its special architectural or historic interest, or its setting.

2. The demolition or partial demolition of a listed building will not be permitted unless:

(a) all reasonable efforts have been made to sustain existing uses or find viable new uses, and these efforts have failed; or

(b) the proposed redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from demolition; or

(c) it involves the removal of later, modern additions which are of no historic or architectural interest and where there is an overall improvement to the listed building or its setting.

The demolition of any Grade I or Grade II* building will be wholly exceptional and require the strongest justification.

3. Where the demolition of a listed building is permitted to make way for new development, the Council will impose a condition ensuring that demolition does not take place until a contract for carrying out the works of redevelopment has been made and planning permission for those works has been granted.

4. Development proposals for the erection of a new building or other structure, or the use of land, will not be permitted where this would adversely affect the character or appearance of a listed building or its setting.

5.93 Government advice in PPG15, 'Historic Buildings and Conservation Areas', requires that local authorities have special regard to the desirability of preserving listed buildings and their settings. This does not mean that listed buildings cannot be altered or extended. However alterations and extensions to listed buildings need to be carefully handled. Alterations and extensions should avoid disturbing valuable historic features such as timber framing and must keep the character of the original building generally undisturbed. All new work should be sympathetic in scale, colour, materials, texture, form and detail with the existing building. Annex C to PPG15 provides more comprehensive guidance on the suitability of alterations to listed buildings. The Council will be guided by this advice in considering the acceptability of applications for listed building consent and owners are urged to ensure that they, or their professional advisors, are conversant with the relevant information before making an application.

5.94 As well as alterations and extensions, smaller modern additions can also have a damaging effect on listed buildings. Satellite television dishes, and replacement windows and doors using modern materials, often conflict with the character of the building and are unacceptable.

5.95 The best use of an historic building will usually be the use for which it was originally designed. However, patterns of economic activity inevitably change over time and not all original uses remain viable or even appropriate. For many such buildings, the only way that their survival can be ensured is to allow their conversion for a suitable new use. However, unsympathetic conversions can lead to the loss of the very features and character which make the building of particular interest. The aim therefore should be to identify the optimum viable use that is compatible with the fabric, interior and setting of the historic building. A flexible approach to car parking and other planning considerations could also help to ensure the preservation of the building.

5.96 English Heritage have issued a policy statement on the 'Conversion of Historic Farm Buildings' in which they note that residential conversions are frequently destructive to the character and historic importance of such buildings. Such a development proposal would not comply with Policy ENV12 and would therefore not receive listed building consent.

5.97 Government advice states that it is in practice almost inconceivable that consent to demolish a Grade I or Grade II* building would ever be granted. Indeed PPG 15 makes clear that consent should not be given for the total or substantial demolition of any listed building without convincing evidence that real efforts have been made to sustain existing uses or find viable new uses, and these efforts have failed; that preservation in some form of charitable or community ownership is not possible or suitable; or that redevelopment would produce substantial benefits which would decisively outweigh the loss resulting from demolition. Proposals resulting in the complete or partial demolition of a listed building must address the following considerations:

- the condition of the building, the cost of repairing and maintaining it in relation to its importance and to the value derived from its continued use;

- the adequacy of efforts to retain the building in use; and

- the merits of alternative proposals for the site.

5.98 Most historic buildings remain capable of a beneficial use. With a little imagination there are few buildings that cannot be sympathetically adapted to modern needs. Arguments for demolition based on the dilapidated condition of a building are generally the result of neglect of normal maintenance procedures and seldom stem from any inherent structural problem. The owner of a listed building has an obligation to ensure that the building is maintained in a sound condition. In addition, the Council has the power to serve a Repairs Notice on any owner who deliberately neglects a listed building.

5.99 There are occasions, however, where structures of no architectural or historic merit are covered by the listing of an historic building. In these circumstances, demolition may achieve a visual improvement or contribute to enhancing the character of the main historic building.

5.100 Where demolition or alteration is proposed the Council will require the applicant to provide an accurate, detailed survey of the building or structure which, together with before and after plans, will form the basis for determining the application. A copy of the survey should be deposited in an appropriate County archive, normally the County Record Office or the Cornwall Archaeological Unit.

5.101 Following the guidance in PPG15, the Council consults various bodies and organisations such as the Ancient Monuments Society, the Georgian Group and English Heritage when considering proposals that involve the partial or complete demolition of a listed building. Where listed building consent for demolition is to be granted, the Secretary of State for Culture, Media and Sport is notified for formal ratification. In the rare instances that demolition is considered acceptable, a condition will be imposed to ensure that demolition does not take place until a contract for the carrying out of works of redevelopment has been made and planning permission for those works has been granted.

5.102 The setting of a listed building is a vital part of its character especially if a garden or grounds have been laid out to complement its design or function. The Council will therefore consider carefully any proposals for development that might have an influence upon a listed building. Outline planning applications will not be acceptable in these situations and submission of details showing the design, siting and materials of proposals is required. Although the setting of a building may be limited to ancillary land, it may also include land some distance away depending on the specific character of each site. In many attractive streets and settlements, the setting of individual listed buildings owes its character to the harmony produced by a particular grouping of buildings and to the quality of the spaces between them. Proposals for development in such areas require careful appraisal, even when the development would affect a building or space that itself is neither listed or immediately adjacent to a listed building.

Conservation Areas

POLICY ENV13:

1. In considering development proposals in conservation areas, the Council will give priority to the preservation or enhancement of the character or appearance of the area.

2. The demolition or partial demolition of a building which makes a contribution to the character or appearance of a conservation area will not be permitted unless:

(a) all reasonable efforts have been made to sustain existing uses or find viable new uses, and these efforts have failed; or

(b) the proposed redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from demolition; or

(c) it involves the removal of later, modern additions which are of no historic or architectural interest and where there is an overall improvement to the building or its setting.

3. Where the impact of demolition would harm the appearance of the conservation area, the Council will impose a condition ensuring that demolition does not take place until a contract for the carrying out of works of redevelopment has been made and planning permission for those works has been granted.

4. Development proposals within, or outside but affecting, a conservation area will only be permitted where:

(a) they respect the areas special architectural and historic interest and the siting, scale, form, proportions, colour and materials of any new or altered buildings or advertisements are in keeping with the character or appearance of the area; and

(b) they do not result in the loss of open spaces, including garden areas, which by their openness, make a valuable contribution to the character or appearance of the area, or allow important views into or out of the conservation area; and

(c) they do not create additional traffic, noise or other nuisance that would adversely affect the character or appearance of the area.

5. Development proposals in a Conservation Area will not be permitted where they would result in the loss of trees, hedgerows or other features which are important to the character or appearance of the area. Any new tree planting or other landscaping work, including surfacing and means of enclosure, should be in keeping with the character or appearance of the area.

5.103 In conservation areas, the emphasis is on controlled and positive management of change rather than the prevention of all new development. The area must remain alive whilst ensuring that any new development enhances local character. Designation gives additional control over demolition and minor development and the protection of trees.

5.104 In considering applications for demolition, account will be taken of the part played in the architectural or historic interest of the area by the building and the wider effects of its demolition on the character of the surrounding area. Buildings which make a positive contribution to the character or appearance of a conservation area should be retained. Proposals to demolish such buildings will be assessed against the same broad criteria as proposals to demolish a listed building as set out in paragraph 5.97. Where demolition is considered acceptable, a condition may be imposed to ensure that a contract for carrying out the works of redevelopment has been made and planning permission for these works has been granted. This action will avoid the creation of unsightly vacant sites by preventing demolition taking place far in advance of redevelopment.

5.105 New development should not necessarily imitate earlier styles but must reflect the special architectural and visual qualities of the area so that it makes a positive contribution or leaves its character and appearance unharmed. New development must therefore respect its historic context in volume, scale, form, materials and quality. Materials should be appropriate to the location and sympathetic to existing buildings. Siting and layout should normally follow the established pattern of development. Changes of use to land or buildings should also respect the character of an area. For example, development should not generate levels of traffic, parking, noise, or environmental problems which would be detrimental to the character and appearance of the area. All these considerations will also apply to development proposals adjacent to or affecting the setting of a conservation area. As with listed buildings the setting of a conservation area is important to its character and integrity.

5.106 The variety of spaces in a conservation area, whether they are gardens, roads or harbours may be particularly important to its character since they are often emphasised by narrow entrances to streets, varied building lines and dense terraced housing. Spaces also allow areas to be viewed and this is the single most important method of appreciating physical character. Important spaces and views in conservation areas will therefore be protected. Similarly existing trees, hedgerows and other notable natural and man-made features which contribute to the character of the area will also be protected.

5.107 To ensure that proposals comply with the above policy, it is important to consider the more detailed aspects of development. Outline planning applications are not acceptable and submission of details showing the design, siting and materials of proposals is required.

5.108 Sympathetic landscaping, both hard and soft, should be used to create or improve the quality of spaces within a conservation area where appropriate to the context. Planting schemes, hard surfacing and street furniture

should be designed to complement their surroundings with use made of features appropriate to the locality rather than nationally uniform styles and plant species. The distinction between footway and carriageway generally should be retained and enhancement proposals should always be informed by historic research to determine the traditional types of materials for paving. Every effort should be made to retain historic, or re-introduce, traditional surfaces. Environmental improvements can also be achieved through the removal of negative factors, such as obtrusive hoardings and unsightly poles and overhead wires. Sensitive environmental enhancement schemes have been implemented or are planned for a number of the conservation areas in the District as indicated in Part 2 of the Plan.

5.109 Conservation area statements have been prepared for 18 of the District's 29 areas and have been adopted as supplementary planning guidance. These define the special character of each area and register the most important considerations in their preservation or enhancement. Other practical advice on the maintenance of properties and good design is available in the North Cornwall Design Guide which will be treated as supplementary planning guidance. Financial assistance may be available from English Heritage, the Heritage Lottery Fund and the District Council for the repair and restoration of specific buildings or areas through either area-based regeneration initiatives or a grant from the Historic Buildings Fund.

Archaeology and Historic Resources

Sites of Archaeological or Historic Interest

POLICY ENV14:

1. Development proposals affecting nationally important archaeological remains, whether scheduled or not, and their settings, will not be permitted unless:

(a) there will be no significant damage to, or adverse effect on, a site or its setting; and

(b) the development can be controlled through the use of conditions or planning obligations to ensure the remains are preserved in-situ.

2. Development proposals which adversely affect locally important archaeological sites or remains identified as a result of a prior archaeological investigation will only be permitted where:

(a) physical preservation in-situ is not feasible in conjunction with the proposed development and the importance of the development clearly outweighs the case for preservation of the remains; and

(b) satisfactory arrangements are made for the investigation and recording of the remains before or during development.

3. In Areas of Great Historic Value, Historic Settlements and all other locations where there is evidence to suggest that significant remains may exist on the site of a proposed development the extent and importance of which are unknown, applicants will be requested to carry out an archaeological evaluation of the proposal before the planning application is determined. The Areas of Great Historic Value and Historic Settlements are defined on the Proposals Map.

5.110 All known archaeological sites are included in the Cornwall and Isles of Scilly Sites and Monuments Record (SMR) and graded according to importance. Scheduled Ancient Monuments are of national importance and graded 'S'. Other sites of similar quality or significance, but which are not yet scheduled, are graded as 'A' sites. Sites of county or local importance are graded 'B' and sites of minor importance 'C'. Only around 425 of the 10,150 sites are scheduled monuments with the remaining relying on planning policies for their protection. English Heritage recognise this is unrepresentative of the resource and a large number of sites are therefore likely to be scheduled during the plan period.

5.111 Scheduled Ancient Monuments are afforded specific protection by the need to obtain Scheduled Monument Consent for any work affecting them. This is separate from, and additional to, the need to obtain planning permission. The Scheduled Ancient Monuments in North Cornwall include burial grounds, stone

circles, ancient villages, castles, crosses, bridges and mine engine houses.

5.112 The greatest concentration of monuments are found on Bodmin Moor where, apart from low key agricultural operations and piecemeal mineral workings, the area has remained relatively undisturbed for many centuries and prehistoric and medieval landscapes have survived relatively intact. On Bodmin Moor, uniquely, it is possible to see entire settlements with their field systems and areas for grazing and funerary and ceremonial monuments. It is also possible to study the relationship between settlements and to consider ways in which large tracts of the uplands were organised and exploited in the prehistoric and medieval period. Only in a very few upland areas in the west of Britain is this possible and the archaeology of Bodmin Moor is of the greatest significance.

5.113 PPG16, 'Archaeology and Planning' establishes a presumption in favour of physically preserving nationally important archaeological remains, whether scheduled or not, and their settings. Development proposals which alter or damage a Scheduled Ancient Monument or a grade 'A' site will not be permitted. A proposal will be considered to have an adverse impact upon the setting of a nationally important archaeological site, only when the development physically interferes with its surroundings, resulting in detraction of its archaeological or historical context. Therefore, development proposals will be permitted where such sites and their setting are not harmed and the remains can be preserved in situ.

5.114 Locally important sites also merit protection. However there may be cases where the benefits of allowing a development outweigh the importance of preserving archaeological remains. Where physical preservation in situ is not possible, the developer will be required to submit a written scheme for archaeological investigation and recording work to the satisfaction of the Council, who will liaise closely with the County Archaeologist. This work will normally be carried out before the development commences. The Council may refuse planning permission in cases where developers do not seek to record, protect or accommodate archaeological remains.

Areas of Great Historic Value

5.115 Structure Plan Policy ENV2 and Proposal ENVB identifies Areas of Great Historic Value (AGHVs) where it is possible to study the relationship of sites to each other and to view the complexes in their original landscape settings. As well as the numerous recorded sites, these are areas of high archaeological potential which might also be expected to contain significant traces of other unrecorded sites and features buried beneath the present ground level. The boundaries of these areas were defined in the Countryside Local Plan and are now carried forward in this Local Plan. In addition, following reconsideration of the criteria for selection, the Cornwall Archaeological Unit have identified further AGHVs which have been incorporated into the Local Plan. The Bodmin Moor AGHV has been extended while additional areas have been designated at Kit Hill and along the coast between Trebarwith and Boscastle and around the Camel Estuary.

5.116 In considering development proposals in AGHVs, it will therefore be necessary to consider the archaeological potential of the affected area as well as the impact on any known sites. Large scale developments in AGHVs should normally be preceded by an archaeological assessment and evaluation.

Historic Settlements

5.117 Structure Plan Policy ENV3 and Proposal ENVC draws attention to the archaeological significance of the following 10 settlements in the District which developed as important centres in the medieval period and retain many features and much of their character from that time:

Bodmin
Boscastle
Camelford
Kilkhampton
Launceston (including St Stephen by Launceston and Newport)
Padstow
Stratton
Tintagel
Wadebridge
Week St Mary

The boundaries of these areas were defined in the Countryside Local Plan and are now carried forward in this Local Plan.

5.118 The significance of Historic Settlements lies in the features that may be found below ground and because of this the Cornwall Archaeological Unit will be consulted on all proposals which involve building or engineering works below existing ground level. Although the fabric of towns will, in most cases, be largely post-medieval, the street plan and plot boundaries often fossilise the medieval pattern of streets and burgage plots. To retain the character of the settlements, new development

should recognise this fact and incorporate and reflect the historic layout wherever possible.

5.119 In considering proposals within Historic Settlements, particular regard should be paid to the impact of the development on the buried layers of a site and the fabric of the historic buildings. This is rarely known in advance, and is difficult to predict with certainty. Policy ENV14 sets the framework for prior archaeological evaluation to assess the impact of development proposals. This information can then be used to suggest ways in which the impact of a development could be minimised, and to indicate the level of additional recording which may be necessary if the development proceeds.

5.120 Where there is reason to believe that significant archaeological remains exist on sites proposed for development, particularly within AGHVs and Historic Settlements, but where their extent and importance are uncertain, the Council will request the developer to make provision for a desk assessment or rapid field evaluation to be carried out to provide the information on which to base a planning decision. With the detailed information from careful evaluation, potential conflicts between the proposals of the developer and the need to conserve archaeological features can often be reduced by careful re-siting or re-design of buildings and structures and by alternative foundation design.

The Archaeological Landscape

POLICY ENV15:

Development proposals will not be permitted where they would adversely affect the character, appearance or setting of Areas of Great Historic Value, Historic Parks and Gardens and Historic Battlefields.

5.121 Within AGHVs, Historic Parks and Gardens and Historic Battlefields particular care should be taken to safeguard the character and distinctiveness of the landscape itself, which may be little changed from medieval or prehistoric times.

5.122 Historic Parks and Gardens and Historic Battlefields, which are non-statutory designations registered by English Heritage, are an essential part of the nation's heritage. There are currently six Historic Parks and Gardens in the District, these being found at Lanhydrock, Pencarrow, Lamellan, Prideaux Place, Werrington Park and Penheale Manor. The site of the civil war battle of Stratton is included in the Historic Battlefield Register.

Implementation and Monitoring

5.123 As this chapter is primarily concerned with the protection of the District's natural and man-made resources, the preceding policies will be implemented primarily through the development control function of the Council and will be reflected in the Council's decisions on individual planning applications.

5.124 The North Cornwall Heritage Coast and Countryside Service has pursued numerous initiatives designed to look after the environmental resources of the area and increase public appreciation and enjoyment of the area's qualities. The work of this Service together with the activities of the other statutory and non-statutory bodies involved with countryside management in the District will continue to be an essential complement to planning policies.

5.125 Furthermore the Council's initiatives in supporting conservation through area-based regeneration initiatives, Historic Building Grants and environmental schemes are all important means of achieving environmental objectives.

5.126 To properly monitor the effectiveness of all policies, a state of the environment report will be produced as a baseline for monitoring, and policy performance measures established wherever possible. It will be necessary to monitor the extent, character and condition of nationally and locally designated landscapes, habitats, and historic or archaeological features as well as the wider environment outside designated areas. The county-wide landscape assessment undertaken on behalf of the former Countryside Commission provides an important starting point for this work and specific attention will be paid to monitoring:

- the loss of greenfield land to development;
- development proposals that affect designated areas;
- changing patterns of land use;
- the condition of designated sites and buildings;
- the take-up and effects of environmental grants;

- loss of hedges to agriculture and development; and

- the restoration and re-use of derelict or semi-derelict land for development purposes

6. SERVICES AND FACILITIES

Introduction

6.1 This chapter is concerned with the planning issues relating to commercial, recreation and community services and facilities and sets out the Council's approach and policies for:

- maintaining the vitality and viability of town centres;
- the provision of the main types of shopping facilities throughout the District;
- the provision of sports, recreation and cultural facilities; and
- the planning issues relating to the development of education, social and community services.

6.2 The policies in this chapter provide specific guidance on the development of services and facilities but do not repeat, and therefore duplicate, other general policies notably in the Environment and Development Standards chapters. For example, all developments need to fit in well with their surroundings (having regard to siting, scale, design, materials and landscaping) and be in harmony with the local environment (taking account of noise, traffic and other potential disturbance to amenities) and these issues are addressed by the Development Standards policies.

6.3 Any proposal for the development of services and facilities will be assessed in relation to the relevant policies in:

- the Structure Plan;
- this chapter;
- other chapters in Part 1, particularly the Environment and Development Standards;
- the settlement statement in Part 2 where applicable;

and other material considerations.

Strategic Context

6.4 National planning policy guidance relating to services and facilities is contained primarily in PPG6, 'Town Centres and Retail Developments' and PPG17, 'Sport and Recreation'.

6.5 PPG6 emphasises that the planning system should continue to facilitate competition between different types of shopping provision, by avoiding unnecessary regulation of shopping development, while taking account of the important contribution retail activity can make to securing the vitality and viability of town centres and of villages. It also provides positive support for town centre management, stresses a suitable balance in providing for retail development between town centre and out of centre facilities, and emphasises the role of existing centres and local shops as a method of reducing travel and consequently polluting emissions.

6.6 PPG17 recognises that part of the function of the planning system is to ensure that adequate land and water resources are allocated for both organised sport and informal recreation. It also stresses that local plans provide the appropriate context in which to assess the needs of the local population, identify deficiencies in the provision of public open space, encourage the development of suitable sites for additional sport and recreation facilities and ensure that provision is properly co-ordinated with other forms of development. It also points out that open space and other land with recreational or amenity value should be protected.

6.7 The Cornwall Structure Plan sets out the strategic framework for shopping, recreation and community services. It is particularly concerned with ensuring that all sections of the population have adequate access to a range of services and facilities. The approach to shopping and town centres in the Structure Plan is based on:

- the provision of a range and choice of shopping facilities which are available to all sectors of the population;
- the retention of the vitality and viability of town centres for shopping and other activities;
- that shopping development should be located so as to minimise the length of journeys, in locations accessible by public transport; and
- the maximisation of employment opportunities in the retail industry.

In addition, the Plan advocates the retention of existing open spaces and the provision of recreational facilities and community services

related to anticipated levels and distribution of population growth.

Local Plan Objectives

6.8 The main role of the Local Plan in relation to services and facilities is to support their provision by protecting existing resources and seeking to provide an adequate supply of sites and premises in locations which are accessible to all sections of the community.

6.9 The policies in this chapter have been developed to achieve the following objectives:

- to sustain and enhance the vitality and viability of the town centres;
- to support the provision of the best possible range and choice of shopping facilities in each of the towns;
- to maintain and if possible increase present levels of shopping facilities in the smaller settlements including village shops;
- to retain existing open space and other sport and recreational facilities;
- to encourage improvements to the quality and range of sport and recreational facilities for all sections of the community;
- to encourage and where appropriate, provide for the development of education, social and community services to meet the needs of the local population.

Town Centres and Retail Developments

Introduction

6.10 The District's shopping facilities can be described in terms of a 'hierarchy' from town centres that provide the main shopping facilities through to local and village shops. In planning terms it is essential to meet the shopping requirements of the District's residents and visitors without disadvantaging any sector of the community or affecting the vitality and viability of any of the existing centres or facilities.

6.11 Over the last 20 years retailing has changed radically with a trend towards larger stores, often outside traditional shopping centres, which offer a wide range of merchandise at lower cost with convenient car parking. North Cornwall has been affected much later than the more densely populated areas because of the relatively small and dispersed nature of the population. However, there has been a rapid growth of supermarkets over recent years which to date has generally complemented town centre facilities.

6.12 New supermarkets outside town centres have been developed or approved in Bodmin, Bude, Launceston, Padstow and Wadebridge over the last 10 years. The development of retail warehouses trading in non-food goods (eg. DIY, carpets and furniture) has not mirrored the growth in the food sector, with Bodmin containing the only large edge of town DIY stores. It has generally been necessary to accommodate developments outside the town centres because of the lack of suitable sites in the centres and the need to increase the range of retail choice in each town to maintain competitiveness with other towns in the area.

6.13 Due to the competing attractions of the retailing centres of Truro, St Austell, Newquay and Plymouth, together with the level of existing retailing commitments it is anticipated that there will only be limited potential for further large scale retail development during the first half of the plan period. Furthermore the level of convenience store provision has reached the point in most towns where further developments away from town centres are likely to be detrimental to the vitality and viability of the main centres. There may however be greater potential for non-food retail warehouse developments.

Town Centres

6.14 Within North Cornwall the centres of the six towns provide the main shopping and community facilities. No one centre dominates the District with each serving its local catchment area. The town centre is vital to the town's population and its surrounding hinterland not only as a market place for retailing but also as a focus for arts, culture and entertainment, a business and service centre, a place of civic pride and a magnet for community interaction. However, town centres are threatened with decline if retailers continue to opt for out of town centre sites where access by car is easier and where there are large sites available at lower cost allowing space for adjacent parking. It is important, therefore, that the town centres are positively managed to keep them attractive, safe and accessible, and ultimately to retain their competitive edge. The Council will promote and enhance the town centres by pursuing a variety of measures including:

- the adoption of planning policies that encourage appropriate commercial development, redevelopment and change of use and seek to improve the choice and quality of facilities;

- supporting traffic management measures to reduce the conflicts between pedestrians and vehicular traffic together with environmental improvements such as new floorscapes, better street furniture and planting so as to attract shoppers and visitors;

- encouraging the provision of good access for those who use public transport;

- retaining and where necessary improving facilities for car parking; and

- establishing forums in each town which bring together all relevant interests to develop management strategies for enhancing the vitality and viability of the town centres.

6.15 Traffic management, environmental enhancement and car parking issues are addressed further in the chapter on Transport and Utilities. Where specific proposals are put forward, then policies are set out in Part 2 of the Plan in relation to individual towns.

6.16 The success of each town centre will be greatly enhanced if constructive partnerships can be established between the relevant public agencies, residents, retailers, landowners and investors. Together, these parties can review and help determine priorities across a range of issues from traffic management and environmental schemes to street cleaning services, crime prevention and promotional events.

Primary Commercial Areas

POLICY SAF1:

1. Proposals for shopping, office, leisure, public service and residential uses in Use Classes A, B1, C3 and D will be permitted within the Primary Commercial Areas shown on the Proposals Map Insets where:

(a) there is no overall loss of car parking facilities for short stay visitors to the town centre; and

(b) the scope for a comprehensive scheme which will widen the range of shopping and other town centre facilities is not compromised by piecemeal development.

2. Proposals for new residential development and change of use from commercial to residential use at ground floor level in the Primary Commercial Areas will not be permitted where they are likely to undermine the vitality of commercial activity elsewhere in the defined area.

6.17 To consolidate and reinforce town centre activities 'Primary Commercial Areas' have been identified in the six towns. These areas form the heart of the shopping centre and contain the main concentrations of shops and other town centre activities. Within these areas, priority will be given to promoting a lively mix of shopping, office, leisure, public service and residential uses.

6.18 The future success of each town centre will depend heavily on the availability of convenient car parking facilities for users of town centre facilities. There will therefore be a strong presumption against existing car parks being developed for other uses. However, if the development will contribute to the vitality of the town centre and if suitable alternative parking provision is made, proposals to develop a car park will be favourably considered. Where there is a shortage of car parking, attempts will be made to encourage further car parking within or adjacent to the town centre in conjunction with the Town Council and business community, provided it does not have a detrimental effect on the local environment.

6.19 Within or on the edge of a town centre, there may be opportunities to comprehensively develop or redevelop relatively significant areas of vacant or underused land and lower quality buildings. These sites may have the potential for developments which widen the range and quality of shops in the town centre, improve the environment and defuse pressures for development on the edge of towns. Where there are such opportunities within a Primary Commercial Area, the Council will not permit piecemeal developments that undermine the scope for a more comprehensive approach to development or redevelopment.

6.20 Pockets of housing at ground floor level can dilute the retail nature of the street which discourages shoppers and undermines the vitality of parts of the town centre. Proposals for

residential development and change of use at ground floor level will therefore not normally be permitted in the Primary Commercial Area. However changes of use to residential may be permitted where, for example, the proposal ensures the retention and improvement of a building of architectural or historic interest, or it is not likely to undermine the vitality of commercial activity elsewhere in the town centre.

Use of Upper Floors above Shops and Offices

POLICY SAF2:

Proposals to use the upper floors above shops and offices for residential or commercial uses in Primary Commercial Areas will be permitted where they do not threaten the viability of the ground floor commercial use.

6.21 The upper floors of shopping and commercial premises in town centres are often underused. Encouragement will be given to the active use of such floorspace providing it does not prejudice the function of the ground floor shop or affect the amenities of adjoining occupiers. Particularly welcome will be residential uses that reinforce the use of the town centre outside shop hours thereby increasing activity and security. Accommodation above shops also helps provide smaller housing units and may halt the decay of important buildings. Valuable advice and some financial assistance is available from the Department of the Environment, Transport and Regions and Housing Corporations 'Living Over the Shop' initiative which promotes increased residential use in town centres.

6.22 Although adequate off street parking should be provided, the Council may relax the requirement if it is considered impractical for the proposal to meet normal car parking standards. Similarly, amenity space requirements and Building Regulations may be relaxed in appropriate circumstances.

Large Scale Retail Development

POLICY SAF3:

1. Proposals for large scale retail development outside town centres will only be permitted where:

(a) there are no suitable sites within or close to the town centre;

(b) the proposed development would not undermine the vitality and viability of the existing town centre as a whole and nearby village facilities, taking into account the cumulative impact with other proposed retail developments;

(c) the proposed development is located within or on the edge of the town and not on land allocated for other uses except where it conforms with Policy SAF4; and

(d) the development is easily accessible by car and public transport, and for cyclists and pedestrians.

2. The Council will seek a planning obligation or impose a condition to limit the main range of goods sold where a change in its retail character is likely to harm the vitality and viability of the town centre and nearby village facilities.

6.23 In recent years, there has been a trend towards larger retail units, linked to increasing car ownership and greater customer mobility. Because of their requirement for easy access and large areas of car parking, such developments tend to locate on the edge of towns, away from frequently congested town centres. This type of development usually takes the form of supermarkets or superstores selling mainly convenience goods or retail warehouses selling bulky goods such as DIY products, carpets and furniture.

6.24 The Council's approach to retail development is to strike a balance between consolidating and reinforcing the viability of existing centres and providing the best possible choice of shopping facilities in each town. It is necessary to accommodate the trend towards large retail units but only to a level that will complement the existing shopping facilities. In general terms, the Council considers that recent developments and approved proposals for supermarkets in the main towns should be sufficient to meet current demands and there is unlikely to be any justification for further edge of town supermarkets, at least during the first half of the plan period. However, due to the limited provision within the District, there is likely to be a demand for additional retail warehouses.

6.25 Where proposals come forward for large scale development, (defined as above 500 square metres gross) the Council's first priority will be to see whether they could be accommodated within or adjoining the town centre. Such locations are most likely to reinforce town centre activity and enable one trip to serve several purposes. If this is not feasible, the Council will consider proposals, particularly for non-food stores, outside the town centres where there would be an overall net gain in shopping facilities and the development would not be expected to lead to significant closures of existing premises within towns.

6.26 It is important to assess the impact of large retail units on the vitality and viability of town centres. Vitality is reflected in how busy a centre is at different times and in different parts, whilst viability refers to the ability of the centre to attract continuing investment. The vitality and viability of a town centre can be assessed against a range of indicators. For example, pedestrian flow indicates how busy the centre is at different times, whilst yield on prime commercial property and vacancy rates indicate how attractive the centre is to investors. Proposals for large retail stores must be accompanied by retail and traffic impact studies to enable the Council to assess the potential impact on any town centre. In addition, account should also be taken of the impact of a proposal on neighbourhood or village shops, which provide a valuable service particularly for the less mobile.

6.27 Any future large scale development outside a town centre which is acceptable in terms of impact should be located in or adjoining the main built up areas of a town. This should make it reasonably accessible to those without the use of a car and who are dependent on public transport, cycling or walking. Furthermore, in view of the size of the buildings and large expanses of car parking, it will have to be acceptable in terms of its overall impact on the local environment.

6.28 A future change in the type of product sold in a large retail development outside a town centre could have an adverse impact on the vitality and viability of town centre shopping facilities, and in these circumstances a condition will be imposed or obligation sought restricting the range of goods for sale. It is also important to ensure that any such developments do not become commercial centres by, for example, the introduction of small retail units in association with a large store which would seriously undermine the vitality and viability of the nearby town centre.

Discount Operators

6.29 The most recent trend in shopping has been the growth of discount retailers in both the food and non-food sectors. Three particular operations have emerged; warehouse clubs, discount operators and factory outlets. Warehouse clubs allow members to purchase goods at discount prices whilst non-food discount operations cater for both trade and retail customers. As these operations usually involve stores of at least 10,000 square metres they are more likely to be located in larger urban areas. If any proposals are put forward within the District, they will be considered in relation to Policies SAF 3 and 4.

Retailing on Employment Land

POLICY SAF4:

1. Proposals for retail development on existing or allocated employment land will only be permitted where:

(a) they are ancillary or complementary to the main industrial or warehouse use; or

(b) they are small retail facilities serving the employment estate; or

the proposal involves a non-food retail warehouse use with a large car parking and storage requirement for which there are no suitable alternative sites in or close to the town centre, and the development would not have a significant adverse impact on the vitality or viability of the town centre or lead to a significant reduction in the amount of employment land available to serve the town and surrounding area.

2. The Council will seek a planning obligation or impose a condition to limit the main range of goods sold where a change in its retail character is likely to harm the vitality and viability of the town centre and nearby village facilities.

6.30 A preference for greenfield sites with good access has resulted in pressures for some large scale retail stores to be located on land allocated or used for employment purposes. Such

proposals can sometimes be a wasteful use of expensively serviced employment land and can reduce the viability and attraction of the existing town centres. They can also place a 'hope value' on sites in employment areas which reduces their viability as locations for other employment uses.

6.31 There are circumstances however in which the Council will consider proposals for retailing use in designated employment areas. Retailing ancillary to an industrial use or retailing normally associated with service industrial uses may be acceptable on employment land. Furthermore, small scale units catering for day to day needs can provide a useful service to those working on an industrial estate.

6.32 Other proposals that would be considered are retail warehouses and wholesalers such as 'cash and carry' establishments selling bulky goods requiring relatively large car parks and extensive storage which could not be accommodated within or adjacent to a town centre. Developers will be required to show that no other suitable sites exist in the town centres, or elsewhere within the context of Policy SAF3, and that there will be no significant impact on such centres. Retail and traffic impact studies will normally be expected.

6.33 Before any planning permission is given, a condition will be imposed or obligation sought limiting the range of goods or types of operation to those which cannot be more suitably located in a town centre. Proposals intended specifically for the sale of convenience goods, clothing, foodstuffs, goods with small space requirements or with high levels of traffic generation are not appropriate for industrial estates. Such uses should normally be located within or adjoining existing town centres. This approach will ensure the efficient functioning of an industrial estate and that the vitality and viability of town centres is not jeopardised.

Village and Neighbourhood Shops

POLICY SAF5:

1. Development proposals resulting in the loss of neighbourhood or village shops will not be permitted where the level of easily accessible convenience shopping services available to the local community would be significantly harmed.

2. Proposals for local convenience shopping facilities will be permitted within residential areas in towns and within or on the edge of villages where:

(a) the scale of the facility is related to the needs of the locality; and

(b) they are conveniently accessible to potential users.

6.34 Town centre shopping facilities are supplemented by a range of local shopping facilities serving both residential areas within the towns as well as villages throughout North Cornwall. They provide a vital part of the shopping hierarchy and offer a particularly important and convenient service for those who are less mobile, especially elderly and disabled people, and families with small children. The need for car borne shopping trips is also reduced thus contributing to a cleaner and more healthy environment.

6.35 The Council recognises the important social role that these types of shops play and fully support Structure Plan Policy SHOP3. While it is recognised that the provision of local shops is a commercial decision, the Council considers that such shops should be retained and encouraged, although in reality the scope for such encouragement may be limited.

6.36 When considering development proposals which result in the loss of neighbourhood or village shops, the Council will seek to establish whether the proposal will cause the loss of the shop or whether the proposal is the result of a decline in local shopping activity (ie declining demand). The Council will therefore take into account the need for the shop, the support of the local community and the availability of easily accessible alternatives which are able to meet the shopping needs of the local community.

6.37 Proposals for new local shopping facilities within residential areas or in villages will be supported provided they are of a size and scale that is related to the needs of the local community. Large scale shopping proposals which compete with the town centre, or are intended to attract shoppers from beyond a village and its natural catchment area, or from residential areas farther afield, will not be permitted under this policy. Local shopping facilities should be located within a residential area of a town or within or adjoining the main built up area of a village, so they are readily accessible to those without the use of a car and who are dependent on public transport, cycling or

walking. On large residential developments where local shopping facilities are not readily accessible, developers may be required to provide such facilities to benefit the occupiers of the development.

6.38 Petrol filling stations, which generally sell a limited range of convenience goods, are often the only facilities available, particularly near to the smaller and more remote villages. To extend this important service, there may be opportunities for the provision of shopping facilities in association with petrol filling stations providing it is of a scale appropriate to the character and needs of the locality. Similarly, the sale of farm produce from roadside sites provides a valuable retail service to both local people and tourists in rural areas. Proposals requiring planning consent will be considered under Policy ECN7 which relates to farm diversification.

6.39 Where no shop or post office exists within a village, the Rural Development Programme promotes alternative schemes such as the creation of co-operatives, widening the use of village halls and increasing mobile shop services. Advice on setting up such ventures can be obtained from the Cornwall Rural Community Council.

Cafes, Restaurants and Hot Food Take-away Shops

6.40 Cafes, restaurants and hot food take-away premises can produce particular problems of parking, noise, smell, refuse disposal and late night activity. They can also affect the external appearance of a building through the addition of ducting and extraction equipment. Special attention will therefore be given to applications for such uses to ensure they do not have an adverse impact on the immediate environment especially in residential areas. Proposals will therefore be considered in relation to the policies contained in the Environment and Development Standards chapters, particularly Policy DVS3.

Amusement Centres

6.41 The term 'amusement centre' includes amusement arcades as well as bingo halls and clubs. The main planning considerations appropriate to amusement centres are their impact on the neighbourhood, particularly in terms of appearance, noise and disturbance which may arise within the vicinity of the premises, especially at night. Amusement centres often become a focal point for gatherings of young people which may result in antisocial behaviour. All these factors have a detrimental effect on the amenities of a locality and consequently they are unlikely to be acceptable in conservation areas or close to housing. Proposals for amusement centres will be considered in relation to the appropriate policies contained in the Environment and Development Standards chapters.

Garden Centres

6.42 Whereas farm shops and nurseries sell products grown on the farm or holding and are considered an appropriate use in a rural area, garden centres and similar large horticultural sales operations normally sell goods additional to those produced on site. The scale of the business and range of products sold means that garden centres often require large sites to accommodate a number of buildings including greenhouses, as well as large car parks and other hard surfaced areas. As a consequence their visual impact on the countryside can be significant. Therefore, garden centres and similar operations should normally be located on the edge of a settlement and subject to a comprehensive landscaping scheme in character with the surrounding area to minimise the visual impact on the countryside. As garden centres attract a significant amount of traffic, particularly at weekends, their location would be inappropriate on a minor road network. Proposals for garden centres will be considered in relation to the relevant policies contained in the Environment and Development Standards chapters.

Sport and Recreation

Introduction

6.43 The combination of increased leisure time, disposable income and mobility means that sport and recreation are playing a more important role in many peoples lives. As PPG17 points out, predictions indicate that people's time spent in leisure will increase, particularly as the population ages, with a steady growth of interest in countryside and health related activities such as jogging, walking, aerobics and cycling. Other specialist sports undertaken by individuals such as indoor bowls, swimming, golf and boating are likely to gain in popularity during the plan period because of the growth of the discerning 25 plus age group. It is also likely that future generations will demand a better range and quality of facilities.

6.44 Recreational resources within North Cornwall are varied and plentiful. The coast and countryside provide tremendous opportunities for informal sport and recreation including walking, cycling, horse riding, water sports, and golf. The number, range and quality of public indoor facilities in the District are amongst the best local authority provision in the south west. In addition to this provision, there is also a broad and extensive range of public open spaces and playing fields for a variety of sports including rugby, football and cricket. There may also be scope for motor sport and other potentially intrusive recreation activities within the countryside, although these will need to be carefully located in order to avoid disturbances to the environment, danger to the public and noise problems.

6.45 In a remote rural area like North Cornwall, indoor and specialist facilities have significant catchment areas and are required to serve an influx of tourists during the peak summer months. The Council has therefore given a high priority to the development of indoor recreational facilities to cater for the needs of both local residents and visitors. All the towns, with the exception of Padstow, have indoor sports centres and swimming pools. The Council has also pioneered dual use facilities on school sites in conjunction with the County Council.

6.46 In the future, the finance to build and maintain indoor sports facilities is likely to be limited by greater Government financial and legal controls. Provision is likely to rely more on private operators and local groups and organisations. The Council's main role will be managing existing facilities, enabling the private sector and local bodies to develop new facilities where appropriate and promoting low cost countryside recreation and green tourism.

6.47 The Sports Council and South Western Council for Sport and Recreation (SWCSR) offers guidance and advice on the sporting and recreational facility requirements at Regional, County and District levels. For example, the SWCSR recommends the need for the upgrading of existing sports halls at Launceston and Bodmin, along with the provision of a small community recreation centre at Padstow. The Council will, wherever possible, support the implementation of SWCSR recommendations and seek to maximise funding for sports facilities which are available from a variety of sources including the Sports Council, North Cornwall Sport and Recreational Council, the Foundation for Sport and the Arts and the National Lottery. Both the latter organisations also fund facilities for the arts and culture.

Protection of Open Space

POLICY SAF6:

Development proposals resulting in the loss of public or private open space, including school playing fields, will not be permitted unless:

(a) the development proposed is ancillary and complementary to the existing open space; or

(b) an alternative facility of at least equivalent standard and convenience is provided; or

(c) a sufficient amount of open space is to be provided or is available in the locality to serve both the existing and future needs of the local community.

6.48 Open space is a major component of the District's recreation and leisure facilities. It can be used for a variety of functions including formal and informal sports, children's play area, a place to exercise dogs and as an area that quite simply can be enjoyed for its amenity value as undeveloped land. Due to the limited opportunities within settlements for providing further areas of public open space, development on such land which conflicts with the wider public interest should be resisted.

6.49 The Council aims to achieve at least a minimum standard of open space provision for the District. In the absence of a detailed local assessment, the Council has adopted the National Playing Fields Association (NPFA) space standards. These standards are an authoritative and long established benchmark for open space provision.

6.50 Provision within the towns of the District generally satisfies the minimum criteria of the NPFA standards with certain notable exceptions. Padstow suffers from both a shortfall of formal recreational facilities and children's play areas. There is also an expressed shortfall of formal open space within many of the rural parishes of the District and this is most apparent in the parishes of the Ottery valley and to the south of the River Camel. A similar pattern emerges when examining the provision of children's play areas.

6.51 Overall therefore, the provision of recreational open space within the District, with the exception of a few areas, is generally good. To ensure this provision is maintained, emphasis will be given to protecting existing areas of open space in accordance with Policy SAF6 and requiring new provision where new housing development takes place in accordance with Policy DVS4 in the Development Standards chapter.

6.52 Although the protection of public open space is important, in some circumstances a proposed development such as a village hall or sports hall may be more beneficial to the community or complementary to the open space. In other cases, a development proposal may be acceptable if alternative open space is provided by the applicant which is of at least equivalent standard and convenience as the area to be developed. Furthermore, in certain situations, public open space may be put to a better use. For example, where an area is more than adequately served, it may not be necessary to preserve low quality and poorly located public open space for its own sake. In assessing development proposals, account should also be taken of the long term impact of the loss of open space as the demand for recreational facilities changes over time.

Access to the Countryside

POLICY SAF7:

1. Existing and proposed long distance footpaths and rights of way, including the South West Coast Path National Trail, the Saints Way and the Camel Trail, will be protected from any development that would adversely affect their route or character.

2. Development proposals which would result in the loss or unacceptable disruption of existing rights of way will not be permitted unless alternative provision or diversions can be arranged which are equally convenient to users.

3. Development proposals which would adversely affect the archaeological or historic significance of former transport routes, including associated structures, or undermine the potential to reinstate their original use or establish recreational trails will not be permitted.

4. Improvements to public access will be sought when new development takes place to enable new or improved links to be created from settlements into the countryside.

6.53 North Cornwall is well provided with publicly accessible open spaces which are available for informal recreation such as walking, horse riding, picnics and water based pastimes. The extensive network of footpaths within the District are supplemented by national trails and regional routes such as the South West Coast Path National Trail, the Saints Way and the Camel Trail. These make an invaluable contribution to the area by providing opportunities for recreation, allowing people to enjoy the countryside and boosting tourism. The most popular open spaces with public access tend to be located along the coastline, in the Camel Valley and on land administered by the National Trust, South West Water Services Ltd and the Forestry Commission.

6.54 To meet the growing public interest in access to the countryside it is important to protect, and wherever possible, improve existing rights of way and long distance footpaths. Although responsibility for monitoring and improving most of this network primarily lies with the County Council, the District Council is able to assist by protecting the rights of way from the adverse effects of development, and in appropriate cases, seeking enhancement of rights of way in development proposals.

6.55 Access into the countryside must be carefully controlled to minimise the adverse effects on the environment and on the operation of agriculture. Protecting existing rights of way and making sure they are properly maintained, kept free from obstruction and suitably signposted and waymarked will help prevent trespass and the misuse of the countryside and so minimise the conflicts with farming interests. Development proposals which result in the loss or disruption of existing rights of way will only be permitted if alternative provision or diversions can be arranged. These arrangements should be of at least an equivalent standard and convenience to the original route.

6.56 Disused transport routes such as the North Cornwall Railway line and the Bude Canal offer opportunities for the creation of long distance recreational routes for walkers, cyclists or horseriders. Former railways can also be reopened for rail services. Although large parts of these routes are now in multiple ownerships

and have been disrupted by development or agriculture, or have reverted to their natural state, some sections remain intact and may be capable of recreational use. Consequently, these routes will be protected from the effects of development so opportunities to create recreational trails are not lost.

6.57 Parts of these former transport routes also have archaeological or historic significance which is worth protecting. For example, the Bude Canal, which was the longest ever built to accommodate tub boats and had the largest number of inclined planes (six), has a remarkable number of original structures still surviving. Development proposals which would adversely affect the archaeological or historic significance of former transport routes will not be permitted.

6.58 Developers will be expected to improve or upgrade existing public rights of way into the countryside when they are within or adjoining a development site. Similarly, developers will be expected to create new access into the countryside where suitable opportunities exist, particularly for links into other networks. Public access to the countryside can also be improved by the provision of car parks and picnic sites, linked to popular or potentially attractive footpaths and recreational routes or where advantage can be taken of extensive views. The creation of small car parks off the roads can help to limit the disruption caused by visitors parking in narrow lanes or in farm gateways. Care, however, needs to be taken in the selection of sites and in their sensitive landscaping to minimise their visual impact.

6.59 The Council's Heritage Coast and Countryside Service has established a priority network of paths along the coast based on the most popular tourist locations and supported with information leaflets. The Service is also committed to investigating long distance recreational routes where feasible and establishing a network of cycle routes utilising both roads and trails. This work is complemented by the management of important landscape and recreational sites to facilitate and increase public access and involvement for all sections of the community. For example, a management plan has been prepared in conjunction with the Town Council for the Beacon Area on the edge of Bodmin. As well as undertaking environmental improvements and establishing a Local Nature Reserve, recreational and educational facilities are being developed and activities organised to encourage the use and enjoyment of the area.

Water Recreation

POLICY SAF7A:

1. Proposals for the provision of mooring and launching facilities for small boats and pleasure craft will be permitted where:

(a) they are well integrated with existing development or adjoin developed sections of the shoreline or make use of derelict sites;

(b) the visual effect of moored vessels respects the nature and character of the site;

(c) any engineering measures necessary to provide protection from adverse sea conditions would not be likely to interfere with the natural movement of sediment to such an extent as to accelerate the process of coastal erosion elsewhere; and

(d) they do not obstruct existing public slipways.

2. Any associated development will be assessed separately, taking into account whether it requires a coastal location.

3. The loss of boating related facilities to other uses that do not require a waterside location will not be permitted.

6.60 The North Cornwall coastal waters are a nationally important recreation facility providing for bathing, fishing, surfing and all manner of boating and sailing activities. The Council recognise this and will seek to protect and, where appropriate, improve water based recreational facilities but in such a way that the quality of the natural environment is not compromised. Government advice aims to balance and reconcile the impact of recreational activities through appropriate management measures. The Council's Heritage Coast Management Plan and the Camel Estuary Management Plan address the issues of handling recreation activities in sensitive environments.

6.61 Provision for water based leisure facilities in North Cornwall, including moorings, tend to be

informal and limited, largely because waterfront space and access to the water is restricted. Along the coast, leisure facilities and moorings only occur in sheltered waters which tends therefore to concentrate demand in areas such as Padstow and the Camel Estuary. There may be opportunities to provide additional small scale local facilities along the locked canal at Bude. The SWCSR make a number of recommendations relating to the development of water sports in the District.

6.62 Generally, the best locations for water based leisure and mooring facilities will be those which have a minimal impact upon the environment and the availability of navigable waters; are well integrated with existing development; do not involve reclamation of intertidal areas or other wetland habitats; adjoin an already developed section of the waterfront and/or make use of derelict sites; and where adequate onshore parking and landward access for visiting cars is or can be made available. Engineering works needed to protect such developments from adverse sea conditions should not disrupt wildlife habitats or threaten to accelerate the process of coastal erosion elsewhere through interference with the natural movement of sediment. Any associated development, such as club or boathouses, will be assessed separately on its own merits, taking into account whether they require a coastal location. The Council will also discourage the loss of boating related facilities and seek the provision of public slipways and measures to improve pedestrian access to the shore as part of development or redevelopment schemes for waterside sites.

Golf Courses

POLICY SAF8:

1. Proposals for golf course developments outside the Areas of Outstanding Natural Beauty and Heritage Coast will be permitted where:

(a) there is no significant loss of the best and most versatile agricultural land (defined as Grade 1, 2 and 3a);

(b) convenient access is available to the main centres of resident and/or tourist population; and

(c) there is a significant advantage to the locality in terms of public access to the sport or enhancement to the environment; or

(d) they are an ancillary facility to existing holiday accommodation and in accordance with Policy ECN14 where applicable.

2. Proposals within the Areas of Outstanding Natural Beauty and the Heritage Coast which comply with the criteria in Clause 1 will only be permitted where they are located within an area of degraded landscape and will make a positive contribution to the re-creation and enhancement of the traditional landscape character of the area.

3. Proposals for housing development outside of development boundaries will not be permitted in order to facilitate the development or improvement of a golf course.

6.63 Golf has become an increasingly popular sport over recent years as evidenced by the number of new developments and planning applications for further facilities. There are seven 18 hole and four 9 hole golf courses within the District and a number of outstanding planning permissions. Indeed North Cornwall has one of the highest ratios of golf courses per head of population in England with the equivalent of one nine hole golf course per 4100 persons. This compares favourably with the minimum standard set by the SWCSR of one nine hole golf course per 15,000 persons and provision nationally of one course per 18,175 persons. These facilities are complemented by both driving ranges and shorter courses making the area a haven for the golfer.

6.64 With the existing level of provision, there is no justification for special priority to be given to the encouragement of golf course development where there are environmental constraints. However, the Council will give favourable consideration to golf course developments which provide significant advantages to the locality either by allowing greater community participation, or through enhancing the environment. In accordance with the SWCSR's recommendations, encouragement will be given to 'pay as you play' facilities to benefit the newcomer to the sport, casual players and

tourists. Golf driving ranges can have similar benefits but the floodlighting associated with these developments can raise amenity and highway concerns. Where landscapes have been degraded or denuded by, for example, past industrial or military activities, or where extensive stretches of hedgerows or trees have been removed, the creation of golf courses may enhance the environment.

6.65 Small scale golf course developments may be permitted in association with existing holiday accommodation including hotels and self-catering complexes. However, they should be of a scale related to the needs of the accommodation complex so as not to compete with more appropriately located facilities and attract visitors from further afield. Where such proposals represent an improvement to a self-catering holiday site, they will also need to be in accordance with Policy ECN14.

6.66 The effect of any golf course proposal on the character of the countryside will always be a significant consideration. In addition, any proposal should take into account the nature conservation interests of the area and to retain and where possible enhance these natural assets. Golf courses can introduce features that are out of character in a farmed landscape. An intimate landscape with small fields, prominent moorland, valley sites or spectacular coastal locations may be totally unsuitable for the manicured greens and fairways of a golf course. Flatter landscapes are more easily screened and may be more appropriate. Careful attention to the location and design of new landscaping and the choice of tree species can do much to reinforce the existing landscape character, enhance nature conservation and make a proposed course more acceptable. Landscape and tree species should be indigenous and in character with existing patterns of vegetation. Trees and fairways should be carefully sited to minimise dangers to users of public rights of way.

6.67 Golf courses will rarely be acceptable in the Areas of Outstanding Natural Beauty or the Heritage Coast. However, there may be occasional opportunities where a golf course improves the environment by, for example, upgrading a derelict or unsightly site. However proposals will not be acceptable if a landscape has been deliberately degraded or neglected in order to claim enhancement through the creation of the golf course. Small, low key golf courses on relatively inconspicuous sites may also be permitted in nationally important landscapes.

6.68 In the past, golf courses have been connected with other forms of development, most controversially, housing. Whilst ancillary facilities of an appropriate scale associated with a golf course, such as a club house, will normally be allowed, housing developments will not be permitted in order to facilitate the development or improvement of a golf course. Other significant associated developments, for example hotels, will be judged against the relevant policies elsewhere in this Plan.

Indoor and Specialist Sports Facilities

6.69 Proposals for new purpose-built sport and leisure facilities will be considered in relation to Structure Plan Policy SR1 and the relevant policies in the Environment and Development Standards chapters. Generally, proposals will be supported in or adjoining the built-up areas of the towns where they are readily accessible by public transport and within walking or cycling distance to cater for those without the use of a car.

6.70 Outside the towns, indoor sports activity is concentrated within village halls, schools and other community buildings. Whilst these facilities are inevitably more limited than purpose-built centres, they provide important recreational opportunities in the rural areas. Proposals for community facilities such as village halls are considered under Policy SAF11.

The Arts and Culture

POLICY SAF9:

1. Development proposals resulting in the loss of art, entertainment and cultural establishments will only be permitted where:

(a) the level of easily accessible facilities available to the local community would not be significantly harmed; or

(b) they can be replaced in a location easily accessible to the local community.

2. Proposals which enhance the provision of art, entertainment and cultural facilities will be permitted within or on the edge of the development boundaries of towns and main villages.

6.71 The arts are an important part of community life, contributing to the vitality and viability of town centres and the local economy. An area with a thriving arts and cultural environment will be attractive to inward investment and tourists. With the exception of libraries, museums and cinemas, the District has very few buildings specifically providing arts and cultural facilities. There are no purpose built theatres, art galleries or concert halls. It is vital therefore that existing facilities are not lost and favourable consideration is given to proposals which enhance provision.

6.72 When considering development proposals which result in the loss of art, entertainment or cultural facilities the Council will seek to establish whether the proposal will cause the loss of the facility or whether the proposal is the result of a decline in the relevant art, entertainment or cultural activity (ie declining demand). The Council will therefore take into account the need for the facility, the support of the local community and the availability of easily accessible alternatives for the local community. To encourage provision, new proposals for art and cultural facilities will generally be allowed within towns and main villages providing they do not detract from the visual character or residential amenities of an area.

Community Services

Introduction

6.73 Community services embrace a wide range of services including education, social services, health care and meeting places. The role of providing these services is shifting away from the public sector to a variety of independent agencies. It is also likely that voluntary groups and community enterprises will become increasingly important in providing a range of services.

6.74 The retention or provision of community services largely depends on the resources available to those public bodies and other agencies involved. However, the Local Plan can also have a positive influence by directing growth to those settlements which already contain social and community facilities. This is particularly important where post offices, shops and schools are being lost or threatened with closure in many rural settlements. Conversely it is also important to ensure that new housing development is well related to existing or proposed education, health or social services to prevent them being overstretched. Where a development puts unacceptable demands on a community service, the Council will seek a planning obligation to secure all or part of the required provision to overcome this problem.

Education, Health and Social Services

POLICY SAF10:

1. Proposals for education, health and social services will be permitted within or on the edge of the development boundaries of towns or main villages where:

(a) the scale of the facility is related to the needs of the locality; and

(b) they are conveniently accessible by both public and private transport and on foot from nearby residential areas.

2. Proposals to improve or extend existing education, health and social services facilities will be permitted on land adjoining existing sites.

6.75 The provision and improvement of education, health and social services will be encouraged throughout the District. However, these community services need to be in locations which are accessible to the whole community and linked to future growth areas. In accordance with the settlement strategy they should normally be confined to the towns and main villages. In order to facilitate provision, community services will be allowed outside but adjoining the development boundaries of towns and main villages. Proposals which are poorly related to existing built development or are not easily accessible to those without the use of a car, or significantly detract from the character or landscape setting of the settlement, will not be permitted. The scale of the facility should also be related to the needs of the local community it is intended to serve so as to discourage car journeys from beyond its natural catchment area and accord with the principles of sustainability. Proposals to improve or extend community services onto neighbouring land will also be favourably considered subject to environmental and amenity considerations.

6.76 Cornwall County Council, as the education authority, also determines its own proposals relating to the development of education facilities. Where the education authority is able to identify a particular requirement for the extension or development of a new school to meet future

needs this has been shown in Part 2 of the Plan. The Council will prevent any other development on sites allocated for education purposes. However, during the plan period, new proposals for the extension or provision of a school may arise from both the education authority and the private sector. This may be the result of an increase in demand or from other factors such as the unsuitability of an existing site or buildings.

6.77 There is considerable scope to improve the level of education, social and recreation facilities available to the community through the use of existing school facilities. Whilst such arrangements are commonplace during weekdays, particularly in the form of adult education classes, their weekend use is more restricted. Promoting the dual use of schools, subject to the agreement of the County Council and/or School Governors, is a means of increasing the recreation and education provision available to the community whilst reducing the pressure to develop or allocate additional land for such purposes.

6.78 Cornwall and Isles of Scilly District Health Authority has the task of buying health care for the people of Cornwall with its share of the NHS budget. To achieve this, the Health Authority works closely with local providers of health services which have all become Trusts. The Health Authority's continuing rationalisation of mental health care facilities means a substantial area of land will be released for other uses at St Lawrences Hospital in Bodmin. Although some of this land will be used for housing, the Cornwall Healthcare Trust plan to concentrate health services at the site. The intention is to create a new community hospital, which will eventually replace the existing East Cornwall Hospital.

6.79 Cornwall County Council is responsible for the provision of Social Services within the county and is generally able to grant itself deemed planning consent for the development of new or extensions to existing facilities. However, as responsibility for provision is passing from the public sector to a variety of independent agencies, an increasing number of social service facilities will require planning consent from the District Council. Such facilities include day and family centres, residential homes, hostels and adult training centres which generally fall within Use Class C2 and are therefore interchangeable. Some of these uses are particularly intensive and may harm the residential character and amenities of an area. The Council may in exceptional circumstances impose a condition restricting development to a specific use where other social service uses within the same use class could be detrimental to the residential amenities of an area.

6.80 The Council recognises the need for child care provision to encourage recruitment and the retention of the labour force. To protect the amenities of neighbouring residents, nursery schools and play groups should be accommodated within premises that are both suitable and adequate for such a use. Whilst small scale use of homes for child minding may not require planning consent, permission will be required if the character of the premises ceases to be essentially residential. Applications involving the loss of an entire house or large extensions which would significantly increase the intensity of the use of the property are unlikely to be acceptable.

Other Community Facilities

POLICY SAF11:

1. Proposals for the development and extension of a community facility will be permitted within or on the edge of a town or village where:

(a) the scale of the facility is related to the needs of the locality;

(b) they are conveniently accessible to potential users.

2. The change of use or redevelopment of a community building to a non-community use will only be permitted where the community facility is:

(a) incorporated or replaced within the new development; or

(b) relocated to a more appropriate building or to a location which improves its accessibility to potential users; or

(c) no longer required because there are easily accessible alternatives in the locality which are able to meet the needs of the local community.

6.81 Facilities such as village halls, public houses and places of worship provide a focus for community interaction and social life. Policy SAF11 seeks to encourage the provision and

retention of such community facilities. In some cases, community facilities will be allowed outside but adjoining the main built up area of a town or village, in order to facilitate provision but remain easily accessible by foot for potential users. The scale of the facility should also be related to the needs of the local community it is intended to serve, so as to minimise its impact on the amenities of neighbouring properties and the countryside. As these facilities are used extensively in the evenings and at weekends, particular attention should be given to the potential effects on the amenities of neighbouring properties.

6.82 It is important to prevent the loss of existing community facilities particularly in rural areas where many have already been lost or are threatened with closure. A lack of adequate private or public transport for some groups of the population underlines the need to prevent the loss of community facilities in rural settlements. Encouragement will be given to converting redundant school premises, churches and other such buildings into other community uses. When considering proposed changes of use to existing facilities, the Council will take into account the support of local inhabitants. Where the existing facility is no longer required or capable of meeting the needs of the local community, or where it is not suitable or appropriately located for such a use, the building may be converted to another use. However, providing a need for it still exists, the community facility should either be replaced or incorporated within the new development, or relocated elsewhere, particularly if it improves accessibility to potential users.

Implementation and Monitoring

6.83 The policies set out in this chapter will be implemented through the development control function of the Council and will be reflected in the Council's decisions on individual planning applications. This will guide new services and facilities to locations that will best meet the needs of the community. The Council will also direct residential growth according to the level of services and facilities within a settlement to help retain and make the most efficient use of existing resources and ensure sustainable objectives are achieved.

6.84 The Council will promote and enhance town centres be pursuing a variety of measures including encouraging appropriate commercial development, supporting traffic management and environmental improvements, retaining and improving provision for car parking and establishing consultation forums with local interests.

6.85 Although the majority of recreation facilities are owned and managed by the District, County and Parish Councils, there are limited public funds available to increase provision. However the Council will take every opportunity to secure provision of suitable recreation and community facilities through the protection of existing resources, negotiating with developers to provide and manage appropriate areas of open space, and consulting with public and private bodies for the dual use of existing facilities. In addition, the Council's Heritage Coast and Countryside Service will continue to support and promote a network of sustainable paths, routes and trails to facilitate access into the countryside.

Statistical Information

6.86 To facilitate the monitoring of these policies and ensure the objectives are achieved, the Council will collect a range of statistical information:

- various indicators to assess the viability and vitality of the town centres including the number of vacant retail premises, pedestrian flows and yield on prime commercial property;
- the amount and type of shops within the villages and rural areas;
- the amount of formal and informal public open space within the District;
- maintaining a database to assess the provision of both outdoor and indoor sport and recreation facilities within the District; and
- maintaining a database to assess the provision of community and social facilities within the District.

7. TRANSPORT AND UTILITIES

Introduction

7.1 This chapter is concerned with the planning issues relating to transport and utilities and sets out the Council's general approach and policies for:

- the road network and road proposals;
- traffic management, car parking and the environment;
- other transport services;
- renewable energy generation and in particular wind power schemes; and
- telecommunications systems.

7.2 The policies in this chapter provide specific guidance relating to transport and the development of utilities. They do not repeat, and therefore duplicate, other general policies notably in the Environment and Development Standards chapters. For example, all developments need to fit in well with their surroundings (having regard to siting, scale, design, materials and landscaping) and be in harmony with the local environment (taking account of noise, traffic and other potential disturbance to amenities) and these issues are addressed by the Development Standards policies.

7.3 Any proposal concerning transport or utilities will be assessed in relation to the relevant policies in:

- the Structure Plan;
- this chapter;
- other chapters in Part 1, particularly the Environment and Development Standards;
- the settlement statement in Part 2 where applicable;

and other material considerations.

Strategic Context

7.4 National planning policy guidance relating to transport and utilities is contained primarily in PPG13, 'Transport', PPG22, 'Renewable Energy' and PPG8, 'Telecommunications'.

7.5 PPG13 seeks to promote greater integration of land-use policies and transport programmes in ways which help to reduce growth in the length and number of motorised journeys, and encourage alternative means of travel which have less environmental impact. As well as providing advice on the location of new development (which is addressed elsewhere in this Plan), PPG13 gives guidance on complementary transport measures concerning, for example, car parking and traffic management, which will help reduce the growth in travel demand. It also sets out the role of development plans in safeguarding transport routes, road planning and planning for other transport systems.

7.6 PPG22 supports the concept of alternative energy development and points out that such developments will almost always have some local environmental effects. It stresses however that such support should be weighed carefully with policies for protecting the countryside, particularly in Areas of Outstanding Natural Beauty, Sites of Special Scientific Interest, areas of archaeological or historic importance and on the coast.

7.7 PPG8 seeks to facilitate the growth of new and existing communication and broadcasting systems. Although the advice states that local planning authorities should respond positively to telecommunications development proposals, account should also be taken of policies for the protection of urban and rural areas. PPG8 also points out that the wider environmental benefits of telecommunications, such as reducing the need to travel, may outweigh direct adverse effects like the visual impact of new masts.

7.8 The Cornwall Structure Plan pursues an integrated and balanced transport strategy based on the following key elements:

- the reduction in the need to travel through land-use development policies influencing the location of development relative to transport provision;
- the development of alternatives to the private car to ensure a more energy efficient and environmentally sustainable transport strategy;
- the maintenance and improvement of highway infrastructure to:

- improve environmental conditions through measures to address the adverse problems of road traffic;

- improve road safety;

- maintain structural integrity in order to sustain highways in a safe condition; and

· sustaining the economy of Cornwall through maintaining an appropriate level of accessibility by road, rail, sea and air.

7.9 The Structure Plan notes that Cornwall is well placed to develop renewable energy sources with possibilities for solar, geothermal, energy crops, biogas, wind, wave and tidal energy. It sets the framework for considering all energy generation proposals and related developments.

Local Plan Objectives

7.10 The main role of the Local Plan in relation to transport is to set out the priorities and framework for achieving complementary transport and land use policies at the local level. As the District Council does not directly control or implement many transport proposals, the policy content is limited. However, the supporting text identifies how the District Council will encourage necessary measures by others, particularly the County Council.

7.11 The Local Plan policies for renewable energy recognise the potential for such developments in North Cornwall and set out detailed criteria for decisions on specific proposals.

7.12 The policies in this chapter have been developed to achieve the following objectives:

· to support improvements to the major road network which benefit the economy of the area and relieve towns and villages of through traffic;

· to reduce congestion and improve road safety and the environment within towns and villages by appropriate road improvements and traffic management schemes;

· to improve car parking facilities in towns and villages;

· to improve facilities and provide a safer environment for pedestrians, cyclists and vulnerable road users generally;

· to support the development of renewable energy sources where the environmental impact can be minimised.

Transport

7.13 An effective transport system is a prerequisite of modern life providing the means by which travel for work, business, services, social and leisure purposes is achieved. The transport system involves different modes of travel from walking and cycling to journeys by road, rail and air. Furthermore, the needs of people vary because of, for example, their access to cars and public transport and their age and physical capabilities.

7.14 The interaction of transport and land use planning occurs at many levels from strategic questions concerning the overall pattern of development to site specific standards of access, visibility and footpath provision. Some of the broader issues concerning the overall location and pattern of development have already been addressed in the Local Plan Strategy and the Housing and the Economy chapters. Furthermore, those matters which are routinely considered in relation to planning applications such as standards for the construction of accesses and provision of car parking are dealt with in the Development Standards chapter. This section concentrates on the land use policies and proposals which relate directly to the transport network and associated services.

Responsibilities for Transport Matters

7.15 The responsibility for the maintenance and improvement of the highways within the District is split between the Department of Environment, Transport and Regions (DETR), who is responsible solely for the trunk road network, and the County Council, who is the local highway authority and responsible for all other highway matters. This responsibility includes new road building schemes, signing, weight restrictions, speed limits, traffic management, on-street parking and the repair and maintenance of existing roads. The County Council also has an important co-ordinating role in the provision of public transport, subsidises non-commercial bus routes and is responsible for the network of public footpaths and bridleways throughout the District.

7.16 Following the Government's White Paper on Transport 'A New Deal for Transport: Better for Everyone' (1998), the County Council's detailed policies and programme towards the various aspects of transportation in the county are set out

in the Local Transport Plan (LTP). The LTP, which replaces the annual Transport Policies and Programme (TPP), sets out a 5 year strategy for dealing with the county's transportation requirements and is used to bid for funding to transport projects.

7.17 Apart from off-street public car parks, the District Council does not have a direct responsibility for transport matters. However, it is a consultee on all transport proposals for the District and determines the vast majority of planning applications many of which involve highways issues. Therefore, the District Council seeks to work closely with the County Council and influence their priorities and activities within the District.

The Road Network

7.18 The County Council have established a major road network comprising the Primary Routes (trunk roads and some county roads) which cater for through and long distance traffic and Non-Primary County Routes linking towns of more than 2,500 population or providing access to important tourist areas. In addition to the Trunk roads, the Primary Route Network (PRN) within North Cornwall includes the A395 (from A30 Kennards House to A39), and the A388 (from A30 Launceston to A38 Saltash). The County Routes within North Cornwall identified in the Structure Plan include the A3072 and B3254 linking Bude to Holsworthy and Launceston, the A388 from Launceston to Devon, the B3266 linking Camelford to Bodmin and the A389 linking Bodmin, Wadebridge and Padstow.

7.19 The establishment of a route hierarchy provides the basis for identifying priorities for road improvements and ensuring that new development is compatible with the function and capacity of different routes. In assessing various schemes, the County Council concentrate capital expenditure on major schemes on the PRN and on schemes to bypass or relieve towns of heavy traffic.

7.20 North Cornwall has a very important strategic position as the main entrance into Cornwall via the A30 and A39 Trunk roads. The other Trunk road into the County, the A38, also joins the A30 at Bodmin. Recent improvements to all these roads have improved east-west transport links and reduced the travelling time from the M5. However, the Council will continue to lobby the DETR for road improvements along these routes where they are required.

7.21 Although the main east-west routes (ie A30 and A38) are very important, there is also a pressing need to improve the north-south routes within the vicinity of the Devon and Cornwall boundary. The A388 is the main route which links Bude (via A3072), Launceston and much of North Devon with the sub-regional centre of Plymouth. The Council will press the two County Councils to upgrade and improve this strategically important route which is essential for the economy of these areas.

Road Proposals

7.22 The strategic importance of the trunk road network in North Cornwall has led to substantial road improvements over recent years, particularly to the A30 and A39 Wadebridge Bypass. The Government's White Paper 'A New Deal for Transport: Better for Everyone' (1998) gives priority to improving the maintenance and management of existing roads before the construction of new ones. It reviews the strategy for trunk roads in North Cornwall identifying the A30 and A38 as part of the core road network but proposing the de-trunking of the A39.

7.23 Pending any changes from the White Paper, the following schemes have been included in the DETR's Trunk Road Programme:

A39 Kilkhampton Bypass
A39 Stratton Bypass
A39 Camelford Bypass
A39 Kennacott to Helscott
A39 Allins to South Penlean

If the A39 is de-trunked, decisions on how these schemes are taken forward will rest with the County Council as the local highway authority.

7.24 The County Council have initiated a programme of transport studies for towns in Cornwall which will look at the most appropriate ways of tackling the movement problems in these areas. The Launceston Town Study was approved in 1997 and a study for Bodmin is included in the LTP. The District Council is very anxious to see these studies progressed and implemented. In particular, there is an urgent need to address traffic congestion problems in Launceston by exploring the scope for improvements to north-south traffic movements through the town.

Safeguarding Land for Roadbuilding

POLICY TRU1:

Within the road safeguarding corridors shown on the Proposals Map and Insets, development will not be permitted which could prevent or adversely affect the implementation of a planned road improvement or new bypass.

7.25 The District Council generally supports the road schemes identified in paragraph 7.23 as they will assist the economy of the District and improve road safety. The Department of Environment, Transport and Regions (DETR) and the County Council have indicated the 'corridors' within which new and improved road alignments will take place where these are known. These areas need to be safeguarded from development which would otherwise make it difficult for the schemes to go ahead smoothly. The areas of land to be safeguarded from development and possible alignments are shown on the Proposals Map and Insets in as much detail as possible. When new preferred routes are announced, these will also be protected in accordance with the intentions of Policy TRU1.

The Design of Highway Improvements

7.26 In addition to major highway improvement schemes, the highway authority carries out small schemes of improvement to minor roads, the programme of which is reviewed annually. It is likely therefore that a number of minor highway improvements will be identified and carried out by the County Council during the plan period.

7.27 The design of highway improvement schemes should take into account the landscape quality of the area and the quality of the natural habitat of the particular location. Schemes should, where practicable, retain trees and natural features within the overall site boundary and sufficient land should be acquired for landscaping, tree planting and Cornish hedging at the field boundary where appropriate. In carrying out schemes to improve the highway, the highway authority should therefore have particular regard to Policies DVS2 and DVS5 in the Development Standards chapter.

Roadside Facilities

POLICY TRU1A:

1. Proposals for new or extensions to existing roadside facilities on the Primary Route Network (P.R.N.) outside the Areas of Outstanding Natural Beauty will be permitted where they are required to meet the needs of traffic on the P.R.N. only, and there are no existing or planned alternative facilities nearby.

2. In the Areas of Outstanding Natural Beauty, proposals for new or extensions to existing roadside facilities on the P.R.N. will only be permitted where they comply with Clause 1 and the provisions of policy ENV1(1).

3. As part of any approved scheme, developers must provide a rest area and picnic site, together with toilets for the general public, unless similar facilities are available within 25 miles along the P.R.N.

4. Roadside facilities should be located and designed to serve one direction of traffic only. Only where the predicted level of traffic flow from the opening date for the next 15 years or site circumstances otherwise permit will permission be granted for roadside facilities serving both directions of traffic.

5. All new and improved junctions and accesses related to proposals for new or extensions to existing facilities must be designed in accordance with current DETR standards and to accommodate anticipated traffic flows for 15 years from the opening date.

7.28 Service areas along Primary Routes offer drivers an opportunity to rest, seek refreshment, use toilet facilities and refuel. Offering regular opportunities to stop on fast through routes contributes to highway safety, adds to the quality of the journey and helps maintain an efficient transport system on the Primary Route Network. Service areas are not required on other types of roads as services and facilities are easily and readily available in the towns and villages.

7.29 The spacing and quality of roadside facilities varies along the A30 and A39. The inadequacy of roadside facilities along some sections of these roads is demonstrated by the number of unsightly mobile snack bars operating from lay-bys or adjacent land. The County Council has identified a stretch of the A30 to the east of Bodmin Moor as needing comprehensive facilities for refreshment, refuelling and parking for towed caravans to serve both westbound and eastbound traffic. However, the need for further provision on the PRN may arise during the Plan period particularly if existing facilities are bypassed by road improvements. The Council will liaise closely with the Department of the Environment, Transport and the Regions (DETR) and the County Council to identify approximate locations where new facilities will be needed.

7.30 Roadside facilities will only be permitted on a primary route where they meet the needs of road users on the PRN and there are no existing suitable facilities planned or available nearby. Circular 4/88 suggests 25 miles should be regarded as the maximum any driver should have to travel without the availability of fuel, refreshment and toilet facilities, with a minimum spacing of 12 miles between each service area. They should be located and designed to serve one direction traffic only, in order to discourage the turning of vehicles across the opposing traffic stream. Only where the predicted level of traffic flow from the opening date for the next 15 years or site circumstances otherwise permit will permission be granted for facilities serving both directions of traffic. All new and improved junctions and accesses related to the proposal should be designed in accordance with current DETR standards and accommodate anticipated traffic flows for 15 years from the opening date.

7.31 Concentrating facilities in a limited number of service areas will help safeguard the countryside and give potential commercial operators an incentive to provide comprehensive facilities. Roadside facilities are rarely attractive, particularly in the open countryside because of their functional design, garish lighting and signing, and imposition of corporate standards without regard to local building traditions. Where such facilities are justified, the siting, design and landscaping should be carefully considered so as to minimise the impact on the countryside. Within the AONB, proposals for new and extensions to existing facilities on the PRN will only be permitted where they comply with Policy ENV1. In any approved scheme, the Council will expect developers to provide informal non-commercial facilities such as rest areas and picnic sites together with toilets, particularly where there are no such facilities for at least 25 miles along a route.

Traffic Management and the Environment

7.32 PPG13 emphasises the importance of developing traffic management measures to manage demand in towns especially as road building is usually physically impossible and environmentally unacceptable. Measures which should be considered include parking controls, provision of park and ride facilities, traffic calming, provision for pedestrians and cyclists, and public transport priority measures.

7.33 The Council, in partnership with others, particularly the County Council, has been involved in a number of significant traffic management schemes in recent years. These have included:

- Traffic calming and environmental enhancements in Bude town centre (1993).

- Wadebridge Bypass Demonstration Project (1993-1996) which involved a major package of measures to ensure that the town secured maximum benefit economically, environmentally and in terms of road safety from the construction of new bypasses. It involved comprehensive traffic management and calming measures, the introduction of a cycle network and a range of environmental enhancements.

- A series of traffic management and environmental enhancements have taken place in Bodmin town centre with a pedestrian priority scheme in Honey Street (1993), and a range of proposals completed at Lower Bore Street (1998). Additional traffic management and environmental enhancements have also been completed for Fore Street and Mount Folly Square (1999).

In addition to these schemes, the County Council will be looking to implement the agreed transport strategy for Launceston. The Council will encourage the investigation and development of further environmental enhancement/traffic management schemes for Camelford, Stratton and Kilkhampton.

7.34 Traffic management proposals frequently generate concern amongst businesses in town centres about the possible consequences for future trading. However, there are bigger threats to town centres from too much congestion and

the relative attractiveness and convenience of edge of town stores. Therefore, the Council will continue to work with the County Council to develop packages of measures which help to reinforce the vitality and viability of town centres. Particular attention will be given to the provision of adequate off-street car parking.

7.35 Sensitive locations, such as residential areas and near schools and village centres, can be enhanced through traffic calming measures and better pedestrian facilities that improve road safety and the street environment. The appropriate mix and balance of measures will be determined in individual settlements but where specific proposals exist these are highlighted in Part 2 of the Plan. Traffic calming measures and improved provision for pedestrians may also be required in housing schemes where development briefs are prepared and in accordance with Policy DVS4 in the Development Standards chapter.

7.36 PPG13 acknowledges the important contribution cycling can make towards energy conservation and the reduction of carbon dioxide emissions by providing an alternative to the private car for short and frequent journeys. The provision of safe cycle routes to places of work, schools and shopping facilities is important although the scope for achieving this within existing carriageways will often be limited. The Council will examine opportunities in association with the County Council and promote schemes where they appear to be viable. Cycle routes will be encouraged as part of residential schemes on the allocated sites within the towns where this mode of transport could make a useful contribution to road safety and ease congestion. Provision of secure cycle parking facilities will be sought in major developments and in town centres and at education institutions.

Car Parking

POLICY TRU3:

Development proposals which would result in the loss of permanent off-street car parking in towns and villages will only be permitted where it is consistent with policy DVS6, or where the car parking is inconveniently sited and poorly used or an appropriate replacement site is provided.

7.37 In North Cornwall, peak time and peak season parking presents difficulties both on the coast and in the towns and villages. Parking by tourists, shoppers and workers is sometimes in conflict with local residents' needs, especially in town centre residential streets. In the most popular parts of the District the seasonal demand for car parking in rural areas and villages cannot always be met. Furthermore, many villages experience occasional but significant parking problems that are exacerbated by through traffic. Where appropriate the Council will encourage alternative solutions, including for example, seasonal park and ride schemes.

7.38 Some existing car parking facilities, especially in the towns, are unable to cope with demand at peak periods. This situation reflects the level of car ownership in the District which is above the national average because of its rural nature and poor level of public transport services. In addition, the majority of visitors to the area are car-borne, thus adding to the car parking problems. The Council recognises the economic importance of providing adequate car parking and therefore a high priority will be given to retaining and improving parking facilities. Additional parking provision has been allocated on certain sites in Part 2 of the Plan.

7.39 The redevelopment of existing public and private car parking sites will only be permitted where the car park has very limited use because of its siting or where it will be replaced by similar facilities on a site convenient for potential users.

Other Transport Services

7.40 Although 80% of all households in the District have access to at least one car (1991 Census), the remaining 20% (i.e. about 5,800 households) are reliant on public transport for their mobility. The main employment, recreation and shopping opportunities are concentrated in the towns and it is thus important that an adequate and efficient public transport system is available to enable all residents to take advantage of these facilities. Since a more concentrated population can be more readily served than a dispersed population, the Local Plan Strategy for development should assist the economic viability and opportunities for public transport services.

7.41 Most of the towns and villages in North Cornwall have a bus service of varying degrees of frequency. A number of buses serve the towns and larger villages daily, but the more isolated and smaller settlements tend to rely on a school bus or a weekly shoppers service. Traditionally, the bus provided rural areas with the essential public transport service it needed. However,

increased car ownership and rising costs have combined to reduce the service in many areas to a level of infrequency which has perpetuated its decline. Infrequent services can still provide a useful contribution for the occasional visit to a neighbouring town, but cannot be an alternative to the car for frequent or emergency use.

7.42 The Council's ability to directly improve the public transport service is very limited and is not something which can be pursued very far in a statutory local plan which must restrict itself to land use and development issues. However, the Council will support the County Council's efforts to establish and maintain a strategic public transport route network. The Council will also encourage voluntary community based initiatives to supplement but not compete with existing bus services. Community buses and car sharing schemes which are tailored to meet very specific needs can provide services which it would not be feasible to expect from regular bus services.

7.43 The only mainline railway station serving North Cornwall is Bodmin Parkway which is located some 6 km (4 miles) from Bodmin. It is on the main Penzance to London line and provides the District with local, regional and national services. The Council considers this service to be of vital importance and will oppose any reduction in the number of services stopping at the station. Indeed the Structure Plan strongly advocates the retention and improvement of the existing rail network in the County.

7.44 The Council also recognises the importance of the Plymouth and Newquay airports to the economy of the District and supports the safeguarding of air services and their improvement where possible. The passenger and freight services offered by Plymouth docks are also very important both for tourism and other business activity in the District. The benefits of improving the A388 have been highlighted in paragraph 7.21. This road has important strategic implications for the District and will help to improve accessibility to the air and port facilities.

Renewable Energy Generation

Introduction

7.45 The Environment White Paper 'This Common Inheritance' published in 1990, described the Government's strategy for limiting greenhouse gas emissions which cause global warming. A main advantage of using renewable energy is its contribution to limiting emissions of greenhouse gases. For example, power generation involving the burning of fossil fuels accounts for around one third of carbon dioxide emissions, which is the main greenhouse gas.

7.46 Government policy on renewable energy is set out in the Department of Trade and Industry Paper EP62 - 'New and Renewable Energy: Future Prospects in the UK' published in March 1994. It aims to stimulate the exploitation and development of new and renewable energy resources wherever they have prospects of being economically attractive and environmentally acceptable. This approach is backed by the Electricity Act 1989 which empowers the Secretary of State to make orders requiring the Regional Electricity Companies in England and Wales to secure specified amounts of electricity generating capacity under the requirement known as the Non-Fossil Fuel Obligation. The third non-fossil fuel obligation order, covering the period from 1995 to 2014, requires the electricity industry in England and Wales to take 627 megawatts of new generating capacity from renewable sources.

7.47 As renewable energy resources can usually only be developed where they occur, opportunities for generating electricity will largely depend on the resources of the area. Cornwall has access to wind, wave, solar, tidal and geothermal energy and ETSU, who manage the DTIs new and renewable energy programme, claim that 12% of the regions current electricity consumption could be met from renewable energy sources by the year 2000. (Source: Renewable Sources of Electricity in the SWEB Area; Future Prospects. SWEB 1993.)

7.48 If renewable energy generation proves to be commercially successful, the exploitation of the industry could have severe implications for the local visual environment. ETSU have calculated that, of the renewables with short term potential, over two thirds of the total renewable energy resource for Cornwall could occur in the form of wind energy, with other less significant contributions being made by energy crops, biogas and waste combustion. Wind power is the renewable resource that is currently attracting the greatest number of proposals and for which there is a particular need for policy guidance. The first commercial wind farm in the country was established at Delabole and further wind farms at Cold Northcott and St Breock Downs are now in operation within the District.

7.49 Renewable energy projects can assist with the diversification of the rural economy by

providing new sources of income. They can also make use of and improve disposal methods for household, farm and clinical waste. In addition, the coppicing of woodland and the harvesting of energy crops, which offer sources of 'biomass fuel', will improve the management of existing woodland and may lead to the afforestation of despoiled land, thereby enhancing the landscape.

7.50 It is not feasible at this time to predict what sort of renewable energy projects, other than wind power, are likely to come forward in North Cornwall during the plan period. However, the Council considers such projects should be supported in principle subject to minimising adverse impacts on the environment, particularly in designated landscapes of national importance. Any such proposals for renewable energy projects will be considered in relation to appropriate policies in the new Structure Plan and the relevant policies in the Environment and Development Standards chapters.

Wind Power

POLICY TRU4:

1. Proposals for individual wind turbines and wind farms in the Areas of Outstanding Natural Beauty and the Heritage Coast, or on sites close to their boundaries, which comply with the criteria in Clause 2 will be assessed having regard to the provisions of Policy ENV1, and the benefits of renewable energy, and will not be permitted where those benefits do not justify harm to the special features or qualities which led to the national designation.

2. Proposals for individual wind turbines and wind farms outside the Areas of Outstanding Natural Beauty and the Heritage Coast, will be assessed having regard to the provisions of Policy ENV1, and will be permitted where:

(a) they do not adversely affect residential buildings through noise generation, shadow flicker or interference with telecommunications reception or other disturbance;

(b) they do not adversely affect road safety; and

(c) the site is suitable in terms of its potential for wind energy generation.

3. Proposals for individual wind turbines or wind farms will not be permitted where they, together with existing and approved turbines or wind farms, would lead to a concentration of wind turbines on a scale which would significantly change the character of the wider landscape.

4. The Council will impose a condition requiring the removal of equipment and installations and the restoration of the site should a turbine or wind farm cease to be operative.

7.51 North Cornwall contains many exposed areas which make it an ideal location for potential wind energy development. However much of the District's landscape is recognised as being of either national or countywide importance and therefore the greatest care has to be given to the reconciliation of the commercial exploitation of wind energy and the conservation of the landscape. Policy TRU4 sets out criteria against which related proposals will be assessed.

7.52 Wind turbines can be deployed singly, in small clusters, or in larger groups known as wind farms. Factors which may influence the size of the development include the physical nature of the site, the capacity of the local electricity distribution network and the organisation undertaking the development. In North Cornwall, applications to date have been made for wind farms comprising between 6 and 33 turbines. These schemes have generally been located in open, exposed areas with reasonable high annual mean wind speeds.

7.53 PPG22 states that a wind farm of 25 turbines might produce around 20 million kWh per year of electricity which would be enough to meet the demand from about 6,000 homes. If this took the place of electricity generated by currently operating fossil fired power stations, it would save the emission of around 17,000 tonnes per year of carbon dioxide, 220 tonnes per year of sulphur dioxide and 40 tonnes per year of nitrous oxide. It is not, however, the purpose of wind farms to take the place of fossil fuel power stations. The savings, in terms of environmental damage caused by air emissions, result from electricity supply generated by wind power to the National Grid directly displacing electricity which would otherwise have been generated from fossil fuel

power stations. However it is also worth noting that many national conservation bodies, including the Council for the Protection of Rural England (CPRE), are of the view that the best way to reduce fossil fuel pollution is through energy savings and emission control. For example, insulating the roofs of 600 houses would save about 1.2 million units of electricity a year, more than the output of one wind turbine and with no environmental side effects (Wind Farms in the Unspoilt Rural Areas of the UK; CPRE - 1994).

7.54 Wind turbines are available in a wide range of sizes but a typical medium-sized horizontal axis machine has a rotor diameter of 25-35 metres and a hub height of 30-35 metres. The current trend is towards larger machines. The turbines are usually positioned about 150-300 metres apart. Sites considered suitable for development usually have annual wind speeds greater than 7.5 metres per second at hub height.

7.55 The desirability of exploiting this clean, renewable energy resource needs to be balanced primarily against the visual impact of the turbines on the landscape. By their very nature, turbines are likely to be sited in exposed and visible locations to take advantage of high wind speeds. Their location, coupled with their sheer size, means that wind turbines will have a major visual impact, often dominating the local landscape and appearing as the most notable land mark for a considerable distance. In addition, the impact of wind turbines on wildlife and nature conservation interests will also be a material consideration in the determination of any proposal.

7.56 Wind farms are most likely to be acceptable outside the landscapes of national importance, in those areas where there are high average wind speeds and few environmental constraints. For example, there may be suitable locations for wind farm developments in the area to the north west of Launceston and east of the A39 which is largely free of any landscape designations and on average has wind speeds above 7.5 metres per second. In any location within the District, large wind farms which exceed 20 turbines in total will not normally be considered acceptable given the intimate nature of the landscape.

7.57 Wind turbines should be sited in sympathy with existing landscape features such as hedges, roads and contours in order to minimise their visual impact. Moreover, siting turbines near to field boundaries will also minimise the disruption to the working of farm machinery. General experience in Europe suggests that light grey/white colours in a matt finish are the most suitable for towers and blades. In general, the Council considers the visual impact of wind farms is less with the 3 blade rather than 2 blade turbines. Developers will be encouraged therefore to use 3 blade turbines.

7.58 The operation of wind turbines results in the introduction of noise sources into areas often having low existing background noise levels. Increases in noise levels, together with mechanical tones or other distinguishable characteristics, can be obtrusive to the occupiers of dwellings or other noise sensitive premises. The noise impact from wind farms can be minimised by locating turbines at sufficient separation distances from dwellings and/or selecting models having low noise emission characteristics so that the turbine noise is masked by wind generated background noise. The Council considers that mechanical tones or other distinguishable characteristics from turbine operation, should not be audible at dwellings or other noise sensitive locations. In general, separation distances of 400 metres or more, depending on the sound power level and number of turbines, are necessary to afford sufficient protection to neighbours. The maintenance of these separation distances obviously restricts the number of suitable locations within North Cornwall as the area is characterised by a dispersed settlement pattern, with isolated hamlets and dwellings.

7.59 The developer should realistically assess the potential environmental impact when planning any renewable energy project, including those for wind turbines, since there is the possibility of stopping an active operation under the Environmental Protection Act, if a statutory noise nuisance should arise.

7.60 Any structure can interfere with electromagnetic transmissions as this is dependent upon the size of the structure relative to the wavelength of the radiation. The turbine should not cause any unusual problems providing its component parts are designed and manufactured to recognised standards such as the British Standards BS613, BS6667 (3) or other equivalents. Any local interference with television reception can be minimised by the installation of a local repeater station or a cable connection.

7.61 A further concern with wind farms is possible adverse effects on road safety. Motorists can be distracted by unfamiliar objects or movements, so a cautious approach to the siting of turbines near to roads is justified. As a

guideline, turbines should be set back from the road at a distance of at least the height of the turbine.

7.62 Due to the visual impact of wind turbines, the expectation is that there are unlikely to be suitable sites either within, or close to the boundaries of an AONB or Heritage Coast where they would not have a fundamental impact on the intrinsic character of these areas. The only circumstances in which a wind farm will be permitted in these environmentally sensitive locations is where it does not materially detract from its special landscape features or qualities. It is difficult to be precise in interpreting 'close to their boundaries' in relation to the designated areas because distances will vary according to local character and in particular, topography. It will be necessary therefore, in relation to specific proposals outside the national designation, to identify those qualities that led to the designation of the landscape areas and the precise determination of their boundaries; how those areas within and beyond the boundaries interact visually; and the manner in which these qualities and interaction would be adversely affected by wind turbine proposals.

7.63 The cumulative impact of successive wind farm developments is an increasingly important consideration as there are now a number of wind farms in operation. A concentration of wind turbines, particularly in a highly visible and prominent landscape, will multiply their impact thereby eroding the quality of the skyline and harming the character of the countryside. To avoid this situation, new proposals will not normally be permitted where this would result in two or more wind farms being easily visible together in the wider landscape. In this respect, account will also be taken of wind farms and turbines in adjoining District's including within Devon. The use of an Environmental Statement will help determine whether a proposed addition to a concentration of wind turbines will bring about a further significant change in the character of the wider landscape.

7.64 A condition will be imposed on all proposals for wind turbines to ensure all structures and associated equipment and installations are removed and restoration measures undertaken above ground level, as soon as the wind farm ceases to be operative. The land can then be reinstated to its former use. Remaining roads or tracks should also be removed and re-seeded. Alternatively, when a wind farm reaches the end of its design life, the redundant turbines can be easily removed with the original foundations re-used for the installation of new turbines, subject to planning consent.

7.65 Proposals likely to have a significant environmental effect, should be accompanied by an environmental statement. The statement should determine zones of visual influence and include noise, ecological, archaeological and safety assessments, and calculations to determine any instances of shadow flicker, as well as those matters which should be covered under Schedule 3 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) 1999.

Overhead Power Lines

7.66 Under Section 9 of the Electricity Act 1989, South Western Electricity Ltd has a duty to develop and maintain an efficient, co-ordinated and economical system of electricity transmission. Furthermore, Section 9 also requires that electricity generators and suppliers have regard to the desirability of preserving natural beauty and to mitigate, within reason, any effect which the electricity transmission line has on the natural beauty of the countryside.

7.67 Overhead power lines, although more economic than underground electricity cables, can cause significant visual intrusion to the landscape and townscape. This disruption is particularly evident in undulating landscapes where the slopes exacerbate the impact. Consequently, the Town and Country Planning (Assessment of Environmental Effects) Regulations 1988 include the '*transmission of electrical energy by overhead cables'* as a Schedule 2 project, which would usually require a detailed environmental statement.

7.68 The Council considers that the landscapes of national importance and conservation areas warrant protection from the intrusive and damaging effect of overhead, particularly low voltage, power lines. The Council will, therefore, pursue the undergrounding of new low voltage power lines in sensitive landscape areas, and seek in the longer term the removal or undergrounding of existing power lines from such areas where economically reasonable and practicable.

Telecommunications

POLICY TRU6:

1. Proposals for the provision of telecommunications equipment will be permitted where:

(a) in the case of large masts, there is no reasonable possibility of sharing existing facilities or in the case of radio masts, using existing buildings or structures; and

(b) they are sited and designed so as to minimise visual impact, subject to technical and operational considerations.

2. The Council will impose a condition requiring the removal of equipment and installations should they cease to be operative.

7.69 There is a considerable and continuing growth in telecommunications technology and operating systems which brings with it a requirement for masts, antennae and dishes for purposes of transmission. PPG8 supports the development of the telecommunications network and acknowledges that the planning system should enable comprehensive coverage to be achieved. However, owing to the potentially highly obtrusive nature of telecommunication installations, it is important that the demands of telecommunication companies are balanced with the protection of the surrounding environment.

7.70 Although the impact of telecommunications has not generally caused any major problems in North Cornwall, this could change as technology improves making it more widely available. Whilst masts are becoming generally smaller, lattice masts of up to 30 metres are still common in the countryside because of the topography and the larger size of the network 'cell'.

7.71 The impact of telecommunications development may be particularly significant within AONBs and conservation areas. In these areas, the effects of proliferation and duplication, and of insensitively sited, obtrusive or excessively large apparatus need to be particularly carefully considered.

7.72 Proposed installations should share or make use of existing facilities and supporting structures, such as tall buildings, wherever this is technically feasible. This will prevent the proliferation of unsuitably placed or unsightly structures and avoid ad hoc developments.

7.73 Careful attention to siting can minimise visual intrusion, particularly by locating masts close to woodlands so that the lower, more complex parts of the installations are screened by or viewed against the woodland. Whilst it is accepted that some telecommunications equipment needs to be situated in prominent locations due to the constraints operators face, applicants should be prepared to discuss the feasibility of utilising alternative less visually sensitive sites.

7.74 The Council will impose a condition on all telecommunications development requiring the removal of equipment and installations should they cease to be operative. The rapid pace of technological change within the industry means that fewer installations may be required in the future, and so it is important that redundant ones should be removed.

Implementation and Monitoring

7.75 The policies set out in this chapter will be implemented through the development control function of the Council and will be reflected in the Council's decisions on individual planning applications.

7.76 The Council will lobby the highway authority when consulted on the Local Transport Plan in order to secure improved accessibility and highway safety within North Cornwall.

7.77 The Council will monitor the level of car parking facilities and the impact of wind farms throughout the District.

8. DEVELOPMENT STANDARDS

Introduction

8.1 This chapter sets out the standards required of new development to meet basic planning requirements and to maintain or improve the quality of the local environment. It covers:

- general design and amenity considerations;
- highways and vehicle parking requirements;
- water services infrastructure;
- the needs of the mobility impaired; and
- advertisements.

8.2 The standards policies are intended to cover the main site planning considerations which should be taken into account when assessing development proposals. A proposal which may be acceptable in terms of the broad policies in the preceding chapters may not be permitted if it does not achieve the standards set out in this chapter. The policies are most relevant to proposals for new housing but will be applied to all development proposals, firstly, to establish which standards are applicable to the particular application and, secondly, whether the application complies with those standards.

8.3 Some standards policies can be applied by reference to objective, measurable requirements whilst others depend on more subjective assessments based on informed guidelines. In determining whether a development proposal complies with a standards policy, the Council will seek advice from relevant specialists and have regard to a range of technical publications. Other more general guides are referred to in the text and will be treated as supplementary planning guidance.

8.4 The Council has established design guidelines for North Cornwall which comprise the following elements:

- The North Cornwall Design Guide which sets out design principles based on an assessment of local character and distinctiveness within the area and establishes district-wide guidance on such matters as new housing development, shopfronts, barn conversions, etc.
- Conservation area statements have been prepared for over half of all conservation areas. These define the special character of each area and register the most important considerations in their preservation or enhancement. The Council intends to prepare statements for all the conservation areas in the district.
- A number of development briefs have been prepared for large and/or sensitive sites and this will continue. The briefs cover a number of matters including the overall site layout and distribution of building types and sizes, the design principles and a master landscaping plan to ensure they are carefully and comprehensively developed.

All these elements provide supplementary planning guidance.

Strategic Context

8.5 National Planning Policy Guidance relating to the standards new development is expected to attain is primarily contained in PPG1, 'General Policy and Principles'. This guidance has given design matters a higher profile and acknowledges that the appearance of proposed development and the relationship to its surroundings are material planning considerations. It states that poor designs should be rejected and particular weight should be given to the impact of development in environmentally sensitive areas such as Areas of Outstanding Natural Beauty (AONB) and Conservation Areas. In such areas the Council has the ability to make Article 4 Directions to restrict permitted development rights. This enables the Council to control inappropriate development, which may lead to the gradual erosion of the character of the area.

8.6 PPG1 also gives advice on securing more accessible environments, particularly for people with disabilities, and on issues of crime prevention. Further guidance on crime prevention measures is contained in Circular 5/94 (Planning Out Crime).

8.7 PPG3, 'Housing', stresses that developers should aim for a high quality of design and landscaping in all new housing developments, whilst PPG13, 'Transport', states that all development proposals should address issues of sustainability including energy conservation.

8.8 Government guidance on the design of residential roads and footpaths is set out in the

joint Department of Transport and Department of the Environment publication 'Design Bulletin 32'.

8.9 The Cornwall Design Guide, produced by Cornwall County Council, sets out the basic principles and standards that will help to create safe, attractive, convenient and nuisance free environments for people to live in. The District Council will use it as supplementary planning guidance when applying the policies in this chapter.

Local Plan Objectives

8.10 The preceding chapters set the framework for determining the appropriate amount, type and location of new development and the means by which the environmental resources of the area can be sustained for the future. This chapter provides guidance on the standards expected of all development proposals. The ultimate aim in meeting these standards is to provide a safe and attractive environment that helps to improve the quality of life for all sections of the community.

8.11 The policies in this chapter have been developed to achieve the following objectives:

- to ensure that new developments and landscaping measures are compatible and complementary with the character of the surrounding area;
- to protect the public from unnecessary and detrimental environmental problems including all aspects of pollution and loss of residential amenity;
- to improve the awareness and need for security measures, energy conservation and access for the mobility impaired throughout the environment;
- to provide adequate and accessible areas of public open space and a safe environment for pedestrians and cyclists in new housing development;
- to ensure that adequate highway and water service infrastructure is available or will be provided to accommodate proposed development;
- to ensure that advertisements do not have an unduly adverse impact on the environment or road safety.

General Design and Amenity Considerations

POLICY DVS1:

1. The siting, scale, density, height, massing, layout and landscape of development proposals and access thereto should ensure that the development respects the scale, character and appearance of the immediate surroundings and the wider environment.

2. In the Areas of Outstanding Natural Beauty, the Heritage Coast and Conservation Areas, the siting, scale, layout and design of development proposals should have particular regard to traditional building styles and local materials, characteristic patterns of settlement and the degree of exposure.

8.12 The quality of design in new development is arguably the most obvious measure by which most members of the public judge the planning system. Although good design inevitably involves a degree of subjectivity, it does depend upon certain basic considerations such as siting, form, massing and use of materials. The design should not only be attractive and functional in itself; it should also be right for the site and respect and reinforce local tradition and sense of place. Policy DVS1 is intended to ensure all development is in keeping with the scale, character and appearance of the surrounding area. The Council's district-wide Design Guide provides important guidance on design principles and will be used to help assess proposals in relation to this policy.

8.13 It is particularly important to ensure that standards of new development are high in environmentally sensitive areas such as the AONBs, Heritage Coast, conservation areas or any development affecting the character or setting of a listed building. In these areas, special attention will be paid to the siting of development and its impact on the surrounding environment. The Design Guide provides advice on traditional building styles and local materials, patterns of settlement and landscape context, all of which are particularly important in environmentally sensitive areas.

8.14 In sensitive locations, principally within or close to an AONB or conservation area, outline applications will not be acceptable and

submission of details showing the design, siting and materials of proposals will be required. These plans will be assessed in accordance with the Design Guide to ensure proposals complement the special architectural or visual qualities of their surroundings. Additional advice may also be sought from the Council's consultant architect.

Landscaping and Protection of Site Features

POLICY DVS2:

1. Development proposals should include a high standard of landscaping to provide an appropriate setting and/or screening for the development.

2. Landscaping schemes should include:

(a) provision of appropriate boundary treatment; and

(b) retention and integration of notable or potentially attractive existing landscape features such as trees, hedgebanks, streams, ponds, walls and other semi-natural features.

8.15 Landscaping includes hard surfacing, street furniture and means of enclosure as well as planted areas. It can be used to help soften, screen and assimilate new development into the local scene and provide a pleasant environment in which to live and work. Landscaping schemes should reflect the character of the location. Indigenous trees and plant species and hard surfaces which are in keeping with the surrounding area should therefore be used. Plant species should be carefully chosen with a clear understanding of their characteristics, ultimate height, spread, vulnerabilities and maintenance requirements.

8.16 Sites on the edge of settlements have often in the past presented an unacceptable visual break between urban and rural areas with larch lap or post and wire fencing defining the boundary of built environment. To avoid this situation and help assimilate development in the surrounding countryside, all boundaries should be suitably treated by the provision of traditional hedgebanks or by tree planting of suitable native species.

8.17 Trees, hedges, water features including streams and ponds, and physical features such as stone walls contribute significantly to the attractiveness of the landscape. Due to the importance of these features, special emphasis will be placed upon their retention and management. The retention and integration of existing natural features can greatly enhance and complement new development and soften its impact on the landscape. Developers will normally be required to take suitable steps to ensure the protection of notable features during development. Similarly, where it is not practical to retain an important wildlife habitat area within a development site, the Council may seek a planning obligation to secure habitat creation or enhancement elsewhere within the locality in accordance with Policy ENV5. In addition the Council may encourage developers to create or enhance existing wildlife habitats where there is a lack of nature conservation sites in a locality, particularly within or close to a town in accordance with Policy ENV6.

8.18 The advice of the County Forester or other suitably qualified professional will be sought when assessing existing features of the site and the proposed landscaping scheme. Wherever appropriate, developers should undertake a landscape design framework and tree survey, drawing attention to existing features such as topographical variation, hydrology and important natural features including trees. These assessments should be used to justify the layout of the development and thus those natural features which are to be retained or lost. The Trees and Woodlands section of the Environment chapter outlines the position regarding trees within conservation areas and those covered by tree preservation orders.

Amenity Considerations

POLICY DVS3:

Development proposals will not be permitted where they will either have an adverse effect on the amenities of the surrounding area, or be adversely affected by existing development, by virtue of noise, smell, VIBRATION, air and water pollution, loss of privacy or daylight, or any other environmental problem.

8.19 PPG1 recognises the importance of protecting residential amenities from the effects of development. Some types of development, particularly utility and employment uses, can

damage the environment of residential areas by creating unacceptable levels of pollution such as noise, smell or vibration. Insensitive siting of new development can also harm residential amenities by reducing standards of privacy and daylight to unacceptable levels.

8.20 Unneighbourly uses such as sewage treatment works, builders yards, working farms or other potentially polluting forms of development are likely to precipitate problems of nuisance to nearby residents, and so they should not be permitted in close proximity to residential areas. Conversely, new residential development should not be permitted within close proximity to these uses. Similarly, noisy activities such as hot food takeaways, amusement centres and public houses are likely to disturb the amenity of predominantly residential areas. Small businesses, such as taxi firms, or relatively intensive residential uses such as nursing homes, houses in multi-occupation or hotels may harm the character of a residential area by the increase in traffic emanating from these activities.

8.21 When considering applications involving noise emissions, some processes may be considered unacceptable in close proximity to noise sensitive areas. Conversely, applications which seek to introduce noise sensitive development into areas exposed to noise from existing development or uses may also be unacceptable. However, many potential conflicts can be resolved by careful attention to site layout, sound insulation measures and limiting the operation times of the noise source. PPG24, 'Planning and Noise' sets out standard conditions that can be used to minimise the effect of noise on sensitive development or restrict noise emitted from industrial or commercial buildings.

8.22 To reduce potential amenity problems, the site area required for industrial development needs to provide adequate space to accommodate foreseeable extensions and the external storage of products, refuse, materials and machinery. The provision of an appropriate space for refuse storage is also an important consideration when determining applications for shops, food outlets and flats to ensure there is no adverse effect on the amenities of the surrounding area.

8.23 Amenity considerations are particularly important when assessing 'backland' and 'tandem' developments. 'Backland' development consists of the construction of housing on areas of land to the rear of the main frontage development. As most backland sites are restricted in size, developments that are acceptable will need to be carefully designed to ensure that access arrangements and living conditions can be provided to the standards required for housing development generally, without detracting from the amenity and privacy of the existing dwellings adjoining the site. 'Tandem' development, where single dwellings are located in the rear garden of an existing dwelling and share the same access, is generally unsatisfactory. This is because of difficulties of access to the house at the back and disturbance and lack of privacy for the house in front.

8.24 Loss of privacy can also result from the sub-division of large properties into multiple occupation, or extensions to existing properties. Sub-division and extensions can also lead to an unacceptable loss of daylight to neighbouring properties, or a loss of direct sunlight to private garden areas.

8.25 To provide an adequate standard of privacy for housing development, the minimum distance between facing windows of principle rooms of one and two storey dwellings should normally be no less than 21 m, and for buildings higher than two storeys no less than 28 m. Useful advice on how to avoid undue loss of daylight in new or extended buildings is provided within the Building Research Establishment publication IP 5/92 - Site Layout Planning for Daylight. Further guidance on these issues is contained in the North Cornwall Design Guide.

8.26 The internal arrangements of dwellings, including the size of bedrooms, living rooms and dining rooms, is not specifically a planning consideration. However, the Director of Housing and Environmental Services is consulted on such matters as the internal space standards of new residential development, or the conversion of residential property, to avoid developments which would subsequently be subject to enforcement action because of statutory overcrowding.

8.27 Although Policy DVS3 is mainly concerned with protecting residential amenities, it may be used to refuse a proposal which would have an adverse effect on a nearby existing non-residential development. For example, the siting of a ready mixed concrete plant will be incompatible adjacent to a high precision plant requiring especially clean air.

The Design and Layout of Housing Schemes

POLICY DVS4:

1. The design and layout of housing development proposals should ensure that:

(a) each dwelling has reasonable privacy and daylight, and adequate private outdoor living space is provided where required in order to avoid unacceptable impact on neighbouring development or in the interest of the general character of the area;

(b) provision is made for a variety of appropriately located and landscaped open spaces where no other suitable facilities are available in the locality;

(c) opportunities for crime are minimised without compromising the visual quality of the development;

(d) opportunities for energy conservation measures are taken into account;

(e) traffic calming measures are provided where traffic speeds and volumes need to be controlled;

(f) provision is made for cyclists where there is scope to link to existing shops, schools and places of work.

2. Exceptionally the Council will seek a planning obligation to secure satisfactory management and financial arrangements for the future maintenance and retention of public open space provided to serve the development.

8.28 Residents of new housing development expect to be provided with a pleasant and safe living environment which offers reasonable privacy and daylight, and secure, private outdoor living space. The design and layout of all new residential development should therefore incorporate these standards. In the case of some residential development, such as flats, sheltered housing or residential nursing homes, private outdoor living space may be communal and shared. Nevertheless they should still offer similar standards of privacy and security.

8.29 Standards of privacy and daylight are set out in paragraph 8.25. Although the size of private gardens is for the most part a matter for the marketing judgement of developers, it is important to ensure that the amount provided is such that neighbouring properties have reasonable privacy and daylight or the general character of the area is not harmed. Generally, the size of a private garden should relate to the size and nature of the property. Walls or close boarded fences will be required as part of landscaping schemes to ensure privacy from the outset.

8.30 As well as ensuring adequate standards of privacy, daylight and private outdoor living space, residential schemes involving more than ten dwellings may also be required to provide public open spaces, traffic calming measures and cycle routes, and incorporate features to minimise crime and maximise energy conservation.

8.31 The Council recognises the importance of open space as emphasised in PPG17 and aims to achieve the minimum standard of provision recommended by the National Playing Fields Association (NPFA). The minimum standard for outdoor playing space is 2.43 hectares per 1000 population. This requirement should consist of a mixture of pitches, equipped playgrounds and informal play space. These standards are an authoritative and long established benchmark for open space provision. Overall the provision of recreational open space in the District is generally good. To ensure this provision is maintained, emphasis will be given to protecting existing areas of open space in accordance with Policy SAF6. However, the Council may require new provision where housing development takes place.

8.32 When sites above 0.4 hectares of land are developed for residential purposes, consideration should be given to providing functional areas of land for recreational open space, particularly where the scheme is for high density development. The amount and type of open space required will be based on the NPFA standards. In applying these standards, account will be taken of the availability of existing open space and facilities in the locality and the type of development proposed. The method used by the Council to calculate the likely population of the proposed residential development will be to assign the average local household size figure

from the most recent Census to the number of dwellings proposed.

8.33 Although the provision of adequate amounts of playing space is an important community requirement, it is not sufficient on its own. Public open space should not comprise the land that is left over after the layout has been designed. If the facilities are not located close to their potential consumers they will not be used. The siting of a play area and entry points should be carefully considered to ensure that the amenity of the neighbouring residents is not unduly affected. If sited too close to residential properties, friction between the users and adjacent residents may occur making the facility lose its appeal. A play space established at the same time as the housing development it is intended to serve may cause less objection.

8.34 It is equally important that open spaces should be cared for over time and not become neglected or a haven for anti-social behaviour. The District and Parish Council's ability to take on the costs of maintenance of public open space is limited by the availability of finance. Therefore, a planning obligation will be sought in appropriate cases to secure future maintenance and the retention of public open space, where it will principally benefit the residents of the development, in the interests of the long term effectiveness of the open space provision. The financial arrangements secured will not require contributions to be paid in perpetuity.

8.35 Although Circular 5/94, 'Planning Out Crime' notes that successful crime prevention depends on a range of measures, security considerations can be incorporated into the design and layout of a development. For example, small scale residential schemes and cul-de-sacs with main living areas facing the access road provide surveillance opportunities between houses and neighbouring gardens which helps discourage anti-social behaviour. A single entrance/exit for vehicles reduces the ability of a criminal to escape detection. Landscaping schemes which avoid creating hidden areas, especially near footpaths, and good lighting also play a part in reducing opportunities for crime. The Council will have regard to the publications of the Home Office Crime Prevention Centre and seek the advice of the Devon and Cornwall Constabulary Architectural Liaison Officer when considering significant applications including residential development for more than 25 dwellings, major industrial developments and public car parks.

8.36 The Council acknowledges the importance of encouraging sustainable development by increasing the awareness of energy conservation measures. Development should be designed with the aim of conserving energy through careful site planning, having regard to the influence of house type, orientation, and location. For example, housing layout reflecting traditional Cornish styles and densities will limit exposure to wind and rain whilst the use of southerly slopes will maximise the warming effect of the sun and avoid frost concentrations. Further guidance is incorporated within the North Cornwall Design Guide.

8.37 Traffic calming measures should be introduced into large residential schemes or where an existing residential estate is being expanded. The design of residential estate roads should progressively impose a discipline on drivers' behaviour to restrict traffic speeds. The most effective control of speed is through the geometrical design of the road itself. However, where conditions dictate, traffic calming measures should be introduced. Incorporating traffic calming techniques such as road humps, road narrowing, mini roundabouts and different choices of surface treatment improves road safety, especially for pedestrians and cyclists, by reducing the amount and speed of traffic. It also improves the local environment by reducing the dominance of the motor vehicle.

8.38 To complement traffic calming measures, safe provision for cyclists should be incorporated into the design and layout of residential schemes where there are worthwhile opportunities to create links to shops, schools, community facilities and work places. Cycleways should be clearly marked and delineated by the use of appropriate surface treatment and should follow desire lines rather than the alignment of the road. In this way segregated, convenient and direct links can be provided.

Highways and Parking Considerations

Roads and Footpaths

POLICY DVS5:

1. Development proposals should be served by a road, pedestrian and cycle network which can adequately accommodate the proposed traffic without increasing traffic congestion or accident potential.

2. All roads, cycleways and footways required in association with new development should be designed and constructed to provide a safe, adequate and convenient means of access for vehicles, pedestrians and cyclists.

3. Development proposals that would require new accesses, or alterations to existing accesses, or road improvements or widening schemes will not be permitted where they would result in significant damage to the appearance of the locality, particularly the loss of trees, hedgerows and stone walls.

4. Where there is an off-site highways problem or deficiency which should be overcome before development proceeds, the Council will impose a Grampian condition to ensure development does not commence before the necessary works have been undertaken.

8.39 New development is likely to have some impact on the highway network particularly if it increases traffic volumes and/or flows. The traffic generated by a development must be accommodated either by the existing road network or by acceptable alterations to it without increasing traffic congestion or accident potential. Any alterations to the network to enable a development to proceed should either be carried out by the developer or a contribution to the highway authority may be sought, so they can carry out the scheme. The Council obtains the advice of the relevant highway authority (the Department of Transport or the County Council) for applications affecting roads for which they are responsible.

8.40 The type of access required for a development should reflect the type of road involved and the volume and traffic likely to be generated by the proposal. Whatever the type of access, good visibility is essential. The visibility standards which will be applied to all new development are set by the County Council and are based on the advice in Annex D of PPG13.

8.41 Any new roads or footpaths should be designed and constructed according to the standards adopted by the relevant highway authority. For example, guidance on the design and construction of estate roads and footpaths is contained in the Cornwall Design Guide for Residential Development. This conforms with Design Bulletin No 32. These standards and advice allow for a variety of different design approaches, particularly for smaller groups of residential properties. This approach can lead to safer and more environmentally sensitive layouts, particularly in historic areas.

8.42 Footpaths in new developments should seek to meet pedestrian desire lines and not simply follow the alignment of the road. In this way, segregated or direct footpath links can be provided giving safe and convenient routes to shops, schools, community facilities and work places. Opportunities should be taken to create footpath links from new developments to existing public rights of way within and leading from settlements. Adequate lighting should be provided for any footpaths, with planted areas carefully designed and sited to ensure that the safety of users is taken into account.

8.43 The improvement or construction of roads or the creation of new accesses can harm the landscape character and rural setting of a settlement. The visual impact will be particularly damaging where established and attractive natural features are destroyed, such as trees, hedgerows and stone walls. Proposals resulting in significant damage to the appearance of the locality by virtue of a road improvement or access requirements will not normally be permitted. Exceptions may be allowed where the development is of overriding social or economic importance to the community and no alternative sites are available. Wherever road widening or other highway alterations take place, the Council will seek the rebuilding of hedgebanks in a manner which reflects the character of the area, rather than the erection of fencing as part of the boundary works.

8.44 Where a highways problem could be overcome within 5 years by works outside the application site and the development proposal is acceptable in all other respects, the Council may impose a Grampian-type condition requiring the necessary works to be completed before development commences. The responsibility for carrying out the works will rest with the developer unless a scheme is already programmed by the highway authority.

Vehicle Parking and Servicing

POLICY DVS6:

Development proposals should include provision for vehicle parking and servicing having regard to the proposed use, the location, and the accessibility of the site for walking, cycling and public transport. In particular, the following principles will be taken into account:

(a) restraint of commuter parking provision in association with proposals for employment development in Use Class B will be sought in the centres of the principal towns of Bodmin, Launceston, Bude and Wadebridge;

(b) parking provision for peripheral office and retail development should not be set at high levels which would significantly disadvantage town centres;

(c) parking requirements will be relaxed where necessary to facilitate development which benefits a town centres or conservation area, or provides affordable housing in areas of good access to other means of travel; and

(d) cycle parking will be required in all major developments.

8.45 The strategic approach to parking restraint in Cornwall has been established by Structure Plan policy TRAN6 which identifies the larger urban areas where parking restraint is strategically required. The Structure Plan also states that integrated transport strategies will be developed for each principal town in the county and that car parking will be a crucial element in each strategy. Local Plans should identify the relevant principal towns where following transportation assessment studies, integrated transport strategies will be developed which will establish, especially in terms of car parking, the level of restraint which may or may not be necessary. A transportation strategy for Launceston was approved in September 1997, which concluded that in terms of car parking the level was adequate. A similar strategy is programmed to be undertaken for Bodmin during the Plan period.

8.46 Standards for parking and servicing for development proposals should be based on the principles set out in PPG13. Cornwall County Council's Vehicle Parking Guidelines produced in 1994 seek to reflect these principles and are the most up-to-date set of standards available to work with. However, the detailed approach to PPG13 is still evolving so these guidelines have not been incorporated into the Plan at the present time. As acknowledged in PPG6, parking in town centres should serve the centre as a whole rather than dedicated parking for individual developments. Restraint should therefore be sought in relation to private parking for commuters associated with employment development proposals in Use Class B. Parking requirements may be relaxed in locations such as town centres and conservation areas which have good access to public transport and where the provision of an on-site parking area may be impractical but a positive enhancement would result from the development. In addition, parking standards may also be relaxed for affordable housing schemes in the towns, where reasonable public transport provision exists, in order to assist the provision of affordable housing. Parking provision for peripheral office and retail developments should not be set at high levels which would have the effect of significantly disadvantaging more central areas. In order to encourage cycling, secure cycle parking facilities will be sought in all major developments, particularly in town centres and for education or employment activities.

8.47 To avoid having a harsh appearance, surface materials for car parks should be carefully chosen and be subject to sensitive landscaping incorporating trees, grass and planting areas. Large expanses of bitmac and concrete will not be acceptable in conservation areas or in visually prominent locations in an AONB or Heritage Coast. In sensitive built up areas, high quality materials such as appropriately coloured and textured paviours may be used, whilst in rural areas gravel surface or 'grasscrete' type products may be acceptable.

Water Services Infrastructure

POLICY DVS7:

1. Development proposals will only be permitted where the Council is satisfied that adequate water services

infrastructure is available, or will be provided to serve the development.

2. Where there is an infrastructure deficiency which is likely to be overcome within the lifetime of a planning permission, the Council will impose a Grampian condition to ensure that development does not commence before the necessary works have been undertaken.

8.48 Development should not proceed without adequate foul and surface water drainage, sewage treatment and water supply infrastructure. Where adequate capacity is not available within existing systems, the Council will need to be assured that the necessary infrastructure will be provided within five years. The Council will therefore impose a Grampian-type condition requiring the necessary works to be completed before development commences. The responsibility for carrying out the works will rest with the developer unless a scheme is already programmed by the water company or other relevant body.

8.49 The implications of surface water run-off are important when considering proposals for the construction of new roads and for commercial premises that are potentially polluting, such as industrial buildings, garages, petrol stations and vehicle depots. Development will only be permitted where the Council is satisfied that any necessary measures designed to mitigate the adverse impact of surface water run-off are included as an integral part of the development. These can include the provision of soakaways to remove excess water; balancing ponds to prevent flooding further down the system; or interceptors to remove pollutants.

8.50 Consultations will take place with the Council's Housing and Environmental Services Department, the Environment Agency, South West Water Services Ltd and the highway authority, as applicable, when considering planning applications that affect or are affected by the water service infrastructure.

Sewage Treatment and Disposal

POLICY DVS8:

1. Development proposals will be permitted in sewered areas where they can be connected to mains foul sewers and sewage treatment works of adequate capacity and treatment standard or there is a reasonable prospect of adequate mains services being provided within the lifetime of the planning permission.

2. Development proposals will be permitted in unsewered areas and in sewered areas with infrastructure deficiencies using septic tanks or private sewage treatment plants where they will not have an adverse environmental effect on residential amenities or pollute groundwater or watercourses.

3. Where there is an infrastructure deficiency in a sewered area which is likely to be overcome within the lifetime of a planning permission, the council will either impose a grampian condition to ensure that development is not occupied before the necessary works have been undertaken or seek a planning obligation to secure a satisfactory alternative for sewage disposal.

8.51 South West Water Services Ltd are responsible for the public foul drainage system, sewage treatment and disposal of sewage effluent. They supply the Council with details of sewers and sewage treatment works which do not have adequate capacity to accommodate additional development. The Environment Agency, as 'Guardians of the Water Environment' are the regulating body responsible for, inter alia, the consenting procedure for discharges to water courses and soakaways. They also advise the Council where they consider further development will lead to an adverse effect on the water environment. In such cases, embargoes on development will be agreed and maintained until the appropriate works have been carried out to cope with the planned increases in foul drainage. If the embargo will be lifted within the lifetime of the planning permission, a Grampian condition may be imposed.

8.52 As a general principle, new development in sewered areas should be served by new or existing public foul sewerage systems and sewage treatment plants, rather than a proliferation of small private sewage treatment systems. However, if there is an embargo on development, which will be lifted during the lifetime of the planning permission, a suitable private system may be permitted on a temporary basis. Permanent private systems in sewered areas should only occur where it is impractical or

unreasonable to connect into the public sewer, or there is no realistic prospect of an embargo being lifted. In settlements not connected to a public sewerage system, septic tanks or private sewage treatment plans are the only means of effluent disposal. Private systems will only be acceptable in sewered and unsewered areas where they would not harm residential amenities by reason of smell or pollute groundwater or watercourses. The size of the site should allow for adequate separation between percolation areas and water supplies, and between proposed and existing development, with ground conditions able to provide an adequate subsoil drainage system. In settlements, foul drainage treated by means of a cesspool will not normally be permitted because of the public nuisance caused by the smell when, in particular, the tank is emptied.

8.53 Where there is an embargo on development in a sewered area which will be lifted during the lifetime of the planning permission, and a suitable alternative system can be permitted as a temporary measure prior to connection to the mains system when it has been upgraded, the development will be subject to a planning obligation which will stipulate that:

- there is no connection to a mains sewerage system that has inadequate capacity;
- the system is properly maintained during the course of its working life;
- the development will be connected to the mains drainage system as soon as capacity is available; and
- the private sewage system is removed at the end of its working life.

8.54 A separate consent to discharge foul drainage effluent is required under Schedule 10 of the Water Resources Act 1991 and it is advisable that such consents should be sought from the Environment Agency before a planning application is submitted.

Access for the Mobility Impaired

POLICY DVS10:

Development proposals for buildings open to the public or used for employment and education purposes should provide suitable external access to buildings, including any spaces between and around them, and appropriately positioned parking spaces for the mobility impaired.

8.55 Gaining access to and using the built environment is taken for granted by most people. However, at any one time, as many as one person in twenty has some form of temporary or permanent mobility or sensory impairment. Access problems are also experienced by those encumbered with luggage or shopping, parents with young children and older people. Failure to provide adequate access arrangements to public buildings, shops and places of work can therefore exclude a significant proportion of the population from everyday activities.

8.56 Part M of the Building Regulations 1991 requires access for disabled people to all floors of new non-domestic buildings and the provision of facilities such as accessible toilets and spectator seating. Disabled people are defined by Part M as those with mobility impairments or impaired hearing and sight. Section 76 of the Town and Country Planning Act, 1990, draws to the attention of developers the provisions of the Chronically Sick and Disabled Persons Act 1970. This legislation requires provision to be made, where reasonable and practicable, for the means of access, parking and sanitary conveniences to meet the needs of disabled people.

8.57 The needs of those with a mobility impairment should therefore be recognised and provided for in new development open to the public or used for employment and education purposes. In particular, the layout and design of development should have consideration for wheelchair and pram users, those for whom movements through doors or up and down stairways is not easy, and those who are partially or wholly deaf or blind. Many common access problems can be easily overcome by the use of simple design features, wide or automatic doors, ramps or flush entrances, tactile or coloured floors.

8.58 As well as planning and building control requirements, there is further scope to aid people with impairments to effectively use buildings. For example, induction loops, clear signage and carefully placed sockets, handles, equipment and control panels can be incorporated into buildings.

8.59 Additional design advice on this topic is given in the Institution of Highways and Transportation 'Revised Guidelines for Reducing Mobility Handicaps - Towards a Barrier-Free Environment' and 'Access for Disabled People: Design Guidance Notes for Developers' by the

Centre on Environment for the Handicapped. More informal advice can be obtained from various groups and organisations such as the Access Officers Association and Centre for Accessible Environments who have produced a useful document with valuable advice entitled 'Designing for Accessibility'.

Advertisements

POLICY DVS11:

1. Advertisements will be permitted where:

(a) the siting and design, including size, materials, colour, proportion and illumination is in keeping with the character and appearance of the building, Structure and/or area where they are displayed; and

(b) they do not adversely affect public safety.

2. Proposals for direction signs to a commercial establishment are only likely to be acceptable in terms of clause 1 where:

(a) the establishment is situated in a remote rural location which is difficult to find due to inadequate signposting from main roads; and

(b) the number and size of signs are the minimum necessary to guide visitors to the establishment.

In locations with more than one establishment requiring direction signs on a particular road junction or access, composite signing will be required rather than a number of individual signs to reduce their visual impact and distraction to drivers.

8.60 As PPG19, 'Outdoor Advertisement Control' points out, the display of advertisements can only be controlled in the interests of 'amenity' and 'public safety'. Signs should therefore harmonise with their setting and not have a harmful visual impact on their surroundings. Control cannot be exercised over the subject matter or content of an advertisement. However, the design of the hoarding or its exact location, should not be so distracting or confusing as to adversely affect the safety of passers by, whether they are drivers, cyclists or pedestrians.

8.61 Most of the District is covered by an Area of Special Control Order; the areas excluded being those in the towns. Within an Area of Special Control, there are greater limitations on the types and sizes of advertisements which may be displayed without advertisement consent. Part IV of the Town and Country Planning (Control of Advertisements) Regulations 1992 requires the Council to consider, at least once every five years, whether an Area of Special Control Order should be revoked or modified.

8.62 The boundaries of the Area of Special Control have been reviewed as part of this Local Plan and it is proposed that such additional control should apply within the conservation areas of Bodmin, Launceston, Wadebridge, Padstow, Bude and Camelford. It is in these sensitive areas where character has been undermined by the accumulation of advertisements. The narrow streets and human scale buildings of Padstow for example, suffer from progressively larger and more strident advertisements that are totally unnecessary to attract people to shops.

8.63 Well designed signs on commercial premises can add to the colour and vibrancy of town centres and are an essential element of the commercial operation of many businesses. However, the proliferation of signs, particularly in rural areas, may result in clutter which can harm the appearance of an area and create a distraction to motorists. To prevent illuminated signs from causing similar problems, the intensity of the illumination will be controlled, where appropriate. Guidance on the design of advertisements, in particular within Areas of Special Control and on listed buildings is provided in the North Cornwall Design Guide.

8.64 The Council recognise the economic advantages that adequate signposting can provide to businesses which are difficult to locate because they are well off the 'beaten track', or which are bypassed by new roads, or situated a short distance from main routes. Advance directional signs may also have a positive effect in increasing highway safety by reducing the confusion of drivers at road junctions or lost in narrow lanes. Essential signs directing people to more remote rural businesses such as a hotel or public house may therefore be acceptable so long as their number and size are not excessive. This requirement is to minimise the signs visual impact on the environment and to avoid distracting drivers. For the same reasons, direction signs to commercial establishments within a settlement

which is already clearly signposted will not be permitted.

8.65 Signs should normally be of a 'finger post' design and generally contain the name of the business or establishment only. It is not the purpose of these signs to act as an advertising hoarding but to direct motorists to the establishment. This requirement will ensure the size of a sign is minimised thereby reducing its visual impact on the countryside. The actual dimensions will be dictated by the size of the lettering which needs to be clearly visible by passing traffic. The minimum size of the lettering, or 'x-height', must comply with the 'Traffic Sign Regulations and General Direction 1994' and will vary according to the approach speed of traffic.

8.66 For road safety purposes the style and colour of the sign should not resemble official highway signs and must be legible at a minimum distance of 60 m. Signs cannot be sited on any part of the public highway including the highway verges and visibility splays.

8.67 To discourage the proliferation of individual signs in the countryside, composite signs should be used where there is more than one establishment which requires signing at a particular road junction.

8.68 The Council will keep under review existing advertisement displays and where these conflict with policies contained in the Plan will consider the use of discontinuance powers to secure their removal, if this cannot be achieved through negotiation.

Implementation and Monitoring

8.69 The policies set out in this chapter will be primarily implemented through the development control process and will be reflected in the Council's decisions on individual applications for planning permission and advertisement consent. The Council will meet these standards in its own developments and will encourage and expect other public bodies to do likewise.

8.70 Quantitative monitoring of development control performance has concentrated on the 8 week target for decision-making. This indicator provides a simple but very limited measure of the speed and cost effectiveness of the service, but it does not assess the quality of the process and the quality of the outcomes. Therefore, the Council will also undertake qualitative assessments, as recommended by the Audit Commission (1992), including such measures as the degree of improvement/ enhancement for each negotiated planning application and appeal results. In addition, the Council will seek to learn from its own past performance by, for example, annually visiting a sample of previous decisions.

8.71 The Council will monitor the capital programmes of South West Water Services Ltd, the Environment Agency and the highway authority to ensure that adequate infrastructure will be available to accommodate further development where land has been allocated in the Plan.

APPENDIX 1

SUPPLEMENTARY PLANNING GUIDANCE

PPG12, refers to planning guidance which supplements the policies and proposals of the Plan. Supplementary Planning Guidance (SPG) is intended to provide helpful guidance for those preparing planning applications.

The following documents will be used as SPG:

- North Cornwall Design Guide (NCDC 1997);
- Cornwall Design Guide for Residential Development (Cornwall County Council 1995);
- Vehicle Parking Guidelines (Cornwall County Council 1994);
- Padstow Conservation Area Statement (NCDC 1994);
- Blisland Conservation Area Statement (NCDC 1997);
- Camelford Conservation Area Statement (NCDC 1997);
- Chapel Amble Conservation Area Statement (NCDC 1997);
- Hicks Mills Conservation Area Statement (NCDC 1997);
- Kilkhampton Conservation Area Statement (NCDC 1997);
- Little Petherick Conservation Area Statement (NCDC 1997);
- Luckett Conservation Area Statement (NCDC 1997);
- Marhamchurch Conservation Area Statement (NCDC 1997);
- Polyphant Conservation Area Statement (NCDC 1997);
- St Breock Conservation Area Statement (NCDC 1997);
- St Kew Conservation Area Statement (NCDC 1997);
- St Teath Conservation Area Statement (NCDC 1997);
- St Tudy Conservation Area Statement (NCDC 1997);
- Stoke Climsland Conservation Area Statement (NCDC 1997);
- Treligga Conservation Area Statement (NCDC 1997);
- Week St Mary Conservation Area Statement (NCDC 1997);
- Bodmin Town Conservation Area Character Appraisal (NCDC 1999);
- Development Brief - Land between West Hill and Whiterock Road, Wadebridge (NCDC 1998).

APPENDIX 2

Environmental Appraisal Summary

Introduction

A2.1 Global environmental management and the conservation of natural resources to ensure that there is no deterioration of environmental quality for future generations is seen increasingly as a major issue at national and international level. The Council is committed to supporting the principles embodied in Local Agenda 21 and intends to work towards achieving a sustainable and healthy environment. This requires a sustainable approach to land-use planning which means that in making decisions about new development the needs of the future as well as the present must be considered.

A2.2 The Planning and Compensation Act 1991 expects Local Planning Authorities to include policies for the protection of the environment and, as expressly required by the Town and Country Planning (Development Plan) Regulations 1991, to take account of environmental considerations when preparing their development plans. PPG12 underlines the need for environmental concerns to be integrated into development plan preparation and also requires local authorities to conduct an environmental appraisal of plans, policies and proposals. In this respect, the former Department of the Environment published in 1993 the 'Environmental Appraisal of Development Plans - A Good Practice Guide' which the Council has broadly followed to help in the understanding of environmental pressures and the impact which planning decisions might have on the area.

A2.3 Throughout the preparation of the North Cornwall District Local Plan, an environmental appraisal has been undertaken at the strategic level for each of the policies being put forward. This has indicated the degree of sustainability of the Deposit Plan policies and enables an environmental comparison with the previous Draft for Consultation policies. By adopting a policy approach now which better integrates environmental concerns with land use and transport policies, the foundations can be laid for a pattern of development, urban form and transport which embodies the principles of environmental protection and enhancement and energy efficiency.

Purpose of the Environmental Appraisal

A2.4 The DOE's 'Good Practice Guide' (Paragraph 1.8) summarises the value and purpose of environmental appraisal as being:

- "to clarify the environmental objectives for the plan;
- to understand the implications for the environment of any policy option, or interacting group of policy options;
- to enable the implications for different, wide ranging, and potentially conflicting aspects of the environment to be taken into account;
- to allow environmental matters to be considered along with economic and social factors, and so to assist in making a choice between alternative policies and proposals in a way which will secure the best outcome overall;
- to demonstrate to users of the plan how the policies have regard to environmental matters."

A2.5 The implementation of sustainable development depends on a commitment at all levels, from Central Government to the private individual and cannot be met by the Local Plan alone. The broad pattern of future development in North Cornwall is largely already set in the short term by current planning permissions. Moreover, land for new development will continue to be needed in the medium and long term outside the six towns because of the expected increase in the number of households, the existing scattered settlement pattern, job creating requirements, the provision of leisure and community facilities and other essential needs. Policies on new development (housing, employment and services and facilities) are expected to have negative environmental impacts but reflect major social and economic objectives which have to be taken into account. It is therefore not possible to ensure that all policies are sustainable in all respects.

Methodology

A2.6 The most systematic method of carrying out the appraisal is in the form of a matrix where each policy's impact is evaluated against a number of 'environmental stock criteria', as recommended in the DOE's 'Good Practice Guide'. The environmental stock criteria are divided into groups related to global sustainability, natural resources and local environmental quality (see Figure A2.1).

A2.7 This approach permits environmental factors to be systematically considered throughout the plan which encourages consistency across different aspects of planning. It also allows the plan's effectiveness to be assessed in that policies can be considered, refined and reappraised with alternative policy options and compared against the same environmental criteria.

A2.8 Assessing the significant advantages and disadvantages of a policy enables the relevant impacts to be identified. A conclusion is then reached about the overall performance of the policy in relation to the environmental stock criteria. This may involve 'trading off' particular advantages and disadvantages to establish whether the policy is environmentally acceptable. It is recognised that assessing the environmental implications of each policy against the 15 environmental stock criteria is a subjective exercise and that, in the subsequent 1300 environmental considerations of the Deposit Plan, consensus of opinion in all instances is unlikely to be achievable.

A2.9 The evaluation is based on a four point score. A policy can have a positive impact, a negative impact, a non-significant impact whereby the impact is partly neutralised by planing conditions or other mitigating factors or there may be no relationship between the policy and the environmental stock criteria.

Synopsis of the Environmental Appraisal

A2.10 The Policy Impact Matrix in Figure A2.2 shows how the environment has been taken into account when preparing the Deposit Plan and the likely impact of the Plan's implementation. Policies with a similar effect have been aggregated into Policy Groups which have then been evaluated against the environmental stock criteria. This simplified matrix permits the more comprehensive individual policy impact matrices to be succinctly represented in the Deposit Plan.

A2.11 The policies of the Plan contribute to global sustainability through :

- the reduction in growth of motorised trips;
- the likely increase in walking and use of public transport;
- the retention of trees as landscape features and natural air filters; and
- the protection of wildlife habitats.

This is to be expected as it is in accordance with the Plan's strategy of concentrating development within the towns and giving priority protection to the environmental areas and sites of national importance.

A2.12 As an exception to this principle, Policy DVS6 'Vehicle Parking and Servicing' is seen to encourage motorised trips by providing adequate parking. However it is essential to the economic viability of the towns to cater for the car since the rural hinterlands they serve have both limited services and public transport.

A2.13 A consequence of concentrating development is the reduction in the use of natural resources, as shown by Figure A2.2. The Plan generally:

- helps air quality by maintaining tree cover, reducing the need for long trips and subsequently the emissions from motorised vehicles;
- reduces the need for transport and therefore the use of fossil fuels; and
- directs development away from greenfield sites and saves agricultural land.

A2.14 The policies relating to rural development are essentially less protective to the natural resources since they use agricultural land and necessitate both additional and longer trips to services and facilities.

A2.15 The Plan is shown to enhance local environmental quality. Only the rural development policies have a negative effect on the environmental criteria. Rural development tends not to retain open land and may have an adverse effect on views from designated landscapes.

A2.16 The matrix highlights the many unrelated effects on the environmental stock criteria under

the headings of global sustainability and natural resources. However the Plan is not acting in isolation. For example, Building Regulations can help to improve the energy efficiency of the built environment as can the management decisions of the buildings occupiers. Water conservation and quality are protected by the Environmental Agency and the County Structure Plan strategically protects agricultural land and the landscapes of national and county importance.

A2.17 To evaluate the Plan as a whole, it is difficult to compare the effects of positive and negative policies. The degree of impact of a particular policy may be so great that one positive policy cannot be outweighed by a number of negative policies.

Comparison with earlier versions of the North Cornwall District Local Plan.

A2.18 The difference between the Policy Groups matrix of the Deposit Plan and the Draft for Consultation is minor because the overall strategy of the Plan has not altered. The individual policy impact matrices of the Deposit Plan show it to have a clarity which was lacking in the previous Draft for Consultation Plan. Although the Draft for Consultation was based on the concept of sustainability and aimed for a concentrated settlement pattern, the policy expression was inconsistent and tended to misrepresent that aim in the policy impact matrices.

A2.19 More concise policy expression, including the removal of unnecessary environmental and design criteria, led to a more consistent Deposit Plan. The statement that the Plan should be read as a whole in each of the chapters sufficiently reduces the need for lengthy environmental and design criteria to be included in each individual policy.

Conclusions and Monitoring

A2.20 The environmental appraisal of the North Cornwall District Local Plan is a continuous process that is undertaken at key stages of the plan's preparation, monitoring and review.

A2.21 The implementation of the adopted plan will shape the environment of the District up to 2006. The current knowledge of the environment which will be compiled in the state of the environment report provides the baseline upon which the environmental appraisal predicts the practical effects of the policies prior to their implementation. The environmental appraisal therefore can also be used to provide a measure of the plan's effectiveness by a simple comparison of the predicted outcome with actual development.

Figure A2.1: Environmental Stock Criteria

GENERAL CRITERIA	INDICATORS OF POSITIVE IMPACT
Global Sustainability - primarily concerned with atmospheric and climatic stability and with the conservation of biodiversity	
1 TRANSPORT ENERGY: EFFICIENCY - TRIPS:	· reducing trip length · reducing the number of motorised trips
2 TRANSPORT ENERGY: EFFICIENCY - MODES:	· increasing public transport share · increasing attraction of walking and cycling
3 BUILT ENVIRONMENT ENERGY - EFFICIENCY:	· reducing heat loss from buildings · reducing capital energy requirements · increasing CHP potential
4 RENEWABLE ENERGY POTENTIAL:	· safeguarding wind, water, wave and biomass potential · increasing direct solar gain
5 RATE OF CO_2 "FIXING":	· increasing tree cover especially broad-leaved woodland
6 WILDLIFE HABITATS:	· safeguarding designated sites (eg SSSIs) · increasing general wildlife potential (eg corridors)
Natural Resources - husbanding of natural resources concerned with appropriate use and, where necessary, appropriate protection of our resources of air, water, the land and its minerals	
7 AIR QUALITY:	· reducing levels of pollutants (CO_2, SO_2, NO_x, O_3, Pb, NH_4 etc)
8 WATER CONSERVATION AND QUALITY:	· maintaining ground water and river levels · safeguarding water supply purity
9 LAND AND SOIL QUALITY:	· safeguarding soil quality and soil retention · reducing contamination/dereliction · safeguarding good quality agricultural land
10 MINERALS CONSERVATION:	· reduce consumption of fossil fuels and minerals · increase reuse/recycling of materials
Local Environmental Quality - conservation of local environmental quality concerned with the protection and enhancement (and sometimes retrieval) of local environmental features and systems ranging from landscape and open land to cultural heritage	
11 LANDSCAPE AND OPEN LAND:	· enhancing designated areas (NPs, AONBs etc) · enhancing general landscape quality · retaining countryside/open land
12 URBAN ENVIRONMENT "LIVEABILITY":	· enhancing townscape quality · increasing safety and sense of security · improving aural and olfactory environment
13 CULTURAL HERITAGE:	· safeguarding listed buildings and CAs · safeguarding archaeological/geological value
14 PUBLIC ACCESS OPEN SPACE:	· increasing/maintaining quality and availability in urban and rural areas
15 BUILDING QUALITY:	· maintaining/improving the maintenance and continuous renewal of buildings

From 'Environmental Appraisal of Development Plans - A Good Practice Guide', Department of the Environment 1993.

Figure A2.2: Policy Impact Matrix by Groups

	Global Sustainability						Natural Resources				Local Environmental Quality				
Criteria[1] / Policy Groups	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Housing Developments in Settlements	★	★			✓		★		✓	★	✓	★		✓	✓
Housing Developments in the Countryside	★	✗					✓		✗		★	✓	✓		✓
Affordable Housing	★	★					★		★	★	✗				
Sites for Gypsies	★						★				✓				
Employment Development in Towns	✓	✓					✓		★	✓	★	✓		✓	✓
Rural Employment	★	★				✓	★		✗	★	✗	★		✓	✓
Tourism	★	★				✓	★		★	★	★			✓	✓
Protecting the Countryside and Landscape Character	✓	✓		✓	✓	✓	✓		✓	✓	✓	✓	✓	✓	
Nature Conservation		✓			✓	✓	✓	✓	✓		✓	✓	✓	✓	★
The Water Environment				✗		✓		✓	✓		✓	✓			
The Historic Environment					✓	✓					✓	✓	✓		✓
Retail Development in Towns	★	★					✓		★	✓	★	✓	✓		★
Village and Neighbourhood Shops	✓	✓					✓			✓		✓			
Public Access/Sport		✓			✓	✓	✓		✓		✓	✓	✓	✓	
Community Facilities	✓	✓					✓		★	✓	★	✓		✓	
Traffic and its Management	✓	✓				✗	✓		✗	✓	✗	✓	✓	★	
Renewal Energy Generation							✓			✓	✗				
Telecommunications									✓	✓	★	★	★		
Design, Siting and Amenity Considerations		✓	✓	★	✓	✓	✓	✓			✓	✓	✓	✓	
Highway and Parking Considerations	✗	★					✗			✗	★	✓	✓		
Water Service Infrastructure								✓				✓			
Advertisements	✓						✓				★	✓	✓		

✓ Positive Impact ✗ Negative Impact ★ No substantial Impact Not applicable or unrelated

Note (1) See Figure A2.1 for description of each criteria

APPENDIX 3

Existing Conservation Areas within North Cornwall

Altarnun
Blisland
Bodmin
Bodmin (Old Cemetery)
Bude
Boscastle
Camelford
Chapel Amble
Hicks Mill
Kilkhampton
Launceston
Little Petherick
Luckett
Marhamchurch
Padstow
Polyphant
Port Isaac
Poughill
St Breock
St Kew
St Stephens (Launceston)
St Teath
St Thomas (Launceston)
St Tudy
Stoke Climsland
Stratton
Treligga
Wadebridge/Egloshayle
Week St Mary

GLOSSARY

In preparing the Local Plan, an attempt has been made throughout to make it interesting, informative and easy to read. Written justifications and the policies themselves have been simply worded in order that the intentions are as clear, unambiguous and easily understood as possible. It is inevitable, however, that some unfamiliar words or phrases have been used. Also, many organisations and bodies are referred to in the text about which you may wish to know more. The following glossary gives a quick reference guide to assist with your understanding of the Plan.

Adopted Local Plan: The plan once it has been through all the preparation stages is adopted by the Council. After this stage changes can only be made by formal alteration or replacement.

Advertisements: A wide range of written or pictorial information which may be on for example, a fascia, canopy, banner or board.

Affordable Housing: Housing built for sale or rent at a price level below or at the lower end of the going market rate and which is related to the ability to pay by those in need.

Agricultural Dwelling: A house or flat which is subject to, or proposed to be subject to, a legal limitation which specifies that its occupancy be restricted to a person solely or mainly employed in agriculture or forestry and his/her dependants. The legal limitation is normally in the form of a condition attached to a planning permission.

Agricultural Land Classification: The Ministry of Agriculture, Fisheries and Food classifies all agricultural land in England and Wales according to its quality and agricultural versatility. The classifications range from Grade 1 (the best and most versatile), through Grades 2, 3a, 3b, 3c and 4, down to Grade 5 (the least versatile).

Amusement Arcade: An amusement centre, often of open frontal or walk through design, generally having a greater variety of entertainments and more usually associated with holiday resorts.

Amusement Centre: Collective term for amusements arcades, bingo halls and clubs.

Ancient Monuments Society: Exists to save historic buildings of all ages and type. Its main function is to advise planning authorities but it also gives advice on how to protect threatened buildings.

Ancient Woodlands: Ancient woodlands are considered to be those which have had continuous woodland cover since at least 1600 AD to the present day. Clearance at some time for underwood or timber production does not exclude a wood from this category.

Ancillary Use: A planning term which describes a use that is subsidiary, but related, to the main use.

Appeal: If an application for planning permission has been refused, has not been decided within the statutory time limit, or the Council has imposed conditions, the applicant may appeal to the Secretary of State for the Environment, Transport & Regions.

Area of Great Historic Value (AGHV): Areas where the extent of survival and the sheer density of archaeological sites is such as to merit special designation.

Area of Great Landscape Value (AGLV): Areas which are designated to conserve the natural beauty of landscapes of county importance.

Area of Great Scientific Value (AGSV): Areas designed to act as 'buffers' around the most important and sensitive nature conservation sites. They can provide links between protected sites which facilitate the movement of wildlife and emphasise the most important areas for nature conservation where resources for management and enhancement of wildlife will be concentrated.

Area of Outstanding Natural Beauty (AONB): An area of high landscape value of national importance within which the conservation and enhancement of its natural beauty is the priority.

Area of Special Control Order: Where stricter advertisement controls apply in order to protect the amenities of an area. This order imposes size restrictions and prohibits some classes of advertisement from being displayed.

Assisted Areas: Designated by the Local Government Planning and Land Act 1980. Areas within the UK which require greater assistance because of underlying problems in the local economy, often characterised by high levels of unemployment, etc. Within these areas, grants are available to encourage new businesses. The basic unit of these areas is the Travel-To-Work Area.

Backland Development: Development of an area to the rear of existing frontage development

Building Preservation Notice: A notice issued by the local planning authority where it considers an unlisted building to be of special architectural or historic interest and under threat. This lasts for up to 6 months and affords the building the same degree of protection over this period as if it were listed.

Caravan: Any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer), and any motor vehicle so designed. This definition is also applicable to mobile homes.

Catchment (also hinterland): The area from which people are drawn for any particular service, facility or employment.

Centre for Accessible Environments: A registered charity committed to the provision of buildings that are accessible to all, including people with disabilities, and to the enhancement of quality in design.

Certified Site: Touring caravan sites of 5 units or less having a certificate from the Caravan and Camping Club or Caravan Club giving exemption from planning control.

Change of Use: The different use of a building or land for which permission may be required from the Council under the terms of the Town and Country Planning Act 1990.

Circular: Document produced by Government Departments focusing on legislative and procedural matters. Information in Circulars is of an advisory nature and not legally binding.

Civic Trust: An independent agency concerned with improving and regenerating the built environment, particularly in areas of architectural or historic interest.

Commitments: That land which already has planning permission for a specific use, but where development has not been started or is under construction.

Concealed Households: Families who live as part of a larger household and who share either catering or accommodation. A family is defined as either a married couple or a lone parent with one or more never married children of any age.

Conservation: Positive measures for the management of existing resources or assets to ensure their protection and enhancement.

Conservation Areas: Formally designated areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.

Contaminated Land: Land where there may be a presence on site of a noxious substance which may give rise to a hazard.

Convenience Goods: Items purchased regularly for daily consumption such as most foods, newspapers and toiletries.

Cornwall Archaeological Unit (CAU): A specialist section of Cornwall County Council's Planning Department. Its objectives are to identify and record, protect and preserve and promote and present the varied archaeological sites and landscapes of the County.

Cornwall Nature Conservation Sites (CNC Sites): Sites identified by the Cornwall Wildlife Trust as being representative of the wildlife habitats within the County. These include all areas that are of at least county value in terms of nature conservation.

Cornwall Rural Community Council: Founded as a charity in 1946. The work of the Council is wide-ranging and involves the promotion and support of voluntary organisations, the maintenance of a watching brief over local rural affairs and the taking of action to support rural communities in Cornwall.

Cornwall Wildlife Trust: A voluntary organisation which promotes nature conservation in the county.

Countryside Agency: Established in 1999 from the merger of the Rural Development Commission and the Countryside Commission. It is a statutory body funded by the Government. It has the responsibility for advising Government and taking action on issues relating to the environment, economic and social well-being of the English countryside.

County Land Agent: A specialist section of Cornwall County Council. The County Land Agent advises the local planning authority on the agricultural need for dwellings in the countryside.

Curtilage: Any yard, garden, field or similar land which is integral to the use of a house or building.

Department of the Environment, Transport & Regions: Central Government department with general policy responsibility for environmental and transportation matters including town and country planning.

Deposit Draft Local Plan: The plan as formally proposed by the Local Planning Authority having considered representations on the draft Plan. A deposited plan is advertised and can be formally objected to with the objections being heard at a public local inquiry if necessary.

Derelict Land: Land so damaged by industrial or other development that it is incapable of beneficial use without treatment.

Development: All building, engineering, mining or other operations or any material change of use in buildings or land.

Development Boundary: A line drawn in order to define the area within a settlement where new development is acceptable in principle. Development boundaries have been drawn around the towns and main villages and are particularly relevant for the application of housing policies.

Development Brief: Information published to guide and direct the development of a particular site. Briefs typically give details of suitable land uses, constraints on development and any specific requirements or detailed considerations. Such documents can also be termed Planning Briefs.

Development Plan: A term used to describe collectively the statutory plans for an area. When all the relevant plans have been adopted, the approved development plan for North Cornwall will be the Cornwall Structure Plan, this Local Plan, the Minerals Plan for Cornwall and the Waste Local Plan.

Dwellings: Self contained buildings or parts of buildings which usually accommodate a single household. This may include houses, bungalows, converted farm buildings or flats.

Energy Technology Support Unit: Established in 1974 to assist the Department of Energy in the formulation and management of its research, development and demonstration programme in energy efficiency and renewable energy technologies.

Enforcement: The process by which a Local Planning Authority can take steps to remedy a breach of planning control, usually development which has been carried out without permission under planning or building control legislation.

English Heritage: A Government funded organisation which promotes conservation and understanding of the historic environment. It advises the Government on the selection of listed buildings and scheduled ancient monuments for protection and provides grant aid for the maintenance of historic buildings and monuments.

English Nature: Working title for the Nature Conservancy Council for England (NCC), an organisation which is funded by the Government. It promotes the conservation of England's wildlife and natural features and is responsible for designating National Nature Reserves, identifying Sites of Special Scientific Interest and for advising a wide range of bodies and individuals including the Government on matters affecting nature conservation.

Environment Agency: Agency responsible for matters relating to surface water drainage, flooding and water quality.

Environmental Assessment (EA): Information about the likely environmental effects of certain major projects which is assessed and taken into account in determining planning applications. An E.A. is required if a particular development is likely to have a significant environmental effect by virtue of its nature, size or location.

Environmentally Sensitive Areas: Areas selected by the Ministry of Agriculture, Fisheries and Food on the basis of their nationally important scientific, historic and landscape value which is dependent on specific farming practices. Under this scheme farmers are compensated for adopting or maintaining farming practices which benefit the environment.

Exception Sites: Sites which would only receive planning permission where the scheme involves affordable housing for local people in need.

Forestry Commission: A Government body responsible for the promotion of forest resources and the protection, development and improvement of woodland.

Formal Open Space: An undeveloped area of land which is laid out for sport and childrens play. This can include playing pitches and playgrounds.

Full Planning Permission: Planning permission which includes the agreed details of development. Full planning permission is valid for five years from the date of the decision unless otherwise stated.

General Development Order (GDO): A set of Government regulations which provide a detailed list of the types of development which do not require planning permission.

Georgian Group: Founded in 1937 to save and protect Georgian buildings, parks, gardens and monuments and to encourage appropriate repairs or restoration.

Grampian Condition: A condition attached to a planning permission which requires that development should not be commenced or occupied until some obstacle has been overcome. This may refer to highway, drainage or sewerage works.

Greenfield Site: A field or area where development has not previously taken place.

'Green' Tourism: Tourism which is based on, but does not harm, the natural environmental resources of an area.

Gross Floorspace: The total floor area of a building measured to the outside of the external walls.

Hamlet: A small settlement which has limited or no basic community facilities.

Health and Safety Executive: Formed under the Health and Safety at Work Act 1974, with members drawn from both sides of industry and local authority organisations. The Executive is the operational arm formed from the five existing inspectorates: Factories, Mines and Quarries, Nuclear Installations, Hazardous Substances, and Agriculture.

Heritage Coast: Outstanding and largely undeveloped stretches of coastal scenery, as defined by the Countryside Commission, which are of national significance for their landscape and amenity value.

Highway Authority: The responsibility for the maintenance and improvement of the highways within the District is split between the Department of Environment, Transport and Regions, who is responsible for the trunk road network and the County Council who is the local highway authority. The County Council is responsible for co-ordinating the maintenance and improvement of all public highways, with the exception of motorways and trunk roads, and related matters such as on-street parking and traffic management.

High-Technology Industries: An operation at the forefront of technological innovation which generally provides expert services or produces specialised items, is often non-polluting, fairly footloose and employs principally qualified, professional, scientific and skilled staff, eg research and information, telecommunications and computer based industries.

Historic Battlefields: Fields identified by English Heritage upon which significant battles were fought and where there is sufficient documentary evidence and physical on site evidence of its occurrence.

Historic Buildings Fund: A fund from which grants are given by the Council towards the costs of repairs and restoration of historic buildings, particularly those that are listed or within conservation areas.

Historic Buildings and Monuments Commission for England: (See English Heritage)

Historic Parks and Gardens: Parks and gardens identified by English Heritage as being of particular interest and quality by reasons of their historic layout, features and architectural ornaments. Like listed buildings they are graded I, II* and II.

Historic Settlements: Those places which had achieved Borough status before AD1600. The historic boundaries are defined by Cornwall County Council.

Holiday Accommodation: The overnight provision for paying visitors not normally resident in the District.

House Builders Federation: The principle trade federation for the private house building industry in the UK. It aims to work for the most favourable economic and political climate within which the private house builder can operate.

Housing Associations: Non profit making friendly societies that build and manage affordable housing for people in need.

Housing Corporation: A Government agency responsible for promoting, funding and supervising registered housing associations.

Inbye Land: Enclosed fields immediately adjacent to the farmstead.

Implementation: Action to achieve objectives or secure the carrying out of proposals.

Infill Development: The development of a small gap, normally for one or two dwellings, in an otherwise continually built-up length of road frontage. By definition, therefore, development of one gap between two or three dwellings in the countryside is not infill as they do not constitute a reasonable length of built up frontage.

Informal Open Space: An undeveloped area of land which can be used for informal recreational activities.

Informal Recreation: Leisure activities which are not undertaken on a formal, organised basis and are generally carried out by individuals or small groups on an intermittent basis with a minimal requirement for supporting facilities.

Infrastructure: Roads, drainage and other apparatus and structures which are required to provide essential services before development can take place.

Intensification of Use: A planning concept which refers to an increase in the degree of use to which a site is put. There comes a point when the intensification becomes a material change of use and planning permission is required.

Landscaping: A general term used for the means by which, where appropriate, development is made to fit visually into its surroundings by control of siting and layout and use of trees, shrubs or grass (soft landscaping) and/or fences, walls or paving (hard landscaping).

Lapsed Planning Permission: Planning permission which is no longer operative because development has not commenced before the expiry date of the permission. Outline permission lasts for three years whilst detail or full permission for five years, unless otherwise stated.

Listed Buildings: Buildings and structures which have been identified by the Secretary of State for Culture, Media and Sport as being of special architectural or historic interest and whose protection and maintenance are the subject of special legislation. Their curtilage and setting is also protected. Listed Building Consent is required before any works are carried out on a listed building.

Listed Building Repairs Notice: A notice served by the Local Authority specifying works necessary for the proper preservation of a Listed Building that has not been kept in a reasonable state of preservation.

Local Nature Reserves (LNR): Designated by Local Planning Authorities in conjunction with English Nature to protect areas of local nature conservation interest and importance for the enjoyment of and learning about nature.

Local Planning Authority (LPA): The level of government responsible for planning within a given administrative area. Within the District this is North Cornwall District Council. Cornwall County Council is the responsible authority in respect of strategic planning matters and highways, minerals and waste disposal.

Material Consideration: All the relevant 'planning' factors which are important in deciding whether or not to grant planning permission for a particular development. The most important consideration is the Development Plan but other factors such as Government statements of planning policy must be taken into account, where relevant. Any other material considerations must be genuine planning considerations, ie they must be related to the purpose of planning legislation, which is to regulate the development and use of land in the public interest.

The scope of what can be regarded as material has been clarified by the Courts. All the fundamental factors involved in land use planning are included such as the number, size, layout, siting, design and external appearance of buildings and the proposed means of access, together with landscaping, impact on the neighbourhood and the availability of infrastructure.

Monitoring: Measuring the progress and effectiveness of the Plan's policies and objectives.

National Playing Fields Association (NPFA): An independent charity established to ensure that everyone has access to recreational space within easy reach of their homes. In pursuance of this objective, the Association actively campaigns for a minimum standard of provision (6 acres of open space per 1000 population).

National Trust: Formed in 1895 it exists as an independent charity to promote the permanent preservation of land with outstanding natural features, and buildings of beauty and historic interest.

Net Floorspace: Typically the floor of rooms in a building actually used by the primary activity, but excluding toilets and similar ancillary areas.

Net Site Density: Includes only those areas of land which will be developed for housing and associated uses. This includes: access roads within the site; private garden space; car parking areas; incidental open space and landscaping; and children's play areas where these are to be provided. It excludes: major distributor roads; primary schools; open space serving a wider area; and significant landscape buffer strips.

On Plan Sites: Sites within the development boundary of a settlement which are suitable for housing under normal planning policies and on which the Council can negotiate for an element of affordable housing. This includes both allocated and large windfall sites.

Open Areas of Local Significance (OALS): Essentially undeveloped areas close to or within settlements which do not have a national of county landscape designation but play an important role in maintaining the visual quality of the area.

Open Countryside: All the area outside towns, villages and other settlements which is largely free of built development on a significant scale and comprises not only agricultural land but other open air uses such as woodland, water, mineral workings, or golf courses.

Open Space: An area of land, regardless of ownership, which is not used for agriculture and upon which no significant built development has taken place or from which such development has been removed. Areas of open water and woodland are also included.

O.S. (Ordnance Survey) Field Number: A number identifying an individual field or plot of land on an Ordnance Survey map base.

Outline Planning Permission: Planning permission which establishes that the broad principles of development are acceptable although the details are still to be agreed. Outline planning permission is valid for three years from the date of the decision unless otherwise stated.

Outstanding Planning Permission: A current Planning Permission that has not yet been implemented.

Parish Survey: A District Council questionnaire relating to planning issues was distributed to all Town and Parish Councils and Parish Meetings in 1992.

Pedestrianisation: The partial or complete prohibition of vehicles from a street to improve the environment for pedestrians. In the case of shopping streets, it is usual to permit access for delivery vehicles between specified hours, unless rear servicing is available.

Permitted Development: Minor types of development as set out in the General Development Order, which do not require planning permission.

Plan Period: The period during which the policies in a Structure Plan or Local Plan are expected to apply. In the case of the current Cornwall Structure Plan this is 1991 - 2011. As Local Plans are expected to deal with a ten year period this Plan relates to the period up to 2006. Local plans should not expire as they are continually reviewed.

Planning Conditions: Planning permission for development may be conditional on other works or undertakings being carried out by the developer, provided they are reasonable and justifiable in planning terms.

Planning Gain: An informal term used to describe an advantage which is gained by the public as a result of the grant of planning consent to a developer.

Planning Obligation: A voluntary legal agreement between the local authority and an interested party or a unilateral undertaking by that person/developer, under section 106 of the 1991 Planning and Compensation Act, requiring certain measures related to a planning permission.

Planning Permission: New buildings, major alterations and enlargement of existing buildings and many changes of use of buildings and land require planning permission. Permission is sought from the Local Planning Authority. An application for planning permission may be approved, approved subject to certain conditions, or refused.

Planning Policy Guidance Notes (PPG): A series of advisory notes produced by the

Department of the Environment, Transport and Regions covering a wide range of planning issues. PPGs are now the principle source of Government policy guidance on planning matters and are intended to provide clearer, more accessible and more systematic advice than contained in the earlier planning Circulars.

Preservation: Protection from change where this would harm the character, authenticity or appearance of a building or area.

Primary Commercial Areas: The heart of a town's shopping area containing the main concentration of shops and other town centre activities.

Proposals Map: The map (or series of maps at different scales) which identifies the precise sites and areas affected by the proposals in the Local Plan.

Public Access: Permitted use of land by members of the public. Access can be allowed by a variety of means including; public rights of way (eg footpath, bridleway, byway); Acts of Parliament; the granting of conditional access by landowners (eg National Trust); custom or tradition.

Public Local Inquiry: The procedure by which people have their objections to a Local Plan heard by an independent Inspector appointed by the Secretary of State.

Public Participation: The involvement of the public in the process of making plans and planning decisions.

Ramsar Sites: The Ramsar Convention on Wetlands of International Importance requires the Government to conserve wetlands, especially as habitats for waterfowl, and sites designated under the Convention (ie Ramsar Sites) in particular.

Regionally Important Geological/ Geomorphological Sites (RIGS): Important geological and geomorphological sites. These are identified by the Cornwall RIGS Group and are based on aesthetic, scientific and educational values using less formal criteria than for SSSI's.

Renewable Energy: Energy that is produced naturally and repeatedly in the environment. For example energy from the sun, wind, sea and water as well as from plant material and combustible or digestible industrial, agricultural and domestic waste materials.

Representations: Written comments made within the relevant period to the Local Planning Authority, by any person or body of persons likely to be affected by a policy or proposal of a plan. Representations can support or oppose policies and proposals.

Residential Mobile Home: A caravan or larger single or twin unit capable of transportation by road.

Ribbon Development: The construction of a line of dwellings along a road frontage.

Rural Development Programme (RDP): An agreed programme of assistance for various community projects within the Rural Development Area.

Scheduled Ancient Monument: A feature of national historical or archaeological importance, either above or below the ground, which is included in the schedule of monuments as identified by the Secretary of State. Not all nationally important archaeological remains are scheduled and sites of lesser importance may still merit protection.

Section 106 Agreement: (See Planning Obligation)

Settlement: A grouping of buildings, predominantly residential but including other uses, which have a recognisable form or identity and a common placename.

Shoulder Tourist Season: The early Summer and Autumn months immediately preceding or following the peak tourist season when visitor numbers are relatively low.

Site of Special Scientific Interest (SSSI): Statutory designated sites where features of nature conservation importance are at their best and/or most concentrated. They include geological interest as well as flora and fauna. SSSIs are designated by English Nature.

South West Water Services Ltd: Responsible for water and sewerage services for the whole of the south west. This includes the supply of water and the treatment or disposal of sewage, trade waste or sludge.

South Western Electricity PLC: A public limited company which supplies and distributes electricity to Cornwall, Devon, West Dorset, Somerset and Avon.

Special Areas of Conservation (SACS): For rare or otherwise special sites and species, the EEC Directive on the Conservation of Natural Habitats of Wild Fauna and Flora (92/43/EEC), requires the designation of SACS. This designation requires Member States to take measures to maintain or restore natural habitats and wild species as well as ensure planning and related legislation accords with all the relevant requirements of the Directive. Together with SPAs they will form a European Community series of sites to be known as Nature 2000.

Special Protection Areas (SPAs): Designated under Article 4 of the European Communities Council Directive of April 1979 on Conservation of Wild Birds to protect the habitats of threatened and migratory birds.

Sports Council: A Government funded organisation which fosters the practice of sport and recreation among the public through nine regional sports councils. Grants are available towards activities and sports development.

Spot Listing: To give temporary Listed Building status to a building considered to have special architectural or historic interest usually to protect it from development.

Statements of Conformity: A statement by Cornwall County Council as to whether the proposals contained within this Local Plan are generally in conformity with the Cornwall Structure Plan.

Statutory Organisations: Government bodies and other organisations which have a legislative duty in dealing with specific matters, eg Environment Agency, South West Water Services Ltd, English Nature and the Forestry Commission.

Structure Plan: Strategic planning policy for Cornwall is set out in the Cornwall County Structure Plan. The Structure Plan sets out the broad levels of growth and change for the County as a whole, but does not identify specific sites for development nor the precise boundaries of areas to be protected. One of the important tasks of the North Cornwall District Local Plan is to apply that strategy at the local level.

Supplementary Planning Guidance: Planning advice providing greater guidance and information on the policies and proposals contained in the Plan. For example, North Cornwall Design Guide.

Sustainable Development: The Brundtland Commission (1987) defined sustainable development as "development which meets present needs without compromising the ability of future generations to achieve their needs and aspirations."

Tandem Development: Development consisting of one house immediately behind another and sharing the same access.

Tourism: The short term movement of people away from their normal place of residence or works in pursuit of leisure, recreation and culture.

Tourism Industry: The business of providing for different types of visitor including accommodation, car parking, entertainment and attractions.

Tourist Attraction: The use of land or buildings economically dependant primarily on paying day visitors attracted from outside as well as inside the District.

Traffic Calming: Measures which reduce the adverse effects of vehicular traffic in order to improve road safety and the living environment. This approach seeks to adapt the volume, speed and behaviour of traffic, to that which is sympathetic to non traffic activities.

Traffic Management: The promotion of a more effective movement of traffic within a given street system by rearranging the flows, controlling the intersections and regulating the time and place for parking by means of traffic orders. Traffic management can also give priority to different forms of transport, such as buses, or to pedestrians.

Tree Preservation Order: An order made and confirmed by a Local Planning Authority to protect trees from lopping, topping or felling without prior written consent.

Use Classes Order: The Town and Country Planning (Use Classes) Order 1987 specifies sixteen classes of land use. Change of use within a use class does not normally require planning permission.

Village Form: The shape or pattern of a village evolved from gradual development over time. For example, a linear village is one comprised primarily of lengths of frontage development; a nucleated village is formed by development concentrated around a focal point such as cross-roads or village green. The arrangement of

development within a village, the relationship of different parts to each other and to open space ie. its form, contributes greatly to its character and sense of place.

Water Services Infrastructure: A collective term which refers to surface water drainage, sewage treatment and water supply infrastructure.

Windfall Sites: Areas which are suitable for development within the terms of planning policies but the availability of which is unpredictable because of dependence on, for example, ownership, change of use or redevelopment.

Written Statement: A document which forms part of a statutory development plan and sets out the Local Planning Authority's policies or proposals. It is normally accompanied by a Proposals Map.